

**BANGLADESH COUNTRY PAPER  
FOR HABITAT III**

**URBAN DEVELOPMENT DIRECTORATE  
MINISTRY OF HOUSING AND PUBLIC WORKS**

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## **Executive Summary**

With the view to participate UN Habitat III conference to be held in Ecuador in 2016 as continuation to Habitat I in Vancouver in 1976 and Habitat II in Istanbul in 1996 Urban Development Directorate (UDD) participated in the Second Preparatory Meeting on Habitat III in Nairobi at April, 15. In continuation, UDD along with urban stakeholders and development partners prepared Bangladesh Country Paper according to the Guidelines provided by UN-Habitat. The Draft Paper has been prepared from the policy papers to achieve the status of middle income country, as: Perspective Plan of Bangladesh 2010-2021, National Sustainable Development Strategy 2010-2021, National Social Security Strategy of Bangladesh, 6<sup>th</sup> Five Year Plan, 7<sup>th</sup> Five Year Plan, National Water Management Plan, MDG: Bangladesh Progress Report, Guidelines for Main Streaming Disaster Risk Reduction, Dhaka Structure Plan, Mymensingh Strategic Development Plan. The Draft Country Paper contains 42 sections within 6 chapters with 13 Urban Indicators regarding base year 1996, 2006 and 2013.

Bangladesh has been experiencing rapid increase in its urban population ever since its independence in 1971. Urban population as a percentage of total population increased from around 8.2 % to nearly 28 % during 1974-2011 periods. It is estimated that by the year 2021 nearly one-third or 33% of the population of Bangladesh will be living in urban areas. The urban population recorded during the 2011 Census was nearly 42 million. The tremendous challenge of absorbing such a massive number of people in urban areas and providing them with shelter, food, employment, healthcare, education, municipal services and recreation facilities is made more difficult given shortage of urban facilities and resources, skilled manpower and good governance. The urbanization challenge, unless managed well, could pose a serious problem to the future growth prospects for Bangladesh.

Rapid urbanization has been posing serious challenges for sustainable urban development and poverty has increasingly been urbanized by way of transfer of the rural poor to urban areas. One of the significant features of urbanization in Bangladesh is the predominance of a few metropolitan centers resulting in an uneven distribution of urban population in the country urban population is concentrated in Dhaka, Chittagong and Khulna Metropolitan areas (about 54%). The tremendous challenge of absorbing such a massive number of people in urban areas and providing them with food, shelter, employment, healthcare, education, municipal services and recreation facilities is made more difficult given shortage of existing urban facilities and resources, scarcity of skilled manpower and good governance.

As one of the most climate vulnerable countries in the world, Bangladesh would become even more so as a result of climate change impacts. Floods, tropical cyclones, earthquake, storm surges and droughts are likely to become more frequent and severe in the coming years. Considering hazards Urban Development Directorate (UDD) is preparing a module for mainstreaming disaster risk prevention measures at municipal level into comprehensive Land Use development planning and management for Mymensingh Strategic Development Planning (MSDP) Area for twenty years (2011-2031). The aim of the plan is to prepare an integrated development plan covering Structure Plan, Urban/Rural Area Plan and Action Area Plans and subsequent training module including disaster risk reduction measures into comprehensive land use planning and management.

Big cities including Dhaka have serious problems with basic amenities, slum and untreated industrial waste disposal. In the urban areas there is improper land development, whereby low lying lands, canals, and ponds are filled up for constructing buildings. Reduction in water retention areas is causing water logging and drainage problems. Construction of roads

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without appropriate environmental mitigation measures is adding to these problems. Flood protection activities around urban areas without environmental mitigation measures are also responsible for water logging. However, the idea of ‘compact township’/rural township which is a self-governing and self-financing agglomeration of houses, hospitals, schools, playing fields, water reservoir, markets and rural industries within local government units that provide all basic services to the residents. Growth of these types of townships will need to be encouraged in growth centres at Upazila and Union levels avoiding present trend of housing with low densities scattered in various locations. UDD successfully promoted the concept of by planning the whole sub-districts integrating urban-rural and conservation areas.

Experiencing a fast pace of urbanization, in last 50 years (1961-2011), the total population of Bangladesh has increased from 55 million to 150 million (about 273%), whereas urban population has increased from 2.6 million to 43.43 million, thus showing a growth of 1600% (BBS, 2011). Thus demand for housing has become a crucial challenge for urban areas, though large shares of urban population do not have access to affordable housing. Moreover, unplanned land development project for housing has become threat on environment. Dense population with rapid urbanization, industrialization and absence of disaster resiliency in land use planning have created major environmental problems which contribute to increasing disaster risks such as flood, water logging, traffic congestion, Air Pollution, water pollution along with loss of wetlands, agriculture land and forest. The strong commitment of government to ensure environmental sustainability through conservation of natural resources and reduce air and water pollution has been reflected in the Seventh Five Year Plan. This plan has stressed the need to take into account environment, climate change adaptation and mitigation and recognizes climate change as an added challenge to reduce poverty and environmental degradation. Government has also adopted necessary policies, rules and acts to protect environment and to ensure sustainable development.

The sprawling expansion of the city is mostly initiated by Private Land Developers is continuing with encroachment of flood plains, high value agricultural land and other environmentally sensitive areas. In such a context, good governance, accountability, capacity building of relevant organizations are very crucial along with strong political commitment. Outdoor air pollution has been a major problem in the cities of Bangladesh, especially in Dhaka and Chittagong city. Waste disposal is an emerging problem in almost all urban areas of Bangladesh. The increase in waste generation can be primarily attributed to factors such as rapid rate of urbanization, changing consumption pattern and high population growth rate. Risk Sensitive Land Use Planning approach is still absent in the mainstream plan preparation methodology. In this relation, Urban development Directorate has played pioneering role as they had developed a module for mainstreaming disaster risk preventive measures into comprehensive Land Use development planning and management for Mymensingh Strategic Development Planning (MSDP).

After 1990 some steps were taken to control the development trend in big cities. These included preparation of development plans for Dhaka, Chittagong, Khulna and Rajshahi cities, and formulation of different rules like Building Construction Rules (1996), Private Residential Area Development Rules (2004) and Dhaka Metropolitan Building Construction Rules (2008). The Bangladesh National Building Code (BNBC) which was prepared in 1993 came into force in 2006 after some modification. Other legislations which are relevant for the urban sector include Bangladesh Environment Protection Act 1995 (modified in 2000) and the Wetland Preservation Act 2000. There are number of initiatives regarding formulation of legislation for urban

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management: The ‘Real-estate development and management Act, 2010’ and its Rules, 2011 have been formulated and ‘Land Development Rules for the Private Residential Projects, 2004’ has been updated. Besides, the draft Bills have been prepared to establish 4 (four) development authorities for Kuakata, Barisal, Sylhet, and Rangpur. Updating and modification of the ‘National Housing Policy, 2012’ is in progress to protect the cultivable land and for the planned usage of land. Urban and Regional Planning Act, 2014 (Draft) is another initiative. The main objective of this act is to ensure effective land use management and integrated development in planned way for preventing unplanned urbanization. The Act is intended to integrate national policies into physical plan at different tiers, such as National level, Regional level, Metropolitan level (city level) and Local level. The act proposed for formulation of Urban and Regional Planning Council for managing different urban issues.

UDD is the only national planning organization dealing with the physical planning matters of the country. Recognizing the changing scenario and the importance of people’s participation in the planning process, UDD has shifted from making traditional Master Plan towards more people oriented development plan. PRA is an approach used to incorporate the knowledge and opinions of people in the planning and management of development projects and programs. In recent years there has been rapid expansion of new participatory reflection and action methods (PRA) and related approaches in the context of development and research. PRA methods are now increasingly used in both rural and urban situations. It can ensure and protect the voice of people of different classes. Formation of CBO, WLCC, TLCC at Paurashava level may ensure more people’s participation in development process. It will ensure more transparency in urban governance.

It is worth noting that notwithstanding widely-shared perceptions on weaknesses of the local government system, Bangladesh has made remarkable strides in a host of areas including food production, safety net programs, rural infrastructure, credit provision, primary education, child immunization, family planning, sanitation, drinking water provision etc. Future challenges and issues in these areas are Unified framework law for local governments, Reforms in field administration, Rationalizing LGI functions, Strengthening Constitutional protection of local government system.

It is now widely recognized that urban centres within most developing economies are ‘engines of growth’ and sites of opportunity for those seeking to improve their livelihoods. Bangladesh is no different, with the labour force for Dhaka alone growing by 15% between 1996 and 2000, compared with 7% for the country as a whole. The growing urban economy in Bangladesh relies on a large pool of informal labour, with the 2005 Labour Force Survey suggesting that as much as 74% of the urban workforce is in the informal sector. From the export-orientated garment sector, to the market for domestic staff, to rickshaw drivers, labour is the most important asset for poor urban households. It is through labour that the migrant households benefit most from economic growth and many workers in these sectors have successfully capitalized on these opportunities and significantly improved their earned income. Not only does this mean improved livelihoods for many families but, given the high percentage of migrants in sectors such as the garment industry, the resulting flow of remittances also has important positive impacts on rural poverty.

Much of the Social Security Programmes are focused on addressing the risks faced by the rural poor. With the evolving economic transformation in Bangladesh where both the GDP and employment domination of the rural economy is declining and the urban economy is growing with an increasing number of poor in the urban areas. So, Social Security system needs to be

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rethought strategically to anticipate the importance of these changing economic and social dynamics and develop programmes to more inclusive system whereby the poor and vulnerable can expect to access SSPs irrespective of where they live. On the other hand, limited access to serviced land resulting obstacle to their meaningful participation in the urban economy. The urban land market which directly affects the urban environment and quality of urban life suffers from many distortions due to lack of proper land development and management policies including lack of planning and slow provision of infrastructure and services, thus leading to unplanned or ribbon development of land in the urban periphery. Adequate institutional setting and legal provision need to be made to ensure adequate supply of service land in the urban market to address the crisis yet without undermining the environmental and ecological sustainability.

Lack of adequate housing for Bangladesh's large urban population is obviously a key problem in all of the cities and secondary towns in Bangladesh. Housing deficit in urban areas grew from 1.13 million units in 2001 to 4.6 million units in 2010. The deficit is projected to reach 8.5 million units in 2021 if investment in the housing sector does not keep pace with the growth of population. Nearly 44% of the urban households live in purely temporary structures while those living in semi-permanent structures comprise about 29 percent of the urban households. Only about 28 percent of the households live in permanent structures. These data suggest that overwhelming majority of urban households live in poor quality houses. So, in terms of both quantity (housing deficit) and quality, urban housing presents a major policy challenge for Bangladesh.

Future challenges providing affordable housing and infrastructure for people of all income classes as: Lack of wetland, open spaces, public parks, and land with tree cover causes environmental; Degradation, deprives people spaces for physical activities, and creates aesthetic discomfort; Making living comfortable by maintaining unique character of residential areas; Inefficient resource using buildings creates burden on the society; Reducing building density to manageable level; Protecting cities - buildings and infrastructure, from natural disasters such as floods and cyclones, climate change impacts and earthquakes pose increasing challenge for cities. The key challenge includes management of slums to make them part of dynamic urban economy. The strategies include upgrading slums, resettlements of slum dwellers, ensuring tenure security, enhancing access to infrastructure and all urban services, promoting income generating activities and providing social safety net coverage with special attention to generation of employment opportunities for the youth.

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## Chapter I

### Urban Demographic Issues and Challenges for a New Urban Agenda

1.0 Introduction: Bangladesh has been experiencing rapid increase in its urban population ever since its independence in 1971. **Urban population as a percentage of total population increased from around 8.2 % to nearly 28 % during 1974-2011 period (Table 1.1). It is estimated that by the year 2021 nearly one-third or 33% of the population of Bangladesh will be living in urban areas. The urban population recorded during the 2011 Census was nearly 42 million (BBS, 2014).** The tremendous challenge of absorbing such a massive number of people in urban areas and providing them with shelter, food, employment, healthcare, education, municipal services and recreation facilities is made more difficult given shortage of urban facilities and resources, skilled manpower and good governance. **The urbanization challenge, unless managed well, could pose a serious problem to the future growth prospects for Bangladesh.**

Bangladesh, having an area of only 147,750 sq km with acute problem of allocation of land to agriculture, industry, and human settlement, is experiencing a very high rate of urbanization.

Table 1.1: Growth of Urban Population in Bangladesh

|       | 1974     |        | 1981     |        | 1991      |        | 2001      |        | 2011      |        |
|-------|----------|--------|----------|--------|-----------|--------|-----------|--------|-----------|--------|
|       | Number   | %      | Number   | %      | Number    | %      | Number    | %      | Number    | %      |
| Urban | 6273603  | 8.21   | 13535963 | 15.05  | 20872204  | 18.73  | 28605200  | 23.10  | 41943532  | 28.00  |
| Rural | 70124397 | 91.79  | 76376037 | 84.95  | 90582981  | 81.27  | 101424549 | 76.90  | 107828832 | 72.00  |
| Total | 76398000 | 100.00 | 89912000 | 100.00 | 111455185 | 100.00 | 130029749 | 100.00 | 149772364 | 100.00 |

Source: Bangladesh Bureau of Statistics

One of the significant features of urbanization in Bangladesh is the predominance of a few metropolitan centers resulting in an uneven distribution of urban population in the country. A large proportion of the urban population is concentrated in Dhaka, Chittagong and Khulna Metropolitan areas. According to population census report of 2001, Dhaka Metropolitan Area had a total population of 10.712 million comprising 37.45% of total urban population. Next in the hierarchy, Chittagong SMA had 3.386 million or 11.84% of the total, followed by Khulna SMA with a total population of 1.341 million or 4.69% of total urban population. These three metropolitan areas account for about 54% of the total urban population of the country.

A major cause of urbanization in Bangladesh is that the agriculture sector is no longer able to absorb the surplus labor force entering the economy every year. Inability of the agriculture sector to provide sufficient employment or sufficiently high household incomes to cope with a growing number of dependents can encourage people to seek employment outside agriculture. In the case of Bangladesh the rural to urban migration has contributed to more than 40 percent of the change in urban population. The lure of employment opportunities existing in these cities is another reason for urban migration. [Perspective Plan of Bangladesh 2010-2021 (2012), General Economics Division, Planning Commission, Government of the People's Republic of Bangladesh, p 73, 74]

#### 1.1 Managing rapid urbanization

Despite the challenges, urban areas demonstrate immense economic potential to generate growth in the country and can be instrumental in enhancing prosperity and increasing per capita income. As income grows and the economy relies more and more on manufacturing and

organized services, urbanization will grow. **The challenge for public policy is to manage this natural transition of Bangladesh from an agrarian economy to a modern economy by means of appropriate institutions, programs and policies.** The Government is cognizant of this challenge. It also understands that this is a long-term challenge. The back-log of unmet demand and new demand for basic urban services like housing, sanitation, water supply and urban transport requires huge resources, sound planning, and strong implementation capacity. These require strategic planning and implementation over a long period. **Ambitious urban development programs during the perspective plan period will be adopted.** These programs will be based on the policies and strategies as set out below:

**Patterns and Process of Urbanization:** The primary focus will be on the approach to be followed in the process and the patterns of urbanization in Bangladesh so as to achieve a more balanced distribution of urban centres in terms of population size, employment opportunities, housing and essential infrastructure and services.

**Urban Governance:** Policies and strategies in this area focus on institutional reforms and decentralization of responsibilities and resources to local governments; participation of civil society including women in the design, implementation and monitoring of local priorities; building capacity of all actors (institutions, groups and individuals) to contribute fully to decision-making and urban development processes; and facilitating networking at all levels.

**Urban Economic Development:** This involves initiative to combine available skills to be suitably upgraded, resources and ideas to stimulate the local economy towards the goals of job creation, economic growth, poverty alleviation, as well as proactive measures to deal effectively with changes in the national and global economies that are likely to affect the local economy.

**Urban Environmental Management:** Policies and strategies in this area seek to promote cleaner environment, control pollution and protect public health from environmental hazards. Special emphasis will be given on preventive actions, that is, to develop preventive measures that can forestall future environmental degradation without imposing excessive financial burden on government. Emphasis will also be given on holistic and inter-disciplinary approach.

**Urban Housing:** Access to affordable urban housing is an increasing problem in the country as population pressure increases and prices of land and construction costs rise. The policy in this respect is to bring about improvement in the housing situation in terms of quality and quantity of housing units, housing tenure and housing accessibility.

**Urban Transportation:** Policies and strategies in this area focus on developing an integrated and balanced transportation system taking into consideration the needs of the road system, nonmotorized transport, public passenger transport and mass transit. Issues such as a city's balance in the locations of employment and housing, demand management and the roles for the public and private sectors will also be given due emphasis.

**Urban Land Management and Planning:** The objectives of the policy in this area are to promote sustainable land-use planning and innovative land management practices, with the objective of providing for the land requirements for urban development through integrated and environmentally sound physical planning and land use.

**Infrastructure and Services:** Basic infrastructure and services at the community level include the delivery of safe water, sanitation, waste management, social welfare, transport and communications facilities, energy, health and emergency services, schools, public safety, and the management of open spaces. Steps will be taken to provide adequate and affordable basic

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infrastructure and services so as to help safeguard the health, safety, welfare and improved living environment of urban dwellers.

**Urban Poverty;** Policies to deal with urban poverty focus on promoting equal access to and fair and equitable provision of services in urban areas. Emphasis will be given to urban policies and programs that ensure equal access to and maintenance of basic services, including those related to education, employment and livelihood; basic healthcare services; safe drinking water and sanitation; adequate shelter; and needs and rights of women and children who often bear the greatest burden of poverty.

**Long-term perspective:** Implementation of policies and strategies as set out in the perspective plan will help the country manage its on-going urbanization process in a better way and to make full use of our cities and towns as engines of development. Food security should address both rural and urban areas. Bangladesh achieved remarkable progress in agriculture at a time when the rate of urbanization was also quite high. What is important to realize is that supporting sustainable urbanization will have positive impacts on rural areas. Rural areas can gain through remittances from urban areas and supplying agricultural products to larger markets in urban areas. Treating urban and rural development as two legs of sustainable development will enhance our chances of meeting the millennium development goals. [Perspective Plan of Bangladesh 2010-2021 (2012), General Economics Division, Planning Commission, Government of the People's Republic of Bangladesh, p 75, 76]

## 1.2 Managing rural-urban linkages

The interaction between urban and rural areas is now widely recognized. Thus a large proportion of farming households depend on urban demand for part of their livelihood while higher rural incomes often come from urban demand for higher-value crops, and for goods produced in rural areas. Incomes of many rural households include remittances from urban-based family members, which may be important for investment in agricultural production as well as for rural consumption. Many rural residents work seasonally in urban areas to supplement their income and much of the rural population rely on local urban centres for access to governmental and various types of higher level services such as hospitals, colleges.

In many urban centres, on the other hand, rural demand for goods and services strengthens the urban economic base which is very important for local prosperity. The urban labour markets also depend largely on the supply of labour from rural areas and many rural commuters work seasonally in urban centres and thus help keep the urban enterprises running. Many poor and non-poor urban households also have rural components to their livelihoods. There are also examples of organic solid and liquid wastes, that originate from city-based consumers or industries, being used in rural areas for enhancing agricultural production.

Thus, there exists an economic, social and environmental interdependence between urban and rural areas. This implies that '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. It is, therefore, important that governments at the national and local levels recognize the impacts of their development actions on urban and rural areas and the positive role they can play in strengthening ties between the two areas. The correct development approach actually posits urban and rural areas as the two ends of the human settlements continuum. Sustainable urban development policies, therefore, should be supportive of rural development through investment in physical, economic and social infrastructures that are necessary for improving rural productivity and access to markets while policies for sustainable

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rural development should not deter rural-urban migration but rather endorse the view that rural areas need towns as “centres or engines of economic growth”. Thus, improving productivity in rural areas and promoting sustainable urbanization are in fact the two sides of the same coin, the two legs of sustainable development. There is, therefore, a need to promote urban-rural linkages through judicious policies.

One of the Strategies for Sustained Growth in the National Sustainable Development Strategy (NSDS) is to undertake preparation of a National Spatial Plan to create a more rational territorial organization of land uses and the linkages between them, to balance demands for development with the need to protect the environment and to achieve social and economic development objectives. The plan will appraise the existing spatial development patterns and recommend a more desirable spatial order for economic efficiency and global competitiveness; provide an appropriate framework for sustainable and optimal use of land and other natural resources; provide spatial development strategies that will address regional inequalities to enhance national cohesion and integration; address environmental and climate change concerns and promote a safe and healthy environment for improved quality of life; guide coordination of actions and investments over time and space as well as between private and public actions to ensure maximum positive impacts; and set priorities for resource use [National Sustainable Development Strategy 2010-21 (2013), General Economics Division, Planning Commission, Government of the People’s Republic of Bangladesh, p 52, 77].

### 1.3 Addressing urban youth needs

The youths are potentially the most productive force in Bangladesh. They constitute 36% of the total civilian labour force. Recognizing the fact that a disciplined and, organized, trained and educated youth community can make significant contribution to the development process, the government has taken up various programs for their socio- economic uplift. The Ministry of Youth and Sports and the Department of Youth Development are entrusted with the responsibility of providing unified direction and coordination to the youth development process.

The main objective of the youth development program is to organize and mobilize the youth community for enabling them to participate effectively in national development. Some of the specific objectives are as follows: increase the participation of females in youth development, alleviate poverty through increased self-employment opportunities among the youth community, equip the youths with working skill and suitable training in technical, vocational and professional fields and organize youth groups and motivate them to assist in community development through voluntary youth organizations.

A plentiful supply of young, healthy and educated workers unburdened by both young and old dependants, can provide a boost to economic growth, providing the enabling social and economic conditions also exist. The period during which the proportion of the population in the labour force ages is increasing, provides a one-time “demographic window of opportunity”, or “demographic dividend” for investing heavily in human resource development.

Bangladesh began to enter the “window of opportunity” period from 1991 onwards as the dependency ratio declined. By 2011 the dependency ratio had reached its lowest level in 100 years. The demographic dividend is not automatic; it is achieved only if the correct human resources policies are pursued. The dividend appears as an addition to the growth that could be expected by capital investment in infrastructure, improved technology, manufacturing plant, or by trade policy, market liberalization, etc. Dividend theory focusses specifically on human resource development. The demographic bonus is more likely to be achieved if in addition to

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being in plentiful supply, young people are skilled, educated, healthy and productive. Consequently, dividend theory stresses the need to invest more in schooling and technical training to enhance work skills. At the same time, these investments should be easier for governments to make given that the dependent population is at its lowest relative to the working age population. In Bangladesh this implies much greater efforts to ensure that young people complete a full course of secondary education, and if possible to go beyond secondary school to technical and vocational training.

In order to take advantage of the “Demographic Dividend” the main strategy during the Sixth Plan was to strengthen the system of technical and vocational education and training (TVET). The Government expressed its commitment to improving the TVET system through the implementation of the National Education policy-2010 and the National Skills Development Policy-2011. These policies envisaged the expansion, diversification, extension and development of technical and vocational education programmes for the elevating of socio-economic condition of the people of the country. It emphasized greater importance in imparting TVET and brings more secondary school enrolment into the fold of technical and vocational education & training. Under the National Skills Development Policy, National Technical and Vocational Qualifications Framework (NTVQF) has been designed to improve the quality and consistency of nationally recognized qualifications. It will also provide a new benchmark for the international recognition of the skills and knowledge of Bangladeshi workers. The Skills and Training Enhancement Project (STEP) has been implemented to improve the quality of training and employability of trainees. The NSDP lays out the strategic plan to improve VTE. The following actions are also being undertaken.

- A draft national strategy for promotion of gender equality in technical and vocational education and training (TVET) 2012 has been developed;
- Introduction of technical and vocational courses in secondary, higher secondary and madrasa levels;
- Introduction of double shift in the existing technical school and colleges and polytechnic institutes;
- Undertaken a project to establish 100 Technical School (TS) at Upazila level;
- A project named “Bangladesh - Skills for Employment and Productivity (B-SEP)”;
- Recognition of Prior Learning (RPL);
- Improved access for underrepresented groups;
- Industry Training & Workforce Development;

Some 21 Polytechnic Institutes are being established in 21 districts, along with 389 technical school and colleges at the upazila level. 100 technical schools are being established through a project for imparting appropriate and rural based technologies/trades in SSC Vocational courses at the upazila level. This will foster entrepreneurship attitudes and generate self-employment (having acquired appropriate and localbased skill) among the rural masses. This will also keep migration to urban areas in check.

#### **1.4 Responding to the needs of the aged**

The share of elderly population is growing in Bangladesh. In 2010, 6.8 percent of the population was aged over 60 years and Bangladesh will reach the 10 percent threshold – when countries are considered as ageing – in around 2026. By 2050, the over-60s age group will comprise a massive 23 percent of the population. Furthermore, the over-50s age group will comprise 32 percent of the electorate by 2030 and 46 percent by 2050.

It is evident that traditional systems of support for older people are breaking down. Furthermore, many of the elderly citizens are taking on additional responsibilities, such as caring

for the children of migrants. The presence of an elderly person in a household is a good predictor of poverty. Elderly women are at greater risk of poverty than men, with a poverty rate that is 15 percent higher. Furthermore, while many working families make every effort to support their elderly relatives, this means that they have to divert resources from their children. This is a particular challenge for poor families.

One means of judging a society is the quality of care that it provides to its elderly citizens. Bangladesh recognises in its Constitution the right of the elderly to social security and, for the nation of Bangladesh, it is imperative that all citizens have the guarantee of avoiding destitution during their final years. The Government would like to emphasize that the dignity of the elderly citizens is an absolute priority for the nation.

In recognition of this, a National Policy on Elderly People has been passed. An Old Age Allowance programme was introduced in 1998. There are around 2.5 million recipients of this scheme although around a third of the recipients are under the age of eligibility, which means many deserving elderly citizens miss out. The Government also provides allowances for former Freedom Fighters while many recipients of the Widows' Allowance are elderly. In addition, the Government provides old age pensions to around 400,000 retired government servants.

The National Social Security Strategy of Bangladesh (2015) proposed to develop a comprehensive pension system so as to provide a state-guaranteed minimum income for senior citizens belonging to the poor and vulnerable group, while building a contributory pension system for those working age families who want to provide for themselves a higher level of pension income in old age. A contributory pension system will also build significant funds that can be used for investment in enterprises and to support national development. [National Social Security Strategy of Bangladesh (2015), General Economics Division, Planning Commission, Government of the People's Republic of Bangladesh, p54]

### **1.5 Integrating gender in urban development**

Bangladesh has been cognizant of the importance of addressing differential needs of women and the existence of gender based discrimination since its independence, and commitments have been enshrined in the national Constitution. The country has therefore taken measures to in promote gender equality (GE) and women's empowerment in a progressive manner over time.

Bangladesh is a signatory to many international conventions and agreements for women's and girls' rights and development. The Country ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) in 1984, endorsed the Beijing Platform for Action (BPFA) in 1995 and Bangladesh committed itself to the goals and targets of the Millennium Development Goals (MDGs)<sup>1</sup>. The Government has regularly reviewed progress and reported on the attainment of the MDGs and other international commitments.

The national development plans of the country have been consistent with the international commitments. The Government's approach towards gender equality has evolved over time since the Fourth Five Year Plan from welfare approach to a women's rights and efficiency base approach mainstreaming gender and women's empowerment in the overall development process.

Significant progress has been achieved in most dimensions of gender equality during the Sixth Plan. Bangladesh continues to perform especially well in gender parity in education. Having eliminated the gender disparity in primary and secondary education, solid progress has been made in reducing the large gap between male and female students at the tertiary level. Bangladesh has also advanced well in providing the regulatory framework for protection of women's rights and privileges. The most important step has been to ratify the National

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Women Development Policy (NWDP) in 2011. Its vision is to “create a society where men and women will have equal opportunities and will enjoy all fundamental rights on an equal basis”. A list of 20 goals was formulated in order to empower women in all aspect of life: socially, legally, economically and politically. Political empowerment has been boosted through increased membership in the national parliament. In recognition of this progress, Bangladesh was ranked 10 th out of 136 countries for women political empowerment according to the Gender Gap Report (GGR) of the World Economic Forum, 2014.

In the area of economic empowerment progress is ongoing in expanding labour force participation of women. With progress in education, more and more women are entering the labour force, although there is still a long way to go. Notwithstanding strong progress on the gender agenda, there are few unfinished agenda which need most attention concerning economic empowerment. The GGR shows that the Bangladesh ranking is low on this count owing to a number of factors including: continued low female labour force participation, wage discrimination against women, inadequate representation of women in senior civil service positions and inadequate female managerial jobs in the private sector. In social empowerment, laws are adequate but implementation is weak. Stronger implementation of CEDAW and other gender related laws to prevent social violence and eliminate all discriminations against female in social and economic spheres remains a major challenge. These issues have been addressed in the Seventh Plan.

#### **1.6 Challenges experienced and lessons learnt in these areas**

Rapid urbanization has been posing serious challenges for sustainable urban development. Urban areas are now afflicted with innumerable problems ranging from lack of provision of services to deteriorating environmental conditions. Although majority of the urban centers face such challenges, severity of the problems vary depending on the size of the centers.

With rapid urbanization during the last few decades, poverty has increasingly been urbanized by way of transfer of the rural poor to urban areas. But manifestation of urban poverty is often more appalling than that of rural poverty. Urban poverty is invariably associated with poor quality housing. Most of the urban poor live in slums and squatter settlements characterized by substandard living conditions. Slums and squatter settlements are found in all major cities in Bangladesh although their concentrations may vary depending on the size of cities. The largest concentrations are found in Dhaka followed by Chittagong, Khulna and Rajshahi. Secondary cities or district towns also have significant concentrations of slums and squatter settlements. [Perspective Plan of Bangladesh 2010-2021 (2012), General Economics Division, Planning Commission, Government of the People’s Republic of Bangladesh, p 74]

#### **1.7 Future challenges and issues in these areas**

Currently estimated at 40 million people, it is projected that by the year 2021 nearly one-third or 33% of the population of Bangladesh will be living in urban areas. One of the significant features of urbanization in Bangladesh is the predominance of a few metropolitan centers resulting in an uneven distribution of urban population in the country. A large proportion of the urban population is concentrated in Dhaka, Chittagong and Khulna Metropolitan areas. These three metropolitan areas account for about 54% of the total urban population of the country. Dhaka is expected to become a megacity by 2015.

The tremendous challenge of absorbing such a massive number of people in urban areas and providing them with food, shelter, employment, healthcare, education, municipal services and recreation facilities is made more difficult given shortage of existing urban facilities and

resources, scarcity of skilled manpower and good governance. The urbanization challenge unless managed well could become a binding constraint choking off future growth acceleration envisaged in the Perspective Plan. The Government is cognizant of this challenge and is well aware of the fact that the back-log of unmet demand and new demand for basic urban services require huge resources, sound planning, and strong implementation capacity. Ambitious urban development programs, therefore, will be taken up during the perspective plan period based on the policies and strategies that will cover spatial, economic, social, cultural, aesthetic and environmental aspects of urban life. It is expected that implementation of these programs will be instrumental in achieving an urban reality that can enhance capacity to live a healthy life; ensure access to education, shelter, and basic services, and lead to a secure and livable environment at home and at the workplace. [Perspective Plan of Bangladesh 2010-2021 (2012), General Economics Division, Planning Commission, Government of the People's Republic of Bangladesh, p 7]

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## Chapter II

### Land and Urban Planning: Issues and Challenges for a New Urban Agenda

The system of urban planning and land management for development in metropolitan cities and other towns in Bangladesh still lacks integration and coordination. However, initiatives and efforts to address the issues and problems of urbanization have been strengthened in recent years. The important measures include the preparation of Master Plans for all cities and municipalities in the country and gradual reform of the urban local government institutions. Major programs are initiated in this respect under the two National Ministries, the Ministry of Housing and Public Works and the Ministry of Local Government, Rural Development and Cooperatives.

#### 2.1 Ensuring sustainable urban planning and design (540)

An inclusive approach to overcome the weaknesses in the process of urban management in terms of physical planning and legal enforcement is being initiated to achieve better outcome in planned development. Since 2013, projects are being launched to integrate urban and rural areas through physical plans at Upazila level, the most important local government unit to bring the whole of Bangladesh under an integrated physical planning network. Over time, all the Upazilas of the country will be planned to achieve the national goal in spatial planning to save agricultural land and ensure greater food security.

Urban Management, as defined by the Urban Management Programme funded by UNDP/The World Bank/UNCHS (Habitat) is: The management of sustainable urban development to meet national objectives of economic growth and improved equity requires:

- properly designed and implemented policies that maximize the effective roles that the public and private sectors may play in planning, investment, finance, construction, operations, maintenance and rehabilitation of urban service;
- this approach requires policies and strategies that promote improved operations of the markets for key resources and services

In this framework, appropriate allocation of responsibilities and authority between the public and private sectors, as well as among different levels of government, are critical considerations. Policy formulation comprises the establishment of appropriate conditions, including prices, regulations, and targets to guide both public and private actions in the urban environment. For simplicity, the required urban management functions may be grouped under the following headings:

- **Governance:** comprising the basic relations between national and local governments with regard to allocation of responsibilities and resources as well as the internal structure of management responsibilities;
  - **Development of policy and investment coordination:** comprising short, medium and long term general strategies for city development and planning within defined budgets across and within investment sectors, with agreed responsibilities for public and private sector actors;
  - **Management of assets and services:** comprising the implementation, operation and maintenance of the city's physical and social services, their pricing for collection of charges and revenues on these services; and their assigned responsibility to public and private sector agencies.
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- **Collective functions:** comprising assessment and collection of taxes and general revenues, the provision of regulator frameworks for public services and private activities such as transport, communications, land development and building, business licensing etc.

In preparing the Dhaka Metropolitan Development Plan (DMDP), changes in development management are being promoted, developed and implemented mostly by the external support agencies. These changes reflect a shift in emphasis away from a conventional project sector specific approach to the management of a complex, and at times politically sensitive and time consuming, process. The process that is currently being advocated demands for an integrated approach to planning that attracts investment for construction, operations, maintenance and rehabilitation. The management of sustainable urban development programmes needs to be established within and across sectors and for appropriate linkages to be established between all stakeholders including community groups, community-based organization (CBOs) and NGOs. The DMDP Structure Plan in its preparatory and implementation stages aimed to provide a coordinated and consistent framework to bring planning issues to the attention of the Government, public and private sector agencies, vested interest groups and the public at large.

[Maqsd Hashem, Haque, Q. M. F, Institutional Aspect of Structure Plan Process in Bangladesh (2005), Souvenir: World Habitat Day, Centre for Urban Studies and Bangladesh Institute of Planners, Dhaka, p 63, 64]

## 2.2 Improving urban land management, including addressing urban sprawl (540)

For ensuring an efficient land management system, it is important to integrate all ownership information to share among various government agencies. It is not possible to change the current administrative structure overnight to address all issues and problems related to land administration. An Information Technology (IT) based system can be effective in this respect.

A digitized integrated system can store land records collected from government and other sources to provide a variety of services including the real estate registration system. The Department of Land Records and Surveys (DLRS) should play the lead role in administering integrated land management system and the related agencies, such as the AC (Land) Office, the Settlement Office and Sub-Registrar can update their databases by linking the generated data in real time and thereby handle all land-related tasks including taxes, documentation and statistical information including *khatian*. Some pilot projects are now underway and it is expected that digitized integrated land management system would be completed during the Seventh Five Year Plan period.

A well-developed land information system (LIS) can facilitate quick capturing, retrieval and querying of different cartographic information. Land administration and management, land use control, provision of utility and other services can be pursued by computerized LIS. Use of LIS for recording and maintaining the original volume of land records could minimize the chances of tampering the records.

Land governance encompasses statutory, customary and religious institutions covering both policy and legal framework for land as well as traditional and informal practices that enjoy social legitimacy. Weak land governance leads to many tenure-related problems in Bangladesh. Improving land tenure arrangements often means improving land governance. An understanding of land issues from a governance and political economy perspective can be derived through: (i) legal and institutional framework related to tenure and markets; (ii) land use planning, management and taxation; (iii) management of public land; (iv) public provision of private land,

and (v) dispute resolution and conflict management. It is necessary to take proper actions on various issues during Seventh Five Year Plan period, such as Revision of National Land Use Policy harmonizing other cross-sectoral policies; digitization of land record system and gradual development of Land Information System; land zoning and creating special economic zones; preparation of *khash* land inventory; alternative dispute resolution mechanism involving NGOs, CSOs etc.

[Improving land administration and management, Background paper for the 7th Five Year Plan (2014), General Economics Division, Planning Commission, Government of the People's Republic of Bangladesh, p 7,8]

Over 90% of the housing supply comes from private sources. Public sector agencies fail to supply adequate serviced plots to common people at affordable price. During the sixties, Urban Development Directorate designed the first planned housing in Rajshahi which was developed by the then Housing and Settlement Directorate. Later, RDA developed three more housing estates based on site and services approach.

[Rajshahi Metropolitan Development Plan (2004), working paper on Housing, Rajshahi Development Authority, Rajshahi, p 1, 2]

In this situation, Rajshahi Metropolitan Development Plan (RMDP 2004) proposed participatory detailed area development plan for potential residential areas to avoid sprawl. The plan encouraged participation of the local land owners as development partners with support from other stakeholders including local service agencies. The types of plan considered are: Land Readjustment (LR), Guided Land Development (GLD), Infrastructure Led Development Plan (ILDP) and Area Improvement Plan (AIP) in urban fringe areas. Initially, the Structure Plan provided an indicative alignment of major infrastructures. For any new building permission in these areas, spaces allocated for infrastructures were reserved for future development in the land use clearances. The project engaged a Community Based Organization for negotiating among the local people, Local Government Bodies and other utility providing agencies for an allocation of investment project in the area.

[Rajshahi Metropolitan Development Plan (2004), Structure Plan and Master Plan, Rajshahi Development Authority, Rajshahi, p 132, 133, 134, 135, 137, 146]

### **2.3 Enhancing urban and peri-urban food production (540)**

Urban and peri-urban forestry is defined as the planned, integrated and systematic management of trees in urban and peri-urban areas. Urban greening refers to any vegetation effort to improve the environmental quality, economic opportunity or aesthetic value associated with a city's landscape that also include wetlands and farm lands. Most of the green areas in the urban centres of the country are managed by the local authorities except private gardens. Currently, nursery, agricultural land and fruit and other trees within the home premises are on the increase.

For the sake of food production, there is a need to conserve high-yielding agricultural lands against severely competing non-farm land use demand. Dhaka Structure Plan (2016-2035) formulated a policy to "take necessary actions to protect prime agricultural lands". Preservation of agricultural lands surrounding Dhaka City will ensure a reliable supply of fresh and healthy foods to the city, minimizing transport cost by reducing food miles (the distance that food must be transported) and even providing bio-energy resources like properly managed forest areas.

Agricultural lands will provide important environmental benefits, for example, recharging of groundwater, as the level of groundwater of Dhaka City area is depleting gradually. Similar approach is adopted in the master planning processes of cities and municipalities in the country.

In the past, beyond the boundary of city centre of Dhaka, the vast stretches of green and open spaces were mostly owned by private owners. As the city went through a stage of rapid urban expansion, most of the green areas were gradually transformed into urban habitats. A long term planning through ensuing Structure Plan and Detailed Area Plan can keep the city green creating parks and road side plantations under the city beautification programme.

The surrounding areas of Dhaka City are mostly green as these areas are still in transition from rural to urban. A large tract of Bahwal National Park in Gazipur is being used by the citizens as a natural park for recreational purposes. In western Region, about 1177.76 ha land area belongs to the public facilities, like Jahangirnagar University, Savar Dairy Farm, Public Administration Training Centre, BRAC Training Centre, Bangladesh Atomic Energy Commission and Livestock Research Institute. All these institutions have vast green areas contributing to the development of urban and peri-urban forestry of Dhaka. In the Northern Region, the entire area of Gazipur City Corporation with 780.31 ha land area contains many public facilities, like Bangladesh Agricultural Research Institute, Central Extension Resources Development Institute, Seed Certification Agency, Dhaka University of Engineering and Technology, Bangabandhu Sheikh Mujibur Rahman Agriculture University, National University, Islamic University of Technology and Bangladesh open University which extend the boundary of urban and peri-urban forestry of Dhaka.

[Draft Dhaka Structure Plan 2016-2035,( 2015), RAJUK, Dhaka, p 224, 228]]

In the face of rapid urbanization in cities and towns of the country, the on-going strategic actions of the government include: undertaking study on improving urban climate through greening of built environment and promoting urban agriculture; delineating important agricultural lands within Structure Plan and Detailed Area plan of cities and municipalities; compensatory measures for the landowners of designated prime agricultural lands and designated Flood Flow areas. It is necessary to preserve and re-create urban forestry through protection and preservation of vegetation and wetlands in and around the cities and towns.

## **2.4 Addressing urban mobility challenges (540)**

The quality of urban life and economic activities in urban areas largely depends on the provision of infrastructure and basic services. Efficient delivery of essential services, such as water supply, sanitation, health, education, transportation, power, and telecommunication are critical for reducing poverty and improving welfare. Investments in improving the delivery of services can make significant contribution towards raising productivity and accelerating the pace of economic growth. The quality of infrastructure and service provision in a city has also become increasingly important in attracting new investments.

A number of measures have been undertaken to improve on multimodal and integrated urban transport system in Dhaka city, of those some projects have been completed. These include flyover/overpasses that have been completed on the airport road that help avoiding two railway level crossings and connecting Mirpur and the Bashundhara and the Purbachal new town. Besides, a major flyover connecting Gulistan with Jatrabari has been completed under PPP

easing up entry and exit to the city from Narayanganj area. There is also a PPP contract for building the Dhaka Expressway connecting Uttara and Kamalapur. As part of the multi modal transport system, commuter DEMU (Diesel Electric Multiple Unit) train service has been introduced. A metro rail project has been taken up with support from JICA. Another addition has been the new east-west connecting roads as part of the Hatirjheel project.

While some new infrastructure addition has been made, Dhaka still continues to face increasing traffic congestions. The key challenge in urban transport sector is the development of an integrated and balanced system in which all modes can perform efficiently. Strategy for urban transport revolves around giving priority to pedestrian traffic and mass transit (such as Light Rail Transit, Metro, Bus Rapid Transit, and Circular Waterways).

[National Sustainable Development Strategy 2010-21 (2013), General Economics Division, Planning Commission, Government of the People's Republic of Bangladesh, p 19]

The Government is following effective strategies for implementing a large list of transport projects, particularly in capital city. The government has made available large amount of budgetary resources for implementing important urban transport projects, which requires corresponding capacity building of the implementing agencies for faster completion of projects. Instead of spreading resources thinly on too many projects, the government is currently focusing on the priority projects that will make major impacts on the economy. To reduce the traffic congestion in Dhaka city, a laudable step has been taken to construct Dhaka Elevated Expressway from Hazrat Shahjalal International Airport to Kutubkhali of Dhaka-Chittagong Highway on PPP basis. At the same time, slow moving and problematic projects need to be identified and completed, avoiding time and cost over-run (The Mid-Term Implementation Review of the Sixth Five Year Plan, 2014).

The improvement of mobility in other cities and towns are progressing with the implementation of respective master plans. The master plans of some cities and most of the municipalities are being prepared in recent years. It is expected that urban communities across the country will benefit from planned development.

## **2.5 Improving technical capacity to plan and manage cities (540)**

Bangladesh is one of the most climate vulnerable countries in the world and will become even more so as a result of climate change impacts. Floods, tropical cyclones, earthquake, storm surges and droughts are likely to become more frequent and severe in the coming years. These changes will threaten the significant achievements of Bangladesh made over the last two decades in increasing incomes and reducing poverty. Bangladesh has received global recognition for its disaster risk reduction, preparedness and emergency management skills and efforts which had helped the country to maintain declining trends in terms of human casualties and economic loss. During the last two decades, the country has invested a significant amount of resources from its own and its development partners in creating the foundation for achieving the vision of the Government of Bangladesh in Disaster Management. The vision of the government is to reduce the risk of people, especially the poor and the disadvantaged, from the effects of natural, environmental and human induced hazards, to a manageable and acceptable humanitarian level, and to have in place an efficient emergency response system capable of handling large scale disasters.

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Realizing the necessity for a paradigm shift in disaster management from its conventional response and relief management approach to a more comprehensive risk reduction culture, the Government of Bangladesh along with its development partners designed and implemented the Comprehensive Disaster Management Programme (CDMP) Phase-I during 2003-2009. The goal of CDMP-I was to strengthen the capacity of the Bangladesh disaster management system to reduce unacceptable risks and improve response and recovery activities. CDMP-I followed a all hazard, all risk and all sector approach and the elements of CDMP-I were implemented through strategic, technical and implementation partnership arrangements with different 100 entities or organisations.

CDMP-II (2010-2014) is a vertical and horizontal expansion of its Phase-I activities designed and based on the achievements, lessons learned and the strong foundation laid during CDMP-I by continuing the processes initiated, deriving actions from the lessons learned, utilizing knowledge resources generated and knowledge products published. The approach of CDMP-II is to channel support through government and development partners, civil society and NGOs into a people-oriented disaster management and risk reduction partnership. This partnership promotes cooperation and allocates resources to disaster management, risk reduction and climate change adaptation activities in Bangladesh.

Considering the conceptual framework of CDMP-II, a pilot project is undertaken jointly by CDMP-II and Urban Development Directorate (UDD) on preparing a module for mainstreaming disaster risk prevention measures at municipal level into comprehensive Land Use development planning and management for Mymensingh Strategic Development Planning (MSDP) Area for twenty years (2011-2031). The aim of this collaboration is to prepare an integrated development plan covering Structure Plan, Urban/Rural Area Plan and Action Area Plans, and subsequent training module including disaster (both natural and man-made) risk reduction measures into comprehensive land use planning and management.

[Mymensingh Strategic Development Plan (MSDP) Project, 2011-2031]

The government has recently initiated projects to address the issues of climate change resilience in coastal towns of Bangladesh. One such project is currently being implemented under Coastal Towns Environmental Improvement Project (CTEIP) under the Ministry of Local Government, Rural Development and Cooperatives (MLGRD&C). The projects for Upazila-wise Structure Plan and Action Area Plan by Urban Development Directorate are also addressing the disaster risk reduction issues.

## **2.6 Challenges experienced and lessons learnt in these areas (8-12) (730)**

Urban areas particularly the big cities including Dhaka have serious problems with respect to solid waste management, growth of slum areas, supply of clean water, sanitation facilities, living conditions, drainage system and untreated industrial waste disposal. Most of these factors affect the urban poor in terms of general hardship, ill-health and even death. The women and children are the worst victims. Such appalling conditions also adversely affect labour productivity due to disease and morbidity and thus increases vulnerability of the poor.

Reduction of environmental problems related to urbanization must address improvement in the existing solid waste disposal system in all towns and cities, living conditions of the slums, and drainage congestions. The regulatory framework must be strengthened and implemented strictly with provisions for proper and adequate incentives to entrepreneurs to ensure that all

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industrial wastes are properly treated before disposal. With respect to waste disposal public/private collaboration is essential and the Government needs to introduce sanitary landfill for disposal of all solid waste and/or arrange for using the waste to produce energy. The disposal of hazardous and medical wastes in urban areas is a major cause of concern for urban life including that of the poor who are engaged in scavenging activities.

Another serious problem in the urban areas is improper land development, whereby low lying lands, canals, and ponds are filled up for constructing buildings. Reduction in water retention areas is causing water logging and drainage problems. Construction of roads without appropriate environmental mitigation measures is adding to these problems. Flood protection activities around urban areas without environmental mitigation measures are also responsible for water logging.

Slums have grown in large cities, especially Dhaka to provide accommodation to very poor migrants. Slums grow in areas with extreme adverse environment with little access to utilities. Slum dwellers are victims of adverse environment.

As urbanization proceeds with development, efforts will be made to enable cities to generate growth and employment. At the same time, cities should be able to provide comfortable and healthy living for residents. One can begin with the idea of ‘compact township’/rural township which is a self-governing and self-financing agglomeration of houses, hospitals, schools, playing fields, water reservoir, markets and rural industries within local government units that provide all basic services to the residents. Growth of these types of townships will need to be encouraged in growth centres at Upazila and Union levels avoiding present trend of housing with low densities scattered in various locations. The Urban Development Directorate (UDD) has successfully completed a project on the Preparation of Structure Plan and Action Area Plan for Madaripur and Rajoir Upazilas, Madaripur District in 2016. Currently, another project is underway by UDD for 14 more Upazilas.

Policies and strategies of the government in future will seek to promote cleaner environment, control pollution, protect public health from environmental hazards and reduce disaster risks with emphasis on preventive measures and holistic and inter-disciplinary approach. The urban planning projects in recent years backed by various national policies and urban local government Acts have created a favourable environment for future progress in planned and sustainable development.

[National Sustainable Development Strategy 2010-21 (2013), General Economics Division, Planning Commission, Government of the People’s Republic of Bangladesh, p 33, 34, ]

## **2.7 Future challenges and issues in these areas that could be addressed by a New Urban Agenda (8-12) (730)**

In the face of growing urbanization, Bangladesh needs to strengthen its efforts in urbanization management in the future. It may face a number of challenges in the areas of urban planning and design, environmental problems and disaster risks, housing and land market, urban infrastructure, urban poverty, growth management, capacity building for urban resilient development, policy and regulatory measures and financing for urban local governments.

There is a need to introduce a new process and style in urban planning and development management at strategic, area and community level to guide new land development and major infrastructure and services provision. This is also required to promote policies to increase efficiency and equity in the urban system and to guide and facilitate action by the private formal

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and informal sectors, Non Government Organizations (NGOs), Community Based Organizations (CBOs) and communities themselves. The urban design should be more realistic and futuristic considering disaster risks, socio-economic interests and environmental benefits.

The environmental problems of urban areas have direct and immediate implications for human health and safety, especially for the poor, and for businesses and productivity. Urban environmental problems are of central concern for policy makers since adverse environmental conditions resulting from inadequate waste management, poor drainage, air pollution, lack of access to safe water and sanitation, exposure to excessive noise level, traffic congestion and inadequate health services exact a heavy toll on the quality of life. Since environmental problems are numerous and cross sectoral, but resources are limited, there is a clear need to establish priority. The increasing threats from climate change and disaster risks should be dealt through resilient planning and design.

One of the major problems that the urban residents are facing is the lack of access to serviced land which is posing an obstacle to their meaningful participation in the urban economy. The urban land market which directly affects the urban environment and quality of urban life suffers from many distortions due to lack of proper land development and management policies, including lack of planning and slow provision of infrastructure and services leading to unplanned or ribbon development of land in the urban periphery. Inadequate supply of serviced land in the market leads to land speculation which often prices the poor out of the formal housing and land markets into the informal land markets which are characterized by slums and squatter settlements.

[Perspective Plan of Bangladesh 2010-2021 (2012), General Economics Division, Planning Commission, Government of the People's Republic of Bangladesh. p 74]

Urban infrastructure deficit is becoming critical for major cities and even in secondary cities. The World Bank's Infrastructure Sector Policy Review has drawn concerns about the performance of infrastructure operations in Bangladesh over the last few years. Institutional weaknesses, both for implementing projects and protecting environment are identified as the major cause of failure of the projects to meet the objectives. The policy review proposes for a new approach to infrastructure development that focuses on sustainable delivery of services in response to effective demand, shifting from the traditional emphasis of conventional planning to encompass a multiplicity of potential suppliers and focus on policies which impact institutional interactions and incentives.

The World Bank's approach implies that country's economic and sectoral work should analyze the system for delivering infrastructure services to specified markets, for example, by geographic area or by user groups, depending on the particular country priorities. The World Bank's shift in urban policy suggests that urban growth management is urgently needed in the face of unplanned development and weak institutional and regulatory framework. The World Bank review observes that 'past urban operations tended to focus on neighbourhood specific interventions, housing finance and municipal development'. Assessments of this assistance conclude that citywide impacts have been rare and the pace of urban growth has exceeded the

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scale of the urban programme. External assistance has not addressed the major constraints in urban economy and policy reform. The Bank advocates that ‘identification of the policy interventions needed to make the institutional arrangements work in responding to demand - including appropriate legal, regulatory, fiscal and financial sector policy’.

[Maqsd Hashem, Haque, Q. M. F, Institutional Aspect of Structure Plan Process in Bangladesh (2005), Souvenir: World Habitat Day, Centre for Urban Studies and Bangladesh Institute of Planners, Dhaka, p 62, 63]

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## **Chapter III**

### **Environment and Urbanization: Issues and Challenges for a New Urban Agenda**

#### **3.0 Introduction:**

Since rapid urbanization is inevitable with the economic development of the country, sustainable development of the country depends intricately on sustainable urban development. Five key issues for sustainable development of urban areas have been addressed in this section. These are housing, water supply and sanitation, pollution management, transport and disaster risk reduction.

Bangladesh is experiencing a fast pace of urbanization. In last 50 years (1961-2011), the total population of the country has increased from 55 million to 150 million (about 273%), whereas urban population has increased from 2.6 million to 43.43 million, thus showing a growth of 1600% (BBS, 2011). Thus demand for housing has become a crucial challenge for urban areas. Though a large share of urban population do not have access to affordable housing. Moreover, unplanned land development project for housing has become threat on environment.

Another major issue of concern is the gradual increase of number of people living in substandard housing, deprived of basic facilities and amenities. According to the Census of Slum Areas and Floating Population 2014, a total of 13,938 slums have been counted covering all city corporations, municipalities, Upazila headquarters and all other urban areas. This number has been increased from 2,991 slums recorded in the Census of Slum Areas and Floating Population 1997. It needs to be noted that in 2014, Dhaka division contains 6,489 slums (46.5%) while Chittagong division contains 3,305 slums (24%). Thus it is a key challenge to upgrade the physical and socio-economic condition of the slum dwellers and to incorporate them as part of dynamic urban economy. The strategies include upgrading slums, resettlements of slum dwellers, ensuring tenure security, enhancing access to infrastructure and all urban services, promoting income generating activities.

For water supply and sanitation, the challenge is to reduce pressure on current source of water supply which is ground water and providing sanitation facilities. It is especially important to shift from ground water to surface water as a source of water supply According to a study by the Institute of Water Modelling (IWM) in Dhaka in 2009, groundwater in the city is going down three metres every year. Saving waterbodies from pollution, control of sources of air pollution and managing solid waste are the key challenges for pollution management in urban areas of Bangladesh. Enforcement of environmental rules and regulation, industrial zoning and water quality monitoring forms the core of the water pollution management strategy. Improved mass transport system is the strategy to reduce both traffic congestion and air pollution. Strategy for urban transport demands prioritization to pedestrian traffic and mass transit (such as Light Rail Transit, Metro, Bus Rapid Transit, and Circular Waterways).

Dense population with rapid urbanization, industrialization and absence of disaster resiliency in land use planning have created major environmental problems which contribute to increasing disaster risks such as flood and water logging. Urban Community Risk Assessment (UCRA) will be conducted to assess the risks from disasters and effects of climate change on cities. Urban Risk Reduction Action Plans (URRAP) will be developed in all cities and small to medium scale risk reduction interventions will be designed for incorporation in the cities' development plans and budgets. Vulnerability will be reduced through awareness raising, safety compliance and provision of incentives for risk reduction behavior and investments by urban dwellers who are able to undertake construction to comply with the building standards. [National Sustainable Development Strategy 2010-21 (2013)]. One of the three primary themes of the Seventh five Year Plan (2016-2020) is "A sustainable development pathway that is resilient to disaster and climate change; entails sustainable use of natural resources; and successfully manages the inevitable urbanization transition" (Seventh five Year Plan (2016-2020)).

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### 3.1 Addressing climate change

As one of the most climate vulnerable countries in the world, the Government of Bangladesh recognizes climate change as both a serious environmental and development issue. Bangladesh Climate Change Strategy and Action Plan (BCCSAP) has been formulated with primary focus on adaptation and low carbon development. Bangladesh also set up its own Climate Change Trust Fund supported through domestic resources. National Sustainable Development Strategy (NSDS) has been prepared to meet the formidable environmental challenges with the support of United Nations Environment Programme (UNEP) (Seventh Five Year Plan, (2016- 2020)). In the Sixth Plan, the Government developed and implemented various policy and strategy instruments to address the impacts of climate change. National Environment Council headed by the Hon'ble Prime Minister has been activated. Environment committees at Division, District and Upazila levels have been activated. 'Polluters Pay Principle' has been adopted in order to ensure compliance of environment legislation. Environmental Impact Assessment (EIA) has been made mandatory for Red Category projects to address adverse impact. A pro-poor Climate Change Management strategy has been adopted which prioritizes adaptation and disaster risk reduction and also addresses technology transfer and mobilization and international provision of adequate finance

Similar to Sixth Plan, climate change management under the Seventh Plan will also address both adaptation and mitigation. The main objectives relating to climate change, environment and disaster management under the 7th FYP are attaching importance to good governance for environmental sustainability, addressing environmental health, sustainable and efficient cities, preservation of agricultural land and to ensure production growth for food security, conservation of waterbodies and maintain quality of air and water, and to achieve tree cover over 20% of the land surface and ecologically healthy native forests are restored and protected in all public forest lands. (Seventh Five Year Plan, (2016-2020)]. Perspective Plan of Bangladesh (2010-2021) [p 95, 96, 97] has listed major approaches regarding environmental, climate change and disaster risk reduction strategies. Bangladesh urges, in association with the international community, that global warming be kept at 1.5°C - and in any case not to exceed 2°C to be incorporated in a binding agreement.

### 3.2 Disaster risk reduction

It is the policy of the Republic of Bangladesh, that the state shall provide the basic necessities of life, including food, clothing, shelter, education and medical care (Constitution of Bangladesh, Art. 15). Within this framework, sustainable urbanization is a recognized national goal (Bangladesh Perspective Plan 2010-2021). However, conventional land use planning does not include natural hazards as a factor when determining allocation of land uses and related policy for the management of land resources. Approximately 80 per cent of the country consists of flood plains and wetlands which are subject to regular flooding, intense cyclonic activity along the coasts, heavy rainfall during the monsoon periods and earthquake risk in some parts of Bangladesh including capital Dhaka. In order to reduce vulnerability of disaster, it is essential that land use planning accounts for natural hazards and becomes 'risk-sensitive'. Such a goal is supported by the Bangladesh Sixth Five Year Plan (2011-2015) which emphasizes the need for disaster preparedness, the usefulness of vulnerability and risk assessments, including hazard and risk mapping, and the effectiveness of reducing disaster risk through risk-based land use planning.

The Urban Development Directorate (UDD) is the primary government agency responsible for the preparation of land use plans (LUP). The UDD prepares LUPs for all zila and upazila across the national territory, with the exception of the four largest cities (Dhaka,

Chittagong, Khulna and Rajshahi) where City Development Authorities are charged with this duty. However, to date, there is no designated guideline outlining the prescribed land use planning process. Therefore, there is a strong need for a rational set of land use planning guidelines, which, given the disaster context of Bangladesh, make prescriptive and strategic provision for disaster risk reduction (DRR).

National Sustainable Development Strategy 2010-21 (NSDS) has rightly identified that, unplanned urbanization has contribution towards environmental problems. NSDS has proposed to conduct Urban Community Risk Assessment (UCRA) to assess the risks from disasters and effects of climate change on cities. It also suggested that Urban Risk Reduction Action Plans (URRAP) will be developed in all cities and small to medium scale risk reduction interventions will be designed for incorporation in the cities' development plans and budgets. Planners and associated professionals must develop the necessary skills and knowledge for risk sensitive land use planning through the delivery of trainings and training materials, presentations and learning workshops. The secondary focus should be on integration of DRR principles into planning degree curriculum.

Cooperation amongst all agencies engaged in LUP preparation needs to be improved for more coherent and systematic uptake of risk-sensitive land use planning. Such planning agencies include UDD, Local Government Engineering Department, Capital Development Authority (RAJUK), Chittagong Development Authority, Rajshahi Development Authority and Khulna Development Authority, as well as city corporations and pourshavas, private sector planning agencies and planning research institutions.

### **3.3 Reducing traffic congestion**

For the urban transport sector, a major priority is to improve traffic management. While the ongoing and new investments for easing urban traffic congestion including the proposed light rail for Dhaka are all good ideas, without instituting proper road management policies these investments alone will not be able to solve the urban traffic problem. There is considerable international experience with good practice urban traffic management that the government can draw upon. This will be a combination of land use zoning laws, parking regulations, time of day traffic flow regulations, efficient functioning of traffic signals and monitoring and implementation of all traffic laws and regulations. It is now high time that the government pays attention to this enormous traffic management challenge and develops a long term plan starting with the two major cities of Dhaka and Chittagong..[Strategy for Infrastructure Sector, Background Paper for the Seventh Five Year Plan (2015)]

The Sixth Five Year Plan, FY2011-FY2015 had recognized the urban challenges to growth particularly those linked to the Dhaka city transport system. The goal and vision for Dhaka is to take short, medium and long-term measures to develop a multi-modal integrated and safe transportation system for the city. Better traffic management measures and increased public transport including metro-rail are part of that strategy. [The Mid-Term Implementation Review of the Sixth Five Year Plan, (2014)]

According to National Sustainable Development Strategy 2010-21 (NSDS), the key challenge in urban transport sector is developing an integrated and balanced system in which all modes can perform efficiently. Strategy for urban transport revolves around giving prioritization to pedestrian traffic and mass transit (such as Light Rail Transit, Metro, Bus Rapid Transit, and Circular Waterways).

### **3.4 Air Pollution**

Air pollution is more acute in urban areas than in rural areas. In urban area, the main sources of air pollution are emissions of harmful gaseous matters from vehicle, brick making industries, industrial sectors, construction and open dumping of garbage. Despite a number of efforts toward reduction of air pollution, the air quality of Dhaka city is still alarming, as particulate matter in

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Dhaka exceeds standards for more than 100 days of the year. Diesel vehicles are a particular concern in Dhaka. Measures aimed at controlling the age of vehicles need to be assessed, as well as further promotion of efficient public transport is required. National Sustainable Development Strategy 2010-21 (NSDS) included a number of strategies to address air pollution such as (i) Improved mass-transit systems in major cities to reduce both traffic congestion and air pollution. (ii) Dust control measures should be made mandatory in construction works. (iii) Traditional gross polluting brick kilns should be replaced by energy efficient brick kilns and (iv) Monitor and control sources of emission through establishing air shed management plan all over the country.

A considerable portion of respiratory infections and diseases in Bangladesh may be attributable to urban air pollution. While the problem is most severe in Dhaka, because air quality is worse and more people are exposed. Air pollution is becoming a growing concern in other major cities as well. Measurements in Dhaka indicate that particulate matter is the most significant pollutant, and mobile sources remain the priority for emissions control [Environment, Forestry and Biodiversity Conservation, Background Paper for Seventh Five Year Plan, (2015)]

Outdoor air pollution has been a major problem in the cities of Bangladesh, especially in Dhaka and Chittagong city. The brick kilns around Dhaka city, transports comprising very old buses and trucks, steel and re-rolling mills, suspended road dusts and other minor emission sources contribute to worsening of the air pollution. Air pollution in Dhaka contributes to disease burden to the citizens particularly the elderly, school going children and minor ones. Unfortunately, the slum dwellers, who live in open air, are also the major victims of this environmental degradation.

National Sustainable Development Strategy of Bangladesh recommends all vehicles older than 15 years to be banned, improvement of mass-transit systems in major cities should be introduced to reduce both traffic congestion and air pollution; dust control measures to be made mandatory in construction works; air Quality Index to be disseminated to the public on a daily basis; traditional gross polluting brick kilns to be replaced by energy efficient brick kilns; monitor and control sources of emission through establishing air shed management plan all over the country. For that purpose, air quality database of different air sheds surrounding clustered or individual emission sources to be established (National Sustainable Development Strategy, 2013)

### **3.5 Challenges experienced and lessons learnt in these areas**

The strong commitment of government to ensure environmental sustainability through conservation of natural resources and reduce air and water pollution has been reflected in the Seventh Five Year Plan. This plan has stressed the need to take into account environment, climate change adaptation and mitigation and recognizes climate change as an added challenge to reduce poverty and environmental degradation. Government has also adopted necessary policies, rules and acts to protect environment and to ensure sustainable development. But the proper implementation of policies and development plans is still a major challenge. Most of the liquid wastes created by the industries in Dhaka are dumped directly or indirectly into the rivers Buriganga, Balu and Sitalakhya. Considering the importance of wetland in flood management and other environmental issues, Dhaka Metropolitan Development Plan (DMDP 1995-2015) has prohibited any kind of development activity which would change the natural topography of these designated flood flow zones. But unfortunately, the contemporary growth of Dhaka significantly contradicts with the policies mentioned in the DMDP. The sprawling expansion of the city mostly initiated by Private Land Development Companies (PLDC) is continuing with the encroachment of flood plains, high value agricultural land and other environmentally sensitive areas. In such a context, good governance, accountability,, capacity building of relevant organizations are very crucial along with strong political commitment.

Overcoming all the constraints, Hatirjheel-Begunbari integrated development project stands out as an example for the dwellers of Dhaka city. This project conserved one of the dying water

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retention sites of the city. This water body was encroached by illegal structures and the canal was full of sludge because of sewerage and waste dumping. The environmental goals of the project include water retention, water treatment, underground water recharge, revival of biodiversity, and improvement of microclimate. This project also established efficient transport connectivity in the city.

Outdoor air pollution has been a major problem in the cities of Bangladesh, especially in Dhaka and Chittagong city. Over the past few years, air pollution has been reduced because of the introduction of lead-free gasoline, conversion of liquid fuel run vehicles into CNG run vehicles and withdrawal of two stroke three wheeler baby taxis from Dhaka city. The level of suspended particulate matter, both PM10 and PM2.5, in capital Dhaka remains 3-4 times higher than the National Ambient Air Quality standard during the dry winter months. In 2010, UNDP launched the Brick Kiln Efficiency Improvement Project to incorporate eco-friendly means of production, known as Hybrid Hoffman Kiln (HHK). As of December 2012, five HHKs were operationalized with a total reduction of 16 kilotons of carbon dioxide emission. The Brick Making and Kiln Establishment Act 2013 has banned traditional kilns and the Department of Environment has ordered their shutdown by June 2014. The 2013 Act also prohibits establishment of brick fields in residential, protected, commercial and agricultural areas, and also in forests, sanctuaries, wetlands and Ecological Critical Areas (ECAs) (Seventh Five Year Plan (2016-2020)).

Waste disposal is an emerging problem in almost all urban areas of Bangladesh. The increase in waste generation can be primarily attributed to factors such as rapid rate of urbanization, changing consumption pattern and high population growth rate. The waste is generated from different sources (domestic, commercial, industrial, street sweeping, health care facilities etc.). Dhaka city is facing serious environmental degradation and public-health risk due to uncollected waste on streets and other public areas, clogged drainage system by indiscriminately dumped wastes and by contamination of water resources near uncontrolled dumping sites. Recognising the limited capacity of local government authorities regarding collection-transportation and disposal of waste, the Community Initiative of house-to-house waste collection at neighborhood level is widely practiced. Now it is a challenge for government to integrate these formal and informal system to develop an efficient waste disposal system. As mentioned earlier, Risk Sensitive Land Use Planning approach is still absent in the mainstream plan preparation methodology. In this relation, Urban development Directorate has played pioneering role as they had developed a module for mainstreaming disaster risk preventive measures into comprehensive Land Use development planning and management for Mymensingh (Municipality) Strategic Development Planning (MSDP) Area for twenty years (2011-2031).

It is about a decade and a half that government took initiative to relocate polluting leather processing factories from Hazaribagh area in the capital city, to Hemayetpur in Savar. The government has provided plots and also arranged funds as compensation to the factory owners. Despite of all such efforts the owners are delaying the process. Though the concerned minister gave ultimatum but the process of relocation is still slow. This example illustrates the challenges in Bangladesh.

### **3.6 Future challenges and issues in these areas**

As discussed in the above sections, the status of environment of urban areas of Bangladesh, particularly in big cities are alarming as a result of unplanned development, rapid growth of population, lack of services and faculties and mostly due to poor governance and management. It needs to be kept in mind that rural urban migration will continue in upcoming

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years. Thus it is important to facilitate the poor settlements with water and sanitation facilities. The management of solid waste in urban areas remains a major challenge. Poor management of solid waste imposes economic costs in the form of health impacts, blocked drainage causing water logging in monsoon and aesthetic discomfort. Efficient disposal of sewage is another major challenge in the densely populated cities of Bangladesh. The recently approved Sanitation Strategy has laid down the broad direction for managing faecal sludge, to be worked out in greater details during the 7th Five Year Plan period. Policies to combat pollution are largely ineffective because of weak regulatory practices, inadequate information access, transparency, accountable decision-making and management. The 7<sup>th</sup> Five Year Plan also recognized that environmental policies need to instil market-based incentives to firms to encourage good environmental performance.

The Government has taken several initiatives to combat the problem of pollution. Vehicular emission standards have been introduced, and Continuous Air Quality Monitoring Stations (CAMs) have been set up. In transportation sector major policy shift is required to introduce different modes of public transport along with facilities for pedestrian and non-motorized modes rather than facilitating private vehicles.

In addition to government initiatives towards implementation of policies and exercise of rules and regulation, it is necessary to create environment for extensive research, analysis, innovation and knowledge sharing.

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## Chapter IV

### Urban Governance and Legislation: Issues and Challenges for a New Urban Agenda

**4.0 Introduction:** In the Perspective Plan of Bangladesh (2010-2021), policies and strategies in this area focus on institutional reforms and decentralization of responsibilities and resources to local governments, participation of civil society including women in the design, implementation and monitoring of local priorities; building capacity of all actors (institutions, groups and individuals) to contribute fully to decision-making and urban development processes, and facilitating networking at all levels. [*Perspective Plan of Bangladesh 2010-2021(2012)*, p 75].

Towns and cities have tremendous potential to stimulate economic and social development, especially by creating jobs and innovating ideas and technologies. Such potential, however, cannot be realized if cities and towns are badly managed. At present, urban development activities in Bangladesh are carried out mostly by central government organizations. There are at least eighteen main ministries and 42 organizations, which are involved in the development of urban areas [*Draft final 7<sup>th</sup> FYP (2015)*, p 523].

In order to strengthen the beneficial aspects of urbanization and at the same time to achieve sustainable urbanization, policies and strategies are proposed keeping in view the multi-dimensional nature of urbanization process. In this respect good governance needs to be ensured through accountability, responsiveness, equity and inclusiveness in the urban bodies. More specifically the strategy will include:

- 1. Decentralization:** A prudent decentralization program would be followed and will include: the simultaneous decentralization of responsibilities, resources, and autonomy and strengthening of local government capabilities, powers, and responsibilities.
  - 2. Institutional Reform at the Local Level:** Reforming the urban local government institutions is a pre-requisite to any meaningful attempt to evolve an efficient urban system. This would include strengthening and democratization of urban local governments such as *Pourashavas* and City Corporations. Moreover, financial support from central government is especially critical in poor regions where local authorities often fail to generate sufficient revenue at the local level but where provision of infrastructural facilities is very important for economic growth.
  - 3. Strengthening of Municipal Capacity:** Capacity-building efforts at municipal level should focus on augmenting human resources in line with the discharge of responsibilities in major areas of urban planning, resource management, community mobilization, and ICT. This will generally imply augmentation of municipal manpower, training and equipment of such manpower, and often a review of the terms and conditions of employment of municipal staff, particularly remuneration levels and career perspectives.
  - 4. Mobilization of resources:** The focus of such efforts may be on augmenting municipalities' own resources through automation of property tax and introduction of software-based holding tax assessment, enhancing the effectiveness of intergovernmental transfer of resources to municipalities, enhancing resource management, investment in income generating development. The Revenue Enhance Action Plan (REAP) for each municipalities and City Corporation may strengthen their financial foot and continue their development
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efforts. Adequate financing is necessary for sustainable infrastructure systems. In most cases, central government has maintained responsibility for infrastructure provision.

- 5. Establishing Transparency and Accountability:** Transparency and accountability are widely recognized as a core principle of good governance. Participatory budget, annual development report, open-door policy, transparent e-tendering process, standard auditing and accounting, anticorruption policy, public feedback mechanism, codes of ethics, conflict of interest laws, disclosure law, inter-sectoral agency coordination, peoples participation in development process are the major tools in order to ensure good governance in urban management [*Final Draft, Seventh Five Year Plan FY2016 – FY2020, Accelerating Growth, Empowering Citizens, (2015) General Economics Division, Planning Commission, Government of the People’s Republic of Bangladesh, p 530, 531*].

#### **4.1. Improving Urban Legislation**

After partition of India in 1947, the government enacted legislations and framed rules which included the Building Construction Act 1952, the Town Improvement Act 1953 in order to regulate and control urban development activities. The Building Construction Act 1952 provided for the prevention of haphazard construction of buildings and excavation of tanks. The Town Improvement Act 1953 provided for the development, improvement and expansion of the towns of Dhaka and Narayanganj and the formation of a board of trustees.

In 1959, Master Plans were prepared for major cities of Bangladesh like Dhaka, Chittagong, Khulna and Rajshahi. This was a major venture for guiding the overall development of the four major cities in Bangladesh. After 1990 some steps were taken to control the development trend in big cities. These included preparation of development plans for Dhaka, Chittagong, Khulna and Rajshahi cities, and formulation of different rules like Building Construction Rules (1996), Private Residential Area Development Rules (2004) and Dhaka Metropolitan Building Construction Rules (2008). The Bangladesh National Building Code (BNBC) which was prepared in 1993 came into force in 2006 after some modification. Other legislations which are relevant for the urban sector include Bangladesh Environment Protection Act 1995 (modified in 2000) and the Wetland Preservation Act 2000. [*Sixth Five Year Plan, FY2011-FY2015, Part II (2011), Economics Division, Planning Commission, Government of the People’s Republic of Bangladesh, p 213, 214*].

There are number of initiatives regarding formulation of legislation for urban management. The ‘Real-estate development and management Act, 2010’ and its Rules, 2011 have been formulated and ‘Land Development Rules for the Private Residential Projects, 2004’ has been updated. Besides, the draft Bills have been prepared to establish 4 (four) development authorities for Kuakata, Barisal, Sylhet, and Rangpur. Updating and modification of the ‘National Housing Policy, 2012’ is in progress to protect the cultivable land and for the planned usage of land [*Gender Budgeting Report 2013-14, Ministry of Finance, Bangladesh, Chapter 22, Page 176*].

Urban and Regional Planning Act, 2014 (Draft) is another initiative. The main objective of this act is to ensure effective land use management and integrated development as planned way for preventing unplanned urbanization. The Act is intended to integrate national policies into physical plan at different tiers, such as National level, Regional level, Metropolitan level (city level) and Local level. The act proposed for formulation of Urban and Regional Planning

Council for managing different urban issues. Another initiative National Urban Sector Policy, 2011 (Draft) was proposed considering:

- balanced urbanization through decentralized development'
- economic development, employment generation, reduction of inequality and poverty eradication,
- optimum utilization of land resources through public-private and other partnerships;
- protect, preserve and enhance the urban environment, particularly water bodies;
- strengthening local governments,
- ensure participatory decision-making and implementation processes;
- ensure social justice,
- assure health, safety and security of all citizens through multifaceted initiatives to reduce crime and violence;
- protect, preserve and enhance the historical and cultural heritage of cities and enhance their aesthetic beauty;
- develop and implement urban management strategies and governance arrangements and
- ensure good governance by enhancing transparency and establishing accountability.

#### **4.2. Decentralization and strengthening of local authorities**

Law regarding Municipal Administration was formulated in 1793 to create three presidency towns: Calcutta, Madras and Bombay. The 1932 Bengal Municipal Act provided for greater participation of elected representatives in the municipal bodies and also in widening their powers and functions. After independence, the Act of 1974 (Act 56), designated Dhaka as the Dhaka Municipal Corporation. In 1983, its status was raised to that of a City Corporation. In 1977, *Pourashava* Ordinance was promulgated. Chittagong Municipality was established in 1928. Its elevation to the status of City Corporation came in 1982. Four other cities -Khulna, Rajshahi, Sylhet and Barisal- were also given City Corporation status between 1984 and 2001. More recently, Narayanganj, Gazipur, Comilla, and Rangpur have also been elevated from municipality to the status of city corporations. With the bifurcation of Dhaka City Corporation into two, total number of city corporations now stands at 11.

Local governments for smaller cities and towns are known as *Pourashavas* (municipalities). Total number of municipalities currently stands at 324 (7<sup>th</sup> five year plan). Basic electoral unit for both City Corporations and *Pourashavas* is the ward for which there is provision for an elected member called Councillors. There has also been some change in the structure of *Pourashava* s as incorporated in the *Pourashava* Act of 2009 (GOB, 2009). This has allowed for the formation of the Ward Committees (Ward Level Coordination Committee-WLCC), each comprising 10 members of which 40 percent are to be women. There is a provision of formation of Town Level Coordination Committee-TLCC. The creation of such committees has unfolded the potentiality for greater participation of citizens in municipal management though such potential is yet to be substantively realized.

There are about 70,000 local government representatives and their associated staff as well as other local-level actors with whom LGIs are linked in horizontal and vertical networks. Human resource deficits are one of the major problems hindering the efficacy of LGIs. Effective and updated capacity development for this large pool is a strategic priority. LGI trainings tend to be done on an ad hoc basis as isolated project activity and typically suffer from not being reflective of the needs of changing ground realities. There are only a few training institutions and

those that exist such as the National Institute of Local Government (NILG) suffer significant gaps in specialization, vision, mission and professional manpower. The NGOs and different donor driven projects provide few supply driven training in the form of stereotype lectures and a large sum of money is shown 'burnt' in their respective project accounts. The LGI capacity development needs an updated policy framework and an independent resource pool. There is also a need for specialized institutions to address the needs of urban local governments and also development of standard training modules addressing the local level priority based development and the associated staff should be trained up accordingly. Strong LGI will be capable of managing urban activities as well as local resources in order to ensure sustainable development. It will also contribute in strengthening financial foot of LGI. The updated capacity development approach should include new focus such as:

- Legal environment and inter-organizational cooperation framework with LGIs,
- Financial solvency of LGIs and legal and social provision for resources mobilization,
- Institutional and individual capacity and skills
- Incentive structure for LGI volunteers
- Interfacing and interrelations with local service providers.

*[Strategy on Local government strengthening Background paper for 7th Five Year Plan (2015), General Economics Division, Planning Commission, Government of the People's Republic of Bangladesh, p 8, 22]*

### **4.3. Improving participation and human rights in urban development**

Involvement and participation of people in development works gaining importance day by day. The top down approach of decision making and planning process fails to attain the desired result towards sustainable urban development. As a result, urbanization in reality takes place haphazardly. A lot of resources have been misused so far. Being a poor country the planning approach should be kept in view with people's needs, problems and demands. Thus the paradigm shift of the planning process from top down approach to bottom up approach has been initiated by both the government and non-government organizations. Not only that, delegation of power to take decision regarding utilization of resources for development at local levels is utmost required. Such decision is channelized upto upper level in order to realize the local demand regarding development.

The methodological nature of preparation of Development Plan for any urban area creates ample scope of people's participation in plan making process. The incorporation of PRA (Participatory Rural Appraisal) or CIP (Capital Investment Plan) are innovative approach that opens the windows to empower people by sharing information and making decisions planning and development process in order to attain the sustainable development. Following participatory approach that includes vision exercise, situation assessment, priority investments and activities for infrastructural improvement of the concerned *Paurashava* a number of *Paurashava* Development Plan (PDP) has been prepared.

Urban Development Directorate (UDD) is the only national planning organization dealing with the physical planning matters of the country. Recognizing the changing scenario and the importance of people's participation in the planning process, UDD has shifted from making traditional Master Plan towards more people oriented development plan.

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PRA is an approach used to incorporate the knowledge and opinions of people in the planning and management of development projects and programs. In recent years there has been rapid expansion of new participatory reflection and action methods (PRA) and related approaches in the context of development and research. PRA methods are now increasingly used in both rural and urban situations. It can ensure and protect the voice of people of different classes. Formation of CBO, WLCC, TLCC at Paurashava level may ensure more people's participation in development process. It will ensure more transparency in urban governance.

In many government and non-government institutions extractive research is being superseded by investigation and analysis by local people themselves. Methods are being used not just for local people to inform outsiders, but also for people's own analysis of their own conditions. This is particularly important in community approaches to livelihood improvement and natural resource management.

#### **4.4. Enhancing urban safety and security**

Safety and security for the people residing in both urban and rural areas may be ensured through enacting proper rules and regulation in construction and land development, law enforcement, deployment of law enforcement units, maintaining good law and order situation. Safety construction of infrastructure will ensure more safety of the people using these infrastructures. The Bangladesh National Building Code (BNBC), 2006 BNBC contains necessary provision to ensure these types of safety. Approval of related plans, designs of building structure and proper supervision during construction in order to ensure following up the approved plan by concerned authorities can enhance safety and security. It will protect unwanted collapse of building structure and other disasters ensuring safe and comfortable living. Land owner should follow proper building code and land use planning should be about building safer and better quality homes for all, especially low-income residents. People of urban areas are also likely to fall victims to many types of crimes. Crimes committed in urban areas include hijacking, murder, kidnapping and abduction, prostitution, burglary, pick-pocketing, rape, smuggling and consumption of drugs, smuggling of gold and arms, physical abuse of domestic servants, acid throwing on women, fraud and deceit, and white collar crimes. Crime has a locational pattern

Safe and affordable transport system is necessary to increase people's mobility. The public transport system should be frequent, safe and affordable. Government initiatives can ensure safety and comfortability in public transport system through budgetary incentive to run more buses with reserved seats for women or women only buses during peak period. Public and private transport companies are being encouraged. A policy to increase bus services at least for girls' schools and colleges in all cities of the country is important.

Safety and security (lighting, police patrols, safe toilets, waiting rooms) measures in public transport stations should be compulsory part of transport management. Road safety can be ensured through enforcement of traffic rules and laws, cleaning of foot paths, compulsory use of over bridges for road crossing, increased public transports. Different initiatives from the concerned authorities have been taken but those should be conducted in coordinated way. Commuter train services between major cities with adjacent urban centers like Dhaka and nearby cities, like Narayanganj, Gazipur, Tongi, Narshingdi are in operation and should be expanded.

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Similarly workplace safety and security concerns, child care, housing and toilet facilities, etc. should be addressed by ensuring regulatory provisions. There should develop low cost and affordable housing for the poor especially women engaged in production sector e.g. RMG which is also essential for future human capabilities.

Infrastructure (transport, energy, water, sanitation, market, service providing centers) in the calamity prone areas should be climate resilient in order to facilitate continued mobility and services of the people, men and women. Early warning about calamities and information related to services, shelters, livelihood support etc. should be disseminated to women and men through community radio and strengthening community networks. Water, flood refuge and sanitation facilities should be expanded with designs that address women's needs including that for child care, delivery and such other, and address women's safety and security concerns. [*Gender Equality and Women's Empowerment: Suggested Strategies For the 7th Five Year Plan, (2015) p 39, 47*]

#### **4.5. Improving social inclusion and equity**

In addition to women, vulnerable populations in Bangladesh include different social groups such as children, elderly, ethnic and religious minorities, people with disabilities or physical impairments and low caste groups. All these heterogeneous groups are generally vulnerable to extreme poverty, natural disasters, and other external shocks that may impact their well-being. Likewise, their access to health and nutrition services is often restricted and their education participation and achievement tends to be low. Therefore the different needs and priorities of these social groups must be taken into account when planning to eradicate poverty and improve Human Resource Development. Empowerment through increased participation in the various spheres of a society is the most efficient and inclusive way to do so. This positively reinforces the development of a nation and strengthens economic growth both directly and indirectly, in addition to increasing social stability and the well-being of its citizens.

The Sixth Plan's strategy for poverty reduction put emphasis on human resource development and higher-income, higher productivity job creation as the two most important elements. Even with higher growth, better jobs and better access to essential services, the Sixth Plan recognized that a part of the under-privileged population - among them poor women and people from ethnic groups and socially excluded groups - still will likely be left out. Additionally, substantial risks are posed by natural disasters and climate change for this vulnerable population. To address this challenge, the Sixth Plan aimed at significantly strengthening the social protection programs. [*Final Draft, Seventh Five Year Plan FY2016 – FY2020, Accelerating Growth, Empowering Citizens (2015), General Economics Division, Planning Commission, Government of the People's Republic of Bangladesh p 677*]

While the Perspective Plan stipulates acceleration of economic growth, the underlying policies stress the inclusiveness and pro-poor approach to growth so that in the process of reaching the Vision 2021 goal of reaching middle income status, there is substantial eradication of poverty through a comprehensive scheme of social inclusion.

Bangladesh has been successful in achieving significant reduction in poverty since 1990. National poverty headcount declined from 58.8 percent in 1991-92 to 31.5 percent in 2010, while extreme poverty rate declined from 41 to 17.6 percent over the same period. The Perspective Plan puts in place strategies for inclusive growth such that the past trends in poverty reduction

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will be maintained and even accentuated so that by 2021 headcount poverty is reduced to barely 13.5%. [*Perspective Plan of Bangladesh 2010-2021(20120, p 19)*]

#### **4.6. Challenges experienced and lessons learnt in these area**

It is worth noting that notwithstanding widely-shared perceptions on weaknesses of the local government system, Bangladesh has made remarkable strides in a host of areas including food production, safety net programs, rural infrastructure, credit provision, primary education, child immunization, family planning, sanitation, drinking water provision etc. How useful then is it to base the focus on strengthening local governments merely on a substitution argument, i.e. have local governments do what central agencies like LGED on rural infrastructure and NGOs on primary schooling and health-care are perhaps already doing well? Clearly, a narrow zero-sum discourse on re-distribution of power does not offer the best arguments for advancing on the local government agenda. [*Strategy on Local government strengthening Background paper for 7th Five Year Plan (2015) p 1*]

Other contextually relevant factors have brought additional complexities and challenges for the decentralization and local governance agenda. The Bangladesh economy is undergoing far-reaching structural changes that are as fundamental at the national level as at grass-root levels. Aspirational frontiers too have travelled upwards with new ambitions such as Middle Income Status that are as resonant at the grass-root level as at national level. Consequent to such changes, new agendas such as local economic development are entering the purview of the local government mission. This requires major re-thinking on services to be delivered and approaches for effective delivery. [*Strategy on Local government strengthening Background paper for 7th Five Year Plan (2015) p 3*]

A different category of challenge, one more political in nature, is the increasing penetration of national political processes into the local level. While some rightly despair over perceived zero-sum power dynamics between parliamentarians at national level and elected representatives at local level underlying such penetration, the strategic insight to build on is that local governments are no longer isolated islands but enmeshed within increasingly complex horizontal and vertical networks. How such interfacing is best pursued, how the decentralization agenda takes on the advocacy task of optimal demarcation of jurisdictional boundaries and what new capacity development challenges these entail have to become part of the local government discussion. [*Strategy on Local government strengthening Background paper for 7th Five Year Plan (2015) p 4*]

According to Vision 2021, local government will be given due importance with a view to effecting radical change of the political system. Local government institutions will play a critical role in governance as well as in development programs. However, in devolving fiscal authority due consideration will have to be made of the scope for resource mobilization at the local level as well as the capacity of local bodies to manage expenditures. Clearly, large national projects involving power generation, bridges, national highways, irrigation and water management, will have to be left with national level institutions. [*Strategy on Local government strengthening Background paper for 7th Five Year Plan (2015) p38*]

Policies and strategies in this area focus on institutional reforms and decentralization of responsibilities and resources to local governments; participation of civil society including women in the design, implementation and monitoring of local priorities; building capacity of all

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actors (institutions, groups and individuals) to contribute fully to decision-making and urban development processes; and facilitating networking at all levels. [*Strategy on Local government strengthening Background paper for 7th Five Year Plan (2015) p39*]

#### **4.7. Future challenges and issues in these areas**

##### *4.7.1 Unified framework law for local governments*

The existing legal framework on which the LGI system in Bangladesh stands needs a thorough review. A key problem is the absence of a common legal framework for legal governments. All units and tiers – UP, UZP, ZP, CC, *Pourashava* - are organized under separate laws resulted in asymmetric organizational structure, jurisdictional and functional overlap, confusing central-local and local-local relationship, confrontational relationship with local bureaucracy as the laws deliberately retained bureaucratic pre-dominance over the elected bodies and allow for single person's dominance over the whole council or *parishad*. The 'Rules' for each of the LG unit and tiers are prepared and passed by respective executive ministry with vetting from law ministry. Many distortions of constitutional provisions and acts of parliament are made at the levels of 'rule' making process.

##### *4.7.2 Reforms in field administration*

A key priority for the 7th Five Year Plan will be an objective review and a determined reform initiative that aims to rationalize field administration and ensure better utilization of available human resources. There are four different streams of governmental setup at each level and unit of administration. The general purpose administration of Divisional commissioners, Deputy Commissioners and UNOs; the regulatory departments like Land, Police, Drug Control and Narcotics, Forest and Environment, Election Commission, Anti-corruption, Registration etc.; the development, promotional and special purpose service and technical departments like Agriculture, Fisheries, Livestock, Health, Education, Engineering (R&H, T&T, DPHE, BWDB, PWD, BPDB, LGED etc.), all have to work at four of the field administrative units such as Division, District, Upazila and Union. There is pronounced lack of a comprehensive vision, clear lines of vertical and horizontal accountability and coordination among these bureaucratic streams even while the societal reality has undergone massive changes in terms of the role of common citizens and private sector in driving economic and social transformation of the country.

##### *4.7.3 Rationalizing LGI functions*

LGIs suffer from four major problems vis-à-vis their functional assignment: i) assignment overlap and multiplicity ii) unfunded mandates iii) general rather than specific assignments and iv) de facto reality significantly at variance from de jure role. These are complex and difficult issues and cannot be addressed effectively without bringing legal and constitutional changes into the discussion.

While the legal limitations on the functional assignments of LGIs is a well-understood issue, what is often less in focus is that LGIs have fairly wide scope to take initiatives in the functional domains so long as these are not projected as demand for jurisdictional power. This issue has been elaborated in an earlier section but merits re-iteration. The reality of jurisdictional rigidity and functional openness is both a limitation and an opportunity for LGIs within prevailing political milieu. Thus local government leaders who are pro-active and are innovative in utilization of opportunities often create new realities of progress despite functional ambiguities and overlaps.

#### 4.7.4 *Strengthening Constitutional protection of local government system*

Though the Bangladesh Constitution provides for a local governments at various administrative tiers, it provides little definitive directions on the distribution of roles and functions between local government institutions(LGIs) and field administration neither does it offer guarantee clauses that would constitutionally empower the local government system. Constitutional amendment to rationalize LGI functions and provide guarantee clauses vis-à-vis central authorities, however, is a long-term goal. The short-term priority here is the enactment of a framework law discussed in the previous section. On the long-term goal, the 7th Five Year Plan will initiate a policy discourse that can review other relevant country experiences and build a policy consensus towards an appropriate and effective amendment. [*Strategy on Local government strengthening Background paper for 7th Five Year Plan (2015), p 16, 17, 18, 19, 20*].

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## Chapter V

### Urban Economy: Issues and Challenges for a New Urban Agenda

**5.0 Introduction:** Recent digital revolution, which started in 2009 when the Bangladesh Awami league led government took power, has accelerated the processes of integration of rural agrarian economy with the expanding urban sector. In fact, with the increased adoption of ICT in both urban and rural areas the local economy got noticeable breakthrough, which has created increase demand for better housing, education, health and other urban/municipal services in cities of different scales. To meet this challenges through strengthening local economy, local governance institutions (LGIs), and ensuring better urban services deliver, numerous programs and projects have been implemented. The Seventh Five Year Plan (2016 – 2020) of Bangladesh government envisions even more inclusive programs to give further momentum in the ongoing process of inclusive urban development. This section presents five important dimensions of inclusive urban development that need to be well addressed for meeting the challenges of 21<sup>st</sup> century. It starts with the presentation of general situation, program/project undertaken, changes encountered in the areas of LGIs finance, housing finance, local economic development, and urban employment market. Finally, it presents new urban agenda in line with the strategic goals of Habitat III; by addressing these, Bangladesh could strengthen urban economy and offer descent condition of living for the urbanites.

#### 5.1 Improving municipal/local finance

The local governments have very limited windows to finance themselves. The LGs activities are financed through i) local resources mobilization (LRM), ii) national government's grant and iii) transfer through projects and project financing.

*Local resource mobilization:* Although there exist huge potential for collection of revenues from local level, the LGIs have very limited avenues to trap such resources. This is partly due to lack of and unclear legal mandate of LGIs to collect resources from local sources. On the other hand the sources of tax items and areas allocated to LGs are very general in nature except the 'household level property tax' at UP and Municipal level. Levy of taxes on the value of land and houses by UP and municipaly/pourashava is also very complex. The tax rate on other items as specified in the "Model Tax Schedule (MTS)" of UP and pourashava is also found very arbitrary from the government. The levying responsibility is taken away from the respective LG and the central government already decided the rate for all the LGIs. In contrast the central government agency- *the National Board of Revenue (NBR)*, collect taxes from all 'lucrative' sources such as income tax, VAT, custom and excise, corporate and business tax, land tax, etc. Furthermore huge non-tax revenues such as land transfer revenues, bills, various fees, stamps and service fees though collected from local level but directly channeled to central government. The National Tax Policy never prioritizes the issue of local government taxation system including the distribution of tax revenue. among the national exchequer and the local level spenders. Therefore, LGIs have limited direct access to revenues collected from local level.

In this respect few points to ponder. First, instead of separate tax schedule for each tier and unit, a comprehensive 'tax list' for all LGIs could be prepared. Second, The National Tax Policy could specify the LGI taxation and device a tax sharing formula/mechanism between national and local governments.

*Grant from central government:* In each year's national budget, central government allocates a small amount of money as 'block grant' for LGIs. There is no budgetary principle or policy that determines this amount and how this will be distributed for a specific unit or category

of LGI. For many years, direct transfer from national government to LGIs did not exceed 2% of the Annual Development Plan (ADP) outlay. There is a need to re-conceptualize central grants to LGIs as inter-governmental transfer and allocation should be increased significantly with immediate effect perhaps to 15% of total tax and non-tax revenue.

*Project finance:* A large number of local development activities are financed through different projects undertaken by central government agencies. Most of these are decided centrally but implemented locally. The cumulative resource allocation against projects exceeds the grant money received from central government. Project funds are an inevitable aspect of LG finance but there is an issue about rationalization and integration of such funds with the priorities and plans of the LGIs. Participation of LGIs in local components of national projects should be ensured during the formulation of the projects. [Strategy on Local government strengthening Background paper for 7th Five Year Plan (2015) p 20, 21]

## **5.2 Strengthening and improving access to housing finance**

The financial system of Bangladesh plays a limited role in the financing of housing investments and the cash economy remains a larger driver of real estate investment in the country. The state owned Bangladesh House Building Finance Corporation (BHBFC), which is charged with provision of housing and financial assistance for the lower and middle income population, is in short of funding resources, exposed to an excessive level of non-performing loans, and crippled by improper procedures and systems. Although private developers are increasingly participating in housing supply in major towns and cities, a key stumbling block, however, for large-scale construction market development, especially for low-income housing, has been the dearth of developer financing. Funding for builders is limited because of the underlying risks involved. As a result, land acquisition for housing development is mostly funded by equity. That in turn confines development projects to an inefficiently small scale. Although construction loans are available, they have low loan-to-value ratios and carry such high rates of interest that developers consider them to have little value. Owing to the lack of robust construction financing, the ultimate buyer of the property usually finances the construction costs through installment payments. Even if used, construction loans can run into titling transfer problems. These loans also transfer risk from the developer to the homebuyer because the latter pays significant advances to the developer before construction is completed. The advances are paid entirely in cash, from savings.

Besides, the housing and housing finance sectors are also faced with the inefficiency of the overall regulatory regime, including practically non-existence of any mortgage market, foreclosure and land administration frameworks. Land and titling procedures, registration procedures and costs, and a poor regulatory framework for housing and real estate stifle housing markets. Of course, in recent years, Government has taken steps to simplify the titling and registration of property through starting of computerization of land records management, but that effort needs to be accelerated. [Final Draft, Seventh Five Year Plan FY2016 – FY2020, Accelerating Growth, Empowering Citizens (2015) p 516, 517]

Finally 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. Therefore, the main challenge will be to expand access to the disadvantaged, lower and middle-income groups, and developing housing and housing finance markets that are both sound and accessible. To create new housing finance mechanisms, following steps are proposed in National Urban Sector Policy 2011(Draft):

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- 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.;
- 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.

### 5.3 Supporting local economic development

The local economy-promoting local governance agenda has emerged as a strategic new focus globally and in Bangladesh as well. The Commonwealth Local Government Forum (CLGF) is the one that has been promoting the concept of local economic development (LED).. The Local Government Minister's Summit held at Perth, Australia in 2012 formally adopted the agenda of local economic development. Bangladesh is one of the signatories to the document.

With the increased expansion of rural-urban continuum and increased diffusion of rural – urban divide the current idea of local economic development (LED) markedly differs with previous ideas such as integrated rural development or local level planning. Currently the LED is more about positing a new action goal such as promotion of the local economy by which the pursuit of multiple livelihoods by the local poor population is best empowered and local growth potentials are best harnessed..For municipalities to enjoy a clear mandate to prepare and implement LED there is a clear need of well-founded functional and financial guidelines and institutions. The LGIs could play a pivotal role in this regards alongside the private entities. For Bangladesh, this is an area of strategic promise agenda and it may be worthwhile to highlight some contextual factors that make the LED agenda to bringing new strategic momentum to today's local governance agenda.

Bangladesh has witnessed far-reaching changes in livelihood systems at the local level. Critical features of such changes include i) declining centrality of land ii) an emerging rural-urban continuum and iii) labour market transformations. Land used to be the source both of wealth and income and of power and status in rural Bangladesh. This centrality has undergone drastic changes. Land is no longer the principal basis of power and status; neither does it serve to limit the livelihood opportunities for the rural population. The subsistence orientation of production too has given way to a more complex and fluid livelihood strategy that underscores the need to adopt a more holistic view of the local economy. Migration and remittances have emerged as dominant factors in household dynamics and the pattern of migration too is multi rather than uni-directional.

Labour market transformations too has seen a trend towards an occupational hierarchy for the poor in which casual daily labour is the least preferred employment. The competition is for piece-rate labour contracts and fixed-rent tenancies in the farm sector and for non-farm employment in rural construction activities, transport operations and in the lower end of trade and service activities. Within such an occupational hierarchy, the 'capacity to shift' becomes the key livelihood concern for the poor. Correspondingly, there is a great emphasis on access to

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finance, social networking and human capital factors which generate this ‘capacity’ at the level of the individual household.

Finally the arrival of technology, in particular information and communication technologies, has also opened new windows of opportunity to energize the local governance agenda as regards LED. Not only do such technologies hold promise of opening new service frontiers and more effective service-delivery but also of improving the interface of LGIs with their constituencies. Some steps have been taken in this regard but to ensure optimal outcomes, the commensurate capacity-building and advocacy requirements have also to be addressed effectively.[Strategy on Local government strengthening Background paper for 7th Five Year Plan (2015) p 12, 13, 14, 15]

#### **5.4 Creating decent jobs and livelihoods**

Perspective Plan for Bangladesh 2010-2021 – “Making Vision 2021 a Reality”; and the Sixth Five Year National Development Plan lay out the government’s priorities which include among others: a) boosting production, income and reducing poverty; b) securing human resource development; c) improving water and sanitation; d) achieving gender equality. In support of some of these priorities, the ILO helped government to design a Decent Work Country Programme (DWCP) which focuses on: i) improving skills training and entrepreneurship for enhanced employability and livelihoods; ii) improving coverage of social protection and rights for workers in selected sectors, including migrants; iii) combating child labour with priority focus on the worst forms of child labour. These DWCP priorities also contribute towards the United Nations Development Assistance Framework [ILO, 2011].

In line with the planning priorities boosting production and income by creating an enabling environment for entrepreneurship development and job creation are key strategies of the Government of Bangladesh to address the issues of poverty, unemployment, poor health, malnutrition and child labour. This resulted in strong economic growth in recent years; the GDP growth for instance remains above 6 point for several years. The per capita income is now well above 1300 US\$. Massive growth of employment is observed in informal economy. Expansion of jobs in formal sector particularly in garments and similar industry are taking place. Garments sector alone employs over two million people; some 90 per cent of whom are women. In fact, Bangladesh has made strides in a number of social indicators as well. Number of population living below national poverty line is now less than 20 percent. More children go to school and there is greater access to clean water. Infant mortality rates have fallen. Targeted social protection schemes are being extended while micro-financing initiatives and training enable entrepreneurs to lift themselves out of poverty.

Efforts still need to be made to ensure the youth, children, women and most vulnerable benefit from economic growth. Child labour still remains a significant challenge. In 2012 the National Labour Policy (NLP) has been formulated. A major objective of the Policy is "improvement of dignity of labour and working conditions and establishment of workers' rights" and "creation of suitable employment opportunity for everyone in the active labour force, according to their qualification." NLP has given adequate attention to skill generation and training, and wages which can enhance the quality of workers and their employability. This policy document (NLP) has, however, looked at employment only in aggregate terms. There is no separate focus on youth and older labour force. Nonetheless the policies in relation to training and skill development will almost entirely apply to the youth labour force, even if it is not spelt out. Although Bangladesh has adopted National Youth Policy (NYP) as early as in 2003 given the distinct features of the youth labour force, it is required that labour related policies address

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the youth labour force separately. This may be done through interaction with Ministry of Youth and Sports so that NLP and NYP are not contradictory but complementary in all respects. [Rahman, Rushidan Islam (2014) Demographic Dividend and Youth Labour Force Participation in Bangladesh, Bangladesh Institute of Development Studies, Dhaka, p 23, 24]

## 5.6 Integration of the urban economy into national development policy

It is now widely recognized that urban centres within most developing economies are 'engines of growth' and sites of opportunity for those seeking to improve their livelihoods. Bangladesh is no different, with the labour force for Dhaka alone growing by 15% between 1996 and 2000, compared with 7% for the country as a whole (WB, 2007). The growing urban economy in Bangladesh relies on a large pool of informal labour, with the 2005 Labour Force Survey suggesting that as much as 74% of the urban workforce is in the informal sector (Maligalig, 2009). From the export-orientated garment sector, to the market for domestic staff, to rickshaw drivers, labour is the most important asset for poor urban households. It is through labour that the migrant households benefit most from economic growth and many workers in these sectors have successfully capitalised on these opportunities and significantly improved their earned income. Not only does this mean improved livelihoods for many families but, given the high percentage of migrants in sectors such as the garment industry, the resulting flow of remittances also has important positive impacts on rural poverty.

However, while the opportunities are real, low wages, underemployment, unemployment and low skills mean that the reality for many of the urban poor is a continual struggle to meet their basic needs. In the 2000 Labour Force Survey, rates of unemployment in Dhaka were found to be twice as high among the urban poor as the non-poor, while underemployment affected 20% of households (WB, 2007). Households were also more likely to be poor when the head of the household worked in the informal sector.

Exacerbating this situation, working conditions in the informal sector are often very poor, even for those in better paid garments jobs, significantly reducing the productive working lifespan; while casual workers are exposed to numerous risks that undermine the gains they have made by participating in urban labour markets.

The NSAPR II recognises the challenges facing the poor and underemployed in the urban informal sectors, but while it calls for increased access to productive employment and decent wages for informal workers, it does not contain any provision for specific policies or programmes (NSAPR-II, 2009). Priority areas to support the NSAPR II in addressing the challenges it identifies in this area could therefore include:

- identifying new areas for employment generation
- improving the skills of workers
- improving working conditions, especially in the informal sector
- increasing access to credit to enable an expansion of self-employment activities

There is also potential scope for increasing employment opportunities for the poorest through labour intensive infrastructure programmes in poor urban settlements and facilitating increases in the labour force participation of poor women through access to government financed child care.

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## 5.7 Challenges experienced and lessons learnt in these areas

Much of the Social Security Programmes are focused on addressing the risks faced by the rural poor. With the evolving economic transformation in Bangladesh where both the GDP and employment domination of the rural economy is declining and the urban economy is growing with an increasing number of poor and vulnerable in the urban areas the Social Security system needs to be rethought strategically to anticipate the importance of these changing economic and social dynamics and develop programmes that do not focus only on the rural poor but instead become a more inclusive system whereby the poor and vulnerable can expect to access SSPs irrespective of where they live. [National Social Security Strategy of Bangladesh, (2015) p 20]

One of the major problems that the urban residents are facing is the lack of access to serviced land which is posing as an obstacle to their meaningful participation in the urban economy. The urban land market which directly affects the urban environment and quality of urban life suffers from many distortions due to lack of proper land development and management policies including lack of planning and slow provision of infrastructure and services, thus leading to unplanned or ribbon development of land in the urban periphery. Inadequate supply of serviced land in the market leads to land speculation which often prices the poor out of the formal land markets into the informal land markets which are characterized by slums and squatter settlements. [Perspective Plan of Bangladesh 2010-2021(2012) p 74]

## 5.8 Future challenges and issues

The Bangladesh economy is undergoing far-reaching structural changes that are as fundamental at the national level as at grass-root levels. Aspirational frontiers too have travelled upwards with new ambitions such as Middle Income Status that are as resonant at the grass-root level as at national level. Consequent to such changes, new agendas such as local economic development are entering the purview of the local government mission. This requires major re-thinking on services to be delivered and approaches for effective delivery. (Strategy on Local government strengthening Background paper for 7th Five Year Plan, 2015, p 3)

As in many cities in other developing countries, the informal sector is a very important part of the urban economy in Bangladesh. In terms of employment, the sector possibly has more than 50% participation in Dhaka and Chittagong and a much larger proportion in smaller urban centres. (Professor Nazrul Islam, Urbanization and Urban Governance in Bangladesh, Background paper for the 13th Annual Global, Development Conference on “Urbanization, & Development: Delving Deeper into the Nexus”, Budapest, June 16-18, 2012). Policy need to be formulated to accommodate urban informal economy in the mainstream so that this sector could flourish alongside formal economy.

Currently one-third of the population is youth and two-thirds are working age population. This trend might continue in the next 30 years. By harnessing the benefit of dividend population though engaging them in decent employment Bangladesh could foster economic growth. It is really difficult to provide wage jobs to huge unemployed youths unless they are well trained and skilled. Existing training, infrastructure and financial facilities are insufficient to utilize the youth potentials. Creation of sufficient number of decent jobs, human development, reducing income inequality is great challenges for 7th FYP. It recommends: ensuring effective representation of youth in policy formulation, planning and decision-making process; placed youth in the centre of sustainable development; considering youth as a separate segment of population; creating market facilities for youth entrepreneurs; youth access to new technologies and information system. (Final Draft, Seventh Five Year Plan FY2016 – FY2020, Accelerating Growth, Empowering Citizens, 11 November 2015, p 643)

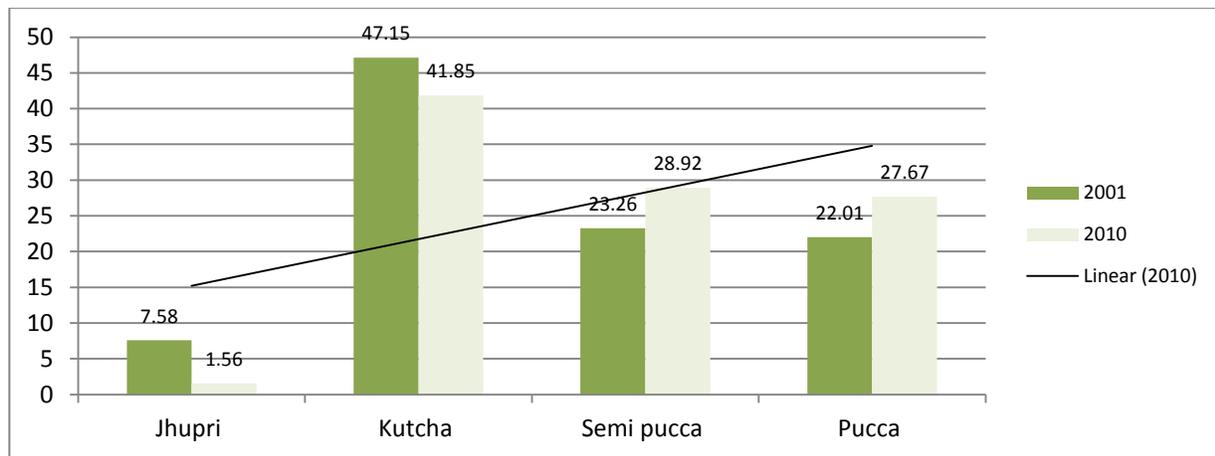
**Chapter VI**  
**Housing and Basic Services: Issues and Challenges for a New Urban Agenda**

**6.1 Slum upgrading and prevention**

Lack of adequate housing for Bangladesh’s large urban population is obviously a key problem in all of the cities and secondary towns in Bangladesh. The housing demand is conspicuously acute in urban areas, particularly in the capital Dhaka, port city Chittagong and Sylhet metropolitan area. This is caused primarily by constant migration to those destinations for economic reasons, access to health services, education and social identity. As such the poor in urban areas eventually lands up in unauthorised in slums and squatters.

The city slums are built mostly on public lands. It is estimated that about 37% of the total population of Dhaka metropolitan area is stuffed into 4960 slums, whose population density ranges between 1,000 to 2,000 persons per acre. Nearly 44 percent of the urban households live in purely temporary structures while those living in semi-permanent structures comprise about 29 percent of the urban households. Only about 28 percent of the households live in pucca structures. So, in terms of both quantity (housing deficit) and quality, urban housing presents a major policy challenge for Bangladesh.

Figure 1: Percentage distribution of urban households in terms of structural types



Source: Estimation from HIES Survey, 2010, BBS.

**Table 1: Urban housing deficit**

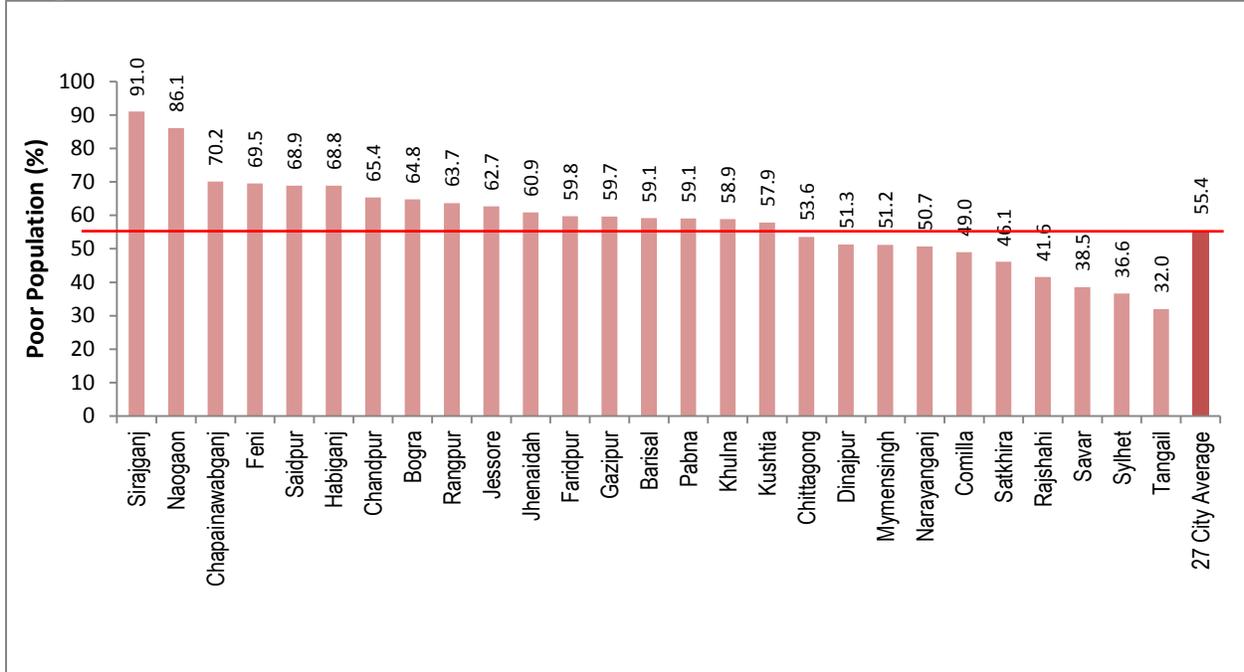
| Year | Housing Deficit in urban areas  | Total Urban Population (Million) |
|------|---------------------------------|----------------------------------|
| 1991 | 0.95 million units              | 20.87                            |
| 2001 | 1.13 million units              | 28.81                            |
| 2010 | 4.6 million units               | 43.43                            |
| 2021 | 8.5 million deficit (projected) | 60.00                            |

Source : HIES, 2010; BBS, 2001; National Housing Authority, 2005

The housing problem of the poor is crucial as their size is already very large and this number is going to be massive by 2030 when the size of the urban population in Bangladesh will be about

60 million (ADB, 2012). In that case, it is estimated that the size of the urban poor will be at least 15 million.

**Figure 2: Proportion of Poor Population in terms of City Population of 27 Municipality/City Corporation Areas**



Source: Settlement and Land Mapping in UPPR Cities/Towns, UNDP, 2011

More than 90% of informal settlements in different cities of Bangladesh are located on government and private land. In Dhaka, slums and squatters occupy 5.1% of the city's total land area, while accommodating 37.4% of the population (CUS, 2006). Tenure insecurity is a dominant characteristic of these informal settlements and constitutes a strong vulnerability factor for their inhabitants. The Dhaka Megacity Development Plan (DMDP) recommends that the urban poor be relocated to the urban fringe areas with tenure security.

#### Government Initiatives:

- National Housing Authority (NHA) has completed so far more or less 40,000 flats for low-income people including nucleus houses and 30,000 plots. NHA has ongoing flat (5000) and plot (7) projects and upcoming flat project for 2000 slum dwellers payable on daily instalment basis.
- Recently NHA undertook a scheme namely Pro-Poor Slums Integration Project (PPSIP) with the help of World Bank for resettling 7500 families at different township. PPSIP will pilot four slum-upgrading models to improve the living standards of urban selected poor communities: in-situ upgrading, re-blocking, land-sharing and voluntary resettlement.
- HBRI has developed a number of alternative building materials and technologies to facilitate the affordable housing for the poor. HBRI and NHA started working together for using HBRI technologies for NHA's pilot project for the poor at Mirpur.

With the spirit of the **Bangladesh Constitution**, the **National Housing Policy** calls for special consideration for improvement of low income settlements and slums and squatters. The Housing Policy Draft (2012) includes broad policy directions to address the housing needs and demands through multi stakeholders' involvement including the Mayors and financing institutions and authorities.

## 6.2 Improving access to adequate housing

The national urban housing stock by type of structures in BBS (2011) shows that 65 % + of urban people are living in semi-permanent and temporary shelters. About 40% of the national urban population is concentrated in Dhaka (Ahsan et al., 2010). The average rate of production by private developers in Dhaka is only 20,000 units per year, against a demand of 50,000 houses per year (Seraj and Afrin, 2003).

Ensuring housing for all is obligatory for the development of a nation. In Bangladesh, it has been observed that achievements by the Government and formal private developers are very insignificant compared to the massive needs, with supply reaching not even one percent of the total demand (Jahan, 2002). Judging the multi-sectoral nature of housing, it is clear that one or two isolated initiatives will not be enough to solve the urban housing problem.

### Relevant Sections of National Housing Policy with Regard to Slum and Squatters

#### 4.7 Slums and Squatters:

A lot of people come to cities from villages for change of rural socio-economic state, natural disaster and many other reasons. For these, especially on big cities, the number of unoccupied people is increasing and growing out slums and squatters. As a result, urban planning system is being challenged with extreme housing problems. To get rid of these, further steps will be taken as below:

4.7.1 To ensure sustainable environment through developing value of lifestyles of the urban slum dwellers of Bangladesh, First, it needs to change the vision and attitude to the slum dwellers. UN Steps on Human Settlements can be implied here.

4.7.2 Eviction for the slum dwellers should be avoided as its best. Listed as untenable, slums and squatters must have all the basic supports like drinking water, plumbing and sanitation, drainage, electricity and vehicular movement specially Fire Brigade and Ambulances for special cases before their proper relocation and rehabilitation.

4.7.3 When a slum needs to relocate or rehabilitation as a must, Local authority will prepare a directory on relocation or rehabilitation. The directory must have clear directions on relocation, alternative area selection, welfare management, workplaces, transport facility etc. for those slums or squatters.

4.7.4 To develop infrastructures of all the existing slums, Incremental Construction/Transformation and Gradual Up-gradation systems can be accepted.

4.7.5 On rehabilitation for slum dwellers, housing will be managed through judge and apply possibility of systems like 'Cross Subsidy' to ensure their basic needs.

*Source: National Housing Policy 2013 (Draft), NHA, Bangladesh*

Private sector initiative sparked a remarkable boom in investment and development activities. However, it has been argued that the formal mortgage market is small relative to both new housing construction and the market for existing houses, and that it serves only the highest income groups. Indeed, the mortgage market has a compartmentalized structure that provides advantages to the government-owned BHBFC, which operates in the same high income market as private lenders. This indicates a situation of poor financial market development in Bangladesh, in which private housing finance institutions (HFIs) struggle to mobilize adequate resources. There is a need therefore for government financial policies and support for private HFIs to promote the expansion of housing finance.

The sector has extensive potential to attract investment to its various segments. To make sure that private developers provide housing to the low income people, the government should go for public private partnerships. In such ventures the government typically contributes by providing land and the private sector does the rest. To address the price of construction materials tax reduction in the linked industries (like brick, cement, steel or tiles industry) is necessary. In addition, strict measures should be taken up to restrict frequent price surge. This will ultimately help to reduce the apartment price. There is a need for an alternative housing finance model for the poor and government is aware of the fact. This requires partnership of the government, private sector and communities, and needs to be embedded at the policy level.

In recent years, housing finance in Bangladesh has undergone important structural changes as a result of macroeconomic stability and financial innovations. A stable macroeconomic environment, the increased availability of resources to finance the private sector, and the active role of public sector credit institutions explain the recent growing number of households with access to housing finance. However, housing gaps are still large; for instance, the ratio of real estate sector to GDP is low compared to other countries indicators. However,

#### **Notable housing projects (Government and NGO)**

- National Housing Authority (NHA) has started implementing a **\$30-80 m** project of around 11 multistoried buildings on a 5 acres land in Mirpur<sup>1</sup>.
- RAJUK has initiated a **> \$500m BDT** project located in Keraniganj Upazila under Dhaka district<sup>1</sup>.
- In 2010, UNDP brokered a 99-year lease to the land for resettling the evicted residents of South Molavi Para, Gopalganj municipality. The Municipality, Deputy Commissioner's Office, Community Housing Development Fund, UPPR were involved in the model that provided permanent shelter to 350 households who were evicted in 2009.
- **ARBAN**<sup>1</sup>, an NGO, implemented their first housing project in 2010 at Borobagh, Mirpur by constructing multi-storied building for 40 apartments, sized about 450-550 sft. for its members. The members paid 54% of the cost while ARBAN contributed 46% as loan with 5% service charge repayable in 15 years. ARBAN is currently in the process of preparing its second project at Banasree for 100 households.
- CHDFs, which is an UPPR initiative led by UNDP, in Gopalganj, Sirajgonj, Rajshahi, and Chittagong have already supported tenure security and housing improvement to some 300 households investing BDT 90 million and applying different models of tenure security.

Bangladesh Bank Governor also announced housing fund for the low income people in October 2015.

**The Perspective Plan**<sup>1</sup> of Bangladesh (2010-2021): Making Vision 2021 a Reality” outlines taking of ambitious urban development programs to meet the back-log of unmet demand and new demand for housing and other basic urban services. **7<sup>th</sup> Five Year Plan**<sup>2</sup> emphasized on strengthening the local government through addressing regulatory environment, basic services and spatial dimension of urbanization that particularly includes developing low cost housing and construction material industry. Other policy issues to meet the housing needs are not prioritized for the local governments, as an actor at the city level, as expected.

### 6.3 Ensuring sustainable access to safe drinking water

A very important pre-requisite for a decent living is supply of clean water. Disparity with respect to supply of clean water is large in Bangladesh. In order to assess disparity in clean water supply, tube well or deep tube well has been used as indicators. The average number of installed tube well or deep tube well in the bottom 15 districts is 196,000 compared to the average number of installed tube well or deep tube well of 810,000 in the top 15 districts implying more than 300 percent higher clean water supply connection in the top 15 districts in Bangladesh. The average number of installed tube well or deep tube well in Bangladesh is 464,000. While an estimated 82% of the residents have access to safe drinking water more than 6 million people in urban areas remain without access to safe water.

The Government has adopted the sector development plan for 2011-2025 with the objective to provide a framework for planning, implementing, coordinating and monitoring all activities in the WSS sector. It is envisaged that all WSS-related national and sectoral policies and strategies, and international commitments will be aligned with the SDP. As a strategic planning document, the SDP is expected to address the emerging and the future challenges of the WSS sector. The Plan also provides a road map for the development of the sector and a corresponding sector investment plan. It will be implemented under an SDF. The SDP has assessed the existing legal instruments, policies and strategies, and recommended specific measures to streamline and address the gaps.

The 7th FYP identifies the core targets set in accordance with the vision and goals of the Perspective Plan. For urban areas it has targeted to ensure access to improved water source for all urban dweller. It will also ensure safe drinking water to be made available for all rural and urban population.

The specific objectives are to mitigate arsenic problem in drinking water by providing alternative systems, expand water and sanitation services to cover currently underserved Pourashava areas, provide improved water supply to underserved, un-served and difficult to reach areas. Primary schools will be ensured access to safe drinking water.

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<sup>1</sup> The Perspective Plan provides the road map for accelerated growth and lays down broad approaches for eradication of poverty, inequality, and human deprivation. Specific strategies and the task of implementation will be articulated through the two five-year plans: Sixth Five Year Plan (2011-2015) and the Seventh Five Year Plan (2016-2020).

<sup>2</sup> Five Year Plans are motivated by the Vision 2021, proposed by Awami League prior to 2008 Election. The Government transformed the vision in to a long term perspective plan to be implemented by two consecutive FYPs (6<sup>th</sup> & 7<sup>th</sup>).

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In order to address the challenges and to manage the present and future demand of safe water supply and sanitation in sustainable way, the Government of Bangladesh has formulated/adopted several policies and strategies, some of which are named below:

- National policy for safe water supply and sanitation 1998 (WSS policy)
- National policy for arsenic mitigation & its implementation procedure 2004 (Arsenic policy)
- National sanitation strategy 2005
- Sector Development Plan (2011-2025), Water Supply and Sanitation Sector.
- Pro-poor strategy for water and sanitation sector in Bangladesh 2005
- National cost sharing strategy for water supply and sanitation in Bangladesh 2012
- National Strategy for Water and Sanitation, Hard to reach areas of Bangladesh.
- National Vetting Guideline for water supply and sanitation sub-sector in Bangladesh
- Water Acts, 2013

Dhaka WASA has the strategic goal of accessing and ensuring supply of quality water, sanitation and removing water logging from the Dhaka City. As part of sustainable water supply strategy DWASA wants to ensure water production ratio where 70% will come from surface water and 30% from ground water. Khulna WASA and Rajshahi WASA also has strategic plans for increasing sustainable quality water supply, improve sanitation services and water logging in the Khulna and Rajshahi city areas.

#### **6.4 Ensuring sustainable access to basic sanitation and drainage**

Improper sanitation system and untreated sewage mixes with water to deteriorate its quality. Inadequately sealed latrines in rural areas are unable to cope with annual flooding and prevent faecal pollution. Inadequate access to safe water, lack of sanitation and poor hygiene cause diarrheal diseases and it is estimated that around 10% of the total burdens of disease are come up from poor sanitation and drainage.

It is found that only 25% of urban households live in dwellings with a permanent structure. Inadequacy of urban services is a severe hindrance to the continued development of urban areas. Most of the urban residents do not have any connection to a public sewerage system. The simple latrine connected to septic tank system is the most widely used form of sanitation for urban residents in Bangladesh. This needs to change to reduce health risks. However, the use of sanitary toilet facilities in urban areas increased quite significantly during the last three decades, with increase from 32.4% of urban households using sanitary toilet in 1981 to 76.12% in 2010.

The Government has adopted the sector development plan for 2011-2025 with the objective to provide a framework for planning, implementing, coordinating and monitoring all activities in the WSS sector. It is envisaged that all WSS-related national and sectoral policies and strategies, and international commitments will be aligned with the SDP. As a strategic planning document, the SDP is expected to address the emerging and the future challenges of the WSS sector. The Plan also provides a road map for the development of the sector and a corresponding sector investment plan. It will be implemented under an SDF. The SDP has assessed the existing legal instruments, policies and strategies, and recommended specific measures to streamline and address the gaps.

Provision of adequate and affordable basic infrastructure and services, essential for safeguarding health, safety, welfare and improved living environment of the people, will be an important strategic focus under the 7th Plan. The Plan outlines the need for sustaining & replication of **Total Sanitation Campaign** with a variety of water supply initiatives. In the area of prudential regulations, the emphasis will be on the following core aspects: Licensing of food vendors in hotels, restaurants and other commercial food vendors to ensure sanitation and health safety standards.

The 7<sup>th</sup> FYP has emphasized on ‘Faecal Sludge Management’ as the success of reducing open defecation to 1% in Bangladesh is impressive, the progress has created a new challenge of faecal sludge management. In the absence of a planned system FSM is likely to undermine the achievements made, and give rise to significant public health and environmental risks. The recently approved Sanitation Strategy has laid down the broad direction for managing faecal sludge, to be worked out in greater details during the 7th Five Year Plan period.

### **Sanitation**

7<sup>th</sup> Five Year Plan Targets to ensure access to sanitary latrines to be increased to 100 percent for urban population and proportion of rural population with access to sanitary latrines to be raised to 90 percent. To improve on sanitation services DWASA aims at ensuring *sanitation facilities* for city dwellers by increasing the existing coverage from 40% to 60% during the 7th plan period. Khulna WASA and Rajshahi WASA also have strategic plans for improved sanitation services in the Khulna and Rajshahi city areas.

### **Drainage**

For drainage, the 7<sup>th</sup> Five Year Plan has a target to ensure coverage of drainage system to be expanded to 80% in urban areas. As part of DWASA’s strategy of removal of *Water Logging* from Dhaka city so as to provide hygienic living conditions it plans to increase the existing coverage of drainage system from 60% to 80%. Khulna WASA and Rajshahi WASA also have strategic plans for water logging in the Khulna and Rajshahi city areas.

Basic infrastructure and services at the community level, including delivery of safe water, sanitation, waste management, social welfare, transport and communications facilities, energy, health and emergency services, schools, public safety etc., will primarily be the responsibility of the central government agencies and the local government bodies with increasingly greater involvement of the private sector.

The Government also supports the involvement of NGOs, market-oriented business organisations and private organisations in sanitation development, particularly in the development of different types of latrines.

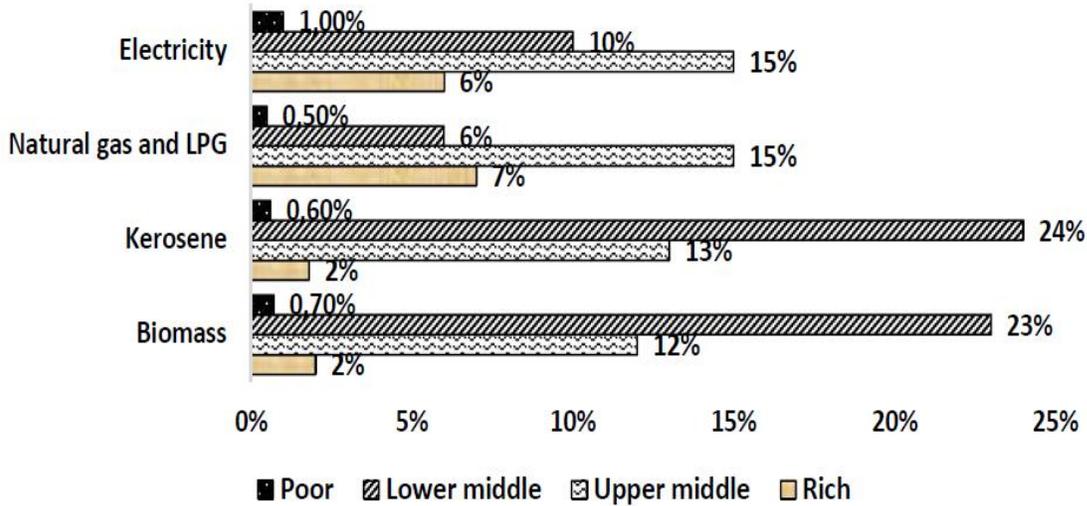
## **6.5 Improving access to clean domestic energy**

Energy is considered as one of the crucial inputs to eradicate poverty and promote socioeconomic development of a country. Modern, affordable and improved access to energy and its services are crucial to stimulate social, economic and environmental development. About 31.5 percent of people are living below the national poverty line (HIES, 2010). The country’s per capita GDP was US\$ 1690 (World Bank, 2010) where the GDP growth rate is only 6.7 percent (WEC, 2012). Bangladesh is a low energy consumer while her demand for energy is increasing with development. The annual energy consumption was 209 kgOE/capita in 2010, which was very low compared to the world’s average of 1790 kgOE.

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According to the BBS (2010), the lower-middle-income group (monthly per capita income 1,500–7,999 Tk.) consumes a small share of fuels, except kerosene. It is also seen from the figure, the largest shares of different fuels is consumed by the rich and upper-middle-income households. As a result, they have received the highest share of associated subsidies.

Fig 3: Fuel Consumption by Different Income Groups (BBS, 2010)



Given the global climate change scenario and carbon trading prospect, renewable energy has emerged as an alternative source of energy solution around the world. Bangladesh has enormous potential in developing renewable energy from different sources, ie, solar energy, biomass, and biogas. Other renewable energy sources include wind, bio-fuel, gasohol, geothermal, wave and tidal energy, which are expected to be explored in the future. In line with the international trend, the Government of Bangladesh has taken a systematic approach towards renewable energy development.

As part of its initiatives, the Government has adopted Renewable Energy Policy (REP) in 2008 and formed a focal point called Sustainable and Renewable Energy Development Authority (SREDA) for coordinating the activities related to the development of renewable energy technologies and financing mechanisms. The policy envisions 5% of total power generation from renewable energy sources by 2015 and 10% by 2020.

IDCOL, a government initiative, is committed to play a pioneering role in attaining this vision of the government. Government is considering to enact the SREDA Act, which will replace the REP 2008. IDCOL is implementing and financing several renewable energy programs and projects, the likes of which include IDCOL’s Solar Home System program, Biogas programs, solar irrigation pumps, solar powered solution for telecom BTSs, solar power based mini grid, biogas and biomass based electricity, etc.

The government of Bangladesh and IDCOL has already achieved remarkable progress in infrastructure development through this public-private partnership (PPP) model in electricity generation. In order to facilitate the development of core sector public infrastructure and services that are essential for the people of Bangladesh, the Government issued the Policy and Strategy for Public Private Partnership (PPP) in August 2010. The government's Vision 2021 goal incorporates the PPP program to ensure higher growth and provide enhanced public services in a fiscally sustainable manner.

Besides, Bangladesh Bank has created a revolving fund of BDT 2 billion for refinancing of renewable energy projects, e.g. solar energy, biogas, etc. through commercial banks and financial institutions at concessionary terms and conditions. And further, with regard to energy, the 7<sup>th</sup> FYP outlines the following targets:

- Installed Generation Capacity of electricity to be increased to 23,000 MW by 2020.
- Increase per capita energy consumption from 371 kWh to 514 kWh.
- Electricity coverage to be increased to 96 percent.
- Reduce system loss from 13% to 9%

## 6.6 Improving access to sustainable means of transport

The transport system of Bangladesh consists of roads, railways, inland waterways, sea ports, maritime shipping and civil aviation catering for both domestic and international traffic. Presently there are about 21,040 km of paved roads; 2,835.04 route-kilometers of railways (BG-659.33 km, MG -1,800.88 km and DG-374.83); 3,800 km of perennial waterways which increases to 6,000 km during the monsoon, 2 seaports and 2 international airports (i.e. Dhaka and Chittagong) and 8 domestic airports.

Development and maintenance of transport infrastructure in Bangladesh is essentially the responsibilities of the public sector as are the provision of railways transportation services and most air transport. The public sector is also involved in transport operations in road, inland water transport (IWT) and ocean shipping alongside the private sector. In the road transport and IWT sub-sectors, the private sector is dominant. Recently private sector has also been involved in domestic air transport and railway on a very limited scale.

The vision of the national transport authorities is to establish a safe, cheaper, modern and technologically dependable, environmental friendly inter-modal transport system with a view to reducing the financial cost and time for both commercial traffic and for citizens.

A modern transport sector is also important for the expansion of manufacturing and duly emphasized in the 7<sup>th</sup> FYP. Improve the multimodal transport network with a significant increase in the share of rail and waterways traffic are suggested along with reduce urban traffic congestion with focus on Dhaka and Chittagong Metropolitan areas and the incidence of road accidents.

The 7<sup>th</sup> FYP recognizes importance of modern transportation and communication for achieving the target growth of 8% at the end of plan period. The key elements of the transport sector strategy for the Seventh Plan are as follows:

- i) Timely completion of all ongoing roads and bridges projects especially related to inter-city highways;
  - ii) A top priority is to focus on fast tracking a number *transformational infrastructure investment*. These include the Padma Bridge, Deep Sea Port Project, MRT-6 project, LNG terminal project, Payra Port Project, Rooppur Nuclear Power Project, Rampal Coal Power Project and Matarbari Coal Power Project;
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- iii) Another priority will be to address the new strategic considerations regarding the Government's commitment to promote regional connectivity and support for the Trans-Asian Highway Project;
- iv) Address the anticipated Chittagong port capacity constraints owing to growing income and international trade;
- v) Significantly expand the capacity of the civil aviation to handle growing international and domestic air traffic through investments in new airports and other supportive infrastructure;
- vi) Address the major institutional constraints that have hampered implementation of infrastructure projects in the Sixth Plan;
- vii) Reform the PPP strategy with a view to achieving stronger progress under this approach in the 7th Plan;
- viii) Address the urban transportation challenge of increasing traffic congestion;
- ix) Strengthen the use of river and rail transport to provide a low-cost and more environment-friendly alternative to road transport;
- x) Coordinate the Roads, Railway and inland water cargo linkages to strengthen the performance of Chittagong Port and the competitiveness of the manufacturing sector; and
- xi) Address the broader governance and institutional challenges of the sector.

### **Urban Transport**

The Government has taken initiatives to implement the MRT Line-6 project from *Uttarato Motijheel* under the supervision of Dhaka Transport Coordination Authority (DTCA). The Metro Rail Act, 2015 was enacted in February 2015. More specifically, that for the planned transport infrastructural development of Dhaka and other major cities, thereby making these more liveable, the following additional strategies would be undertaken:

- Like other successful metropolitan mega cities of the world, infrastructural development, maintenance, traffic enforcement, public transport operation, public utilities etc. there needs to be active consideration for bringing those under a strong unitary metropolitan authority.
  - For coordinated development of metropolitan cities and urban areas, like other countries consideration could be given to establishing an autonomous urban development authority (UDA). In the absence of this type of development authority, major cities and urban areas of Bangladesh are growing unsustainably and haphazardly without any planned mass-transit infrastructure and mainly based on smaller sized vehicles.
  - Developing a balanced multimodal system as has been stipulated in the STP and DHUTS studies.
  - Adopting decentralization policy; it can be started with the gradual shifting of Garment Industries from the core areas.
  - Emphasis should be placed on efficient traffic management to ease congestion.
  - Adhering mass transit oriented land use and transport development policies; main focus needs to be on the development of signal free road network and public transport infrastructures (viz. dedicated bus lanes, passenger transfer facilities, bus bays, turnaround facilities, stopover terminals etc. which are now grossly missing)
  - Besides reclaiming footpath, adequate pedestrian friendly walking and crossing infrastructures should be developed.
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## 6.7 Challenges experienced and lessons learnt in these areas

Due to lack of planning and proper management rapid urbanization of Bangladesh has been accompanied by serious problems of housing, infrastructure and services in urban areas. Apart from the existing huge shortage in housing stock, most of the dwelling units in urban areas are structurally very poor, lack services and utilities, and built without proper planning. Rapid growth of urban population and consequent demand for land and housing has made the situation even worse, particularly in big cities. Very few households have access to land and credit facilities. The situation is particularly worse for the lower income group and the poor who live on marginal settlements built by small land developers or by the occupants themselves.

The National Housing Authority estimated that the requirement of housing units in urban areas would increase by 0.5 million units per year. By the year 2010 about 6.2 million units of permanent dwelling units would be needed. More than half (54.73%) of the urban households live in purely temporary structures while those living in semi-permanent structures comprise about 23 percent of the urban households. Only about 22 percent of the households live in permanent structures indicating that overwhelming majority of urban households live in poor quality houses. Apart from structural quality, availability of floor space per person in urban areas is also quite low. Average floor space per living structure in 1991 was 299 sq. ft. while bed room space per person in the same year was only 62 sq. ft. More recent data, however, indicate significant improvement in the structure of dwelling units of urban residents. In urban areas in 2005, 48.23% households had wall material made of concrete and 24.17% had both wall and roof made of concrete. CI sheet/wood was found in the wall of 27.87% households and roof of 27.36% of households.

Housing has been a perennial problem in urban areas and shortage of adequate housing, particularly for the lower income groups is acute leading to homelessness and rampant growth of slums and squatter settlements. Lack of adequate serviced land in appropriate locations often poses problems for housing and infrastructure development programs. Majority of the poor in urban areas are rural migrants with extremely low affordability for housing. Consequently they resort to living under inhuman situations in the slums.

Scarcity and high cost of land has become a stumbling block to facilitating accessibility of the lower income people to housing. Apart from land, the availability and cost of building materials also exert significant influence on the supply of housing. Construction cost of an average residential property in Bangladesh is usually split between 70 percent material cost and 30 percent labour cost.

Adequate and safe water supply systems are the single most important service that can safeguard the people living in urban areas. There has been a significant improvement in the supply of safe water in recent years. In Bangladesh Majority of the people in urban areas use tube well as their main source of drinking water. According to population census 2001, 69.9% of urban population use tube well as the source of drinking water. Besides, a considerable percentage of population (28.8% urban people) use supply water or tap water. A small percentage of urban population, however, uses pond/river or other sources of drinking water.

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

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development activities for enhancing the local capacity for environmentally sound production of building materials and construction techniques.

The use of sanitary toilet facilities in urban areas increased quite significantly during the last three decades. There has been an increasing trend in the use of sanitary toilet facilities since 1981. In 1981, 32.4% of urban households used sanitary toilet which increased to 70.5% in 2002. At the same time the percentage of household that does not have any toilet facility decreases from 1981 to 2002. In larger urban centers more people use sanitary toilets compared to smaller urban centers. In densely populated residential areas, it is generally only sewers or toilets, connected to septic tanks that can ensure adequate provision for sanitation. In almost all the urban centers (except Dhaka) there are no sewers at all and a large number of households lack connection to septic tanks. Most human excrement and waste water ends up in rivers, streams, canals and ditches, untreated. In Dhaka, where there are sewers, they serve only a small proportion of total population.

### **6.8 Future challenges and issues in these areas**

In Bangladesh most of the existing housing stock has been built by the owner-occupiers themselves serving mainly the middle and lower-income people. In view of the significant contribution such efforts are making towards meeting housing needs, appropriate steps should be taken to support the efforts of people, individually or collectively, to produce housing. This may take the form of encouragement of efforts to improve existing self-built housing through better access to housing resources, including land, finance and building materials.

Electricity is of central importance for all kinds of activities and crucial for households to attain a higher quality of life. Making reliable and quality electricity available to all people of the country at affordable prices can improve the standard of living and enhance economic development. Although the overall percentage of people in the country having access to electricity is low, electricity is available to a large percentage of people in urban areas. In 2001 census it is found that 70.9% house hold use electricity for lighting where as 28.5% house hold use kerosene as a source of lighting. From the table it is also found that from 1981 to 2001 the use of kerosene decreases and the use of electricity increase significantly in the urban areas. As regards sources of fuel, majority of the urban households (50.43%) used wood/bamboo as the main source in 1981. In 2002 the percentage decreased to 38.85%. The use of gas has increased from 1981 to 2002.

There are wide variations in the availability and quality of basic services in different areas. Such variations may also affect different groups in different ways. Overall, women and girls face more limited availability and lower quality of services than other poor people. In remote areas primary education and health care, clean drinking water and reliable sanitation are often unavailable or only available at a considerable distance. The unavailability of services affects women and men, girls and boys in different ways. The poor people are often unable to pay for a service. The governments recognize this problem and provide primary education and some health care services. However, all these services are expensive.

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 basic shelter.

People with disabilities face more challenges in securing health and education due to physical and social barriers. Women with disabilities are often the most marginalized, as they have multiple disadvantages through their gender and disability.

One of the major objectives of the housing policy of 1999 was to ensure housing for all with special emphasis on the disadvantaged, destitute, shelterless and the low and middle income groups. Very little has been done so far by the government in this respect. Government efforts have been concentrated mainly on catering to the needs of the middle and upper income groups. Only recently, several thousand flats have been constructed in Bhashantek on private-public partnership basis for the low-income people. It is, however, doubtful whether the low-income people will benefit from this program.

As regards the quality of drinking water supplies in urban areas it is known that many serious problems exist. Majority of the population having access to public water supplies in urban communities have access only to an intermittent supply. Intermittent service may lead to contamination of water because when the pressure in the distribution system falls there is no resistance to infiltration of pollutants from outside. Poor maintenance also often leads to reduction of supply and sometimes to a halt when the system breaks down.

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.

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## Chapter VII Indicators

### 7.1 Percentage of people living in slums

A Census of Slum Areas and Floating Population was conducted in 2014 by BBS where a total of 13,938 slums were counted covering all city corporations, municipalities, Upazila headquarters and all other urban areas. This compares to a total of 2,991 slums recorded in the Census of Slum Areas and Floating Population 1997. A total of 592,998 slum households of an average size of 3.75 persons were counted in 2014. This compares to 334,431 slum households of an average size of 4.17 persons in 1997. That is an increase of 77 percent in the number of slum households over the 17 years since the 1997 census was revealed (against an increase of 366 percent in the number of slums over the same period). In the Census of Slum Areas and Floating Population 2014, a total of 2.2 million people were counted dwelling in the slums. This is a population increase of 214 percent over 17 years by comparison with the Census of 1997. Hence, it can be said that 5.25 percent of total urban population lived in the slum areas in 2014 in Bangladesh. [Millennium Development Goals, Bangladesh Progress Report, (2015), p 91]

**Table 7.1: Urban Population Living in Slum**

|  |  |                   |                         |   |
|--|--|-------------------|-------------------------|---|
| 7.10: Proportion of urban population living in slums |  | 7.8<br>(BBS 2001) | 5.25 (CSAFP, BBS, 2014) | - |
|--|--|-------------------|-------------------------|---|

Source: Millennium Development Goals, Bangladesh Progress Report, 2015, p 83

### 7.2 Percentage of urban population with access to adequate housing

Lack of adequate housing for Bangladesh's large urban population is obviously a key problem in all of the cities and secondary towns in Bangladesh. Housing deficit in urban areas grew from 1.13 million units in 2001 to 4.6 million units in 2010 (Table below). The deficit is projected to reach 8.5 million units in 2021 if investment in the housing sector does not keep pace with the growth of population. [Final Draft, SEVENTH FIVE YEAR PLAN FY2016 – FY2020, Accelerating Growth, Empowering Citizens (2015), p 497]

**Table 7.2: Urban Housing Deficit**

| Year | Housing Deficit in urban areas  | Total Urban Population (Million) |
|------|---------------------------------|----------------------------------|
| 1991 | 0.95 million units              | 20.87                            |
| 2001 | 1.13 million units              | 28.81                            |
| 2010 | 4.6 million units               | 43.43                            |
| 2021 | 8.5 million deficit (projected) | 60.00                            |

Source: HIES, 2010; BBS, 2001; National Housing Authority, 2005;

### 7.3 Percentage of people residing in urban areas with access to safe drinking water

Adequate and safe water supply systems are the single most important service that can safeguard the people living in urban areas (Ahmed, 2000; Ahmed, 2003; DPHE, 1986; Gofran, 2003). There has been a significant improvement in the supply of safe water in recent years. In Bangladesh Majority of the people in urban areas use tube-well as their main source of drinking water (Table 2.1). According to population census 2001, 69.9% of urban population use tube-well as the source of drinking water. Besides, a considerable percentage of population (28.8% urban people) use supply water or tap water. So, number of people residing in urban areas with access to safe drinking water is 98.7%. A small percentage of urban

population, however, use pond/river or other sources of drinking water. (Sarwar Jahan, Country paper on sustainable and inclusive transport development in Bangladesh)

**Table 7.4: Percentage of households by sources of drinking water**

| Source of drinking water | 1999-2000 HIES | 2001 Population census | 2002-2003 NCLS | 2004 PMS |
|--------------------------|----------------|------------------------|----------------|----------|
| Tube-well                | 66.9           | 69.9                   | 81.2           | 71       |
| Pond/river               | 0.2            | 1.2                    | 2.6            | 0.2      |
| Supply water/tap water   | 32.1           | 25.6                   | 15.5           | 28.8     |
| Other                    | 0.8            | 3.3                    | 7              | 0.2      |

Source: BBS, (2005a)

**Quantity of Water:** The total improved water supply coverage has increased in Bangladesh from 68% to 85% among 1990 to 2012 according to WHO & UNICEF report (Joint Monitoring Programme Report 2014). In urban area the coverage is slightly higher than in rural areas, but the achievement is higher in rural areas. The JMP estimates are based on fitting a regression linear trend line to a series of data points from household surveys and censuses. Linear regression is deemed the best method for the limited amount of often poorly comparable data on file, especially given the relatively short time frame. The water supply coverage as in JMP report 2014 is given in Table below.

**Table 2.1: Water supply coverage according to JMP report 2014**

| URBAN WATER                    |                |                     |                |                  |               |
|--------------------------------|----------------|---------------------|----------------|------------------|---------------|
| Estimated coverage 2014 update |                |                     |                |                  |               |
| Year                           | Total improved | Piped onto premises | Other improved | Other unimproved | Surface water |
| 1990                           | 81%            | 23%                 | 58%            | 17%              | 2%            |
| 1995                           | 82%            | 25%                 | 57%            | 16%              | 2%            |
| 2000                           | 83%            | 27%                 | 56%            | 16%              | 1%            |
| 2005                           | 84%            | 29%                 | 55%            | 15%              | 1%            |
| 2010                           | 85%            | 31%                 | 54%            | 15%              | 0%            |
| 2012                           | 86%            | 32%                 | 54%            | 14%              | 0%            |

#### 7.4 Percentage of people residing in urban areas with access to adequate sanitation

In terms of improved access to adequate sanitation facilities (ie public sewerage, septic tanks and water seal pit latrines), gains in service coverage have been disappointing. In rural areas adequate sanitation coverage has increased from 7% to about 25% at present, while urban coverage has risen little from 55% in 1991 because of the growth in poorly served areas surrounding Dhaka and other cities. [National Water Management Plan Project, Draft Development Strategy, Main Report, (2000), p 21]

| URBAN SANITATION               |          |        |                  |                 |
|--------------------------------|----------|--------|------------------|-----------------|
| Estimated coverage 2014 update |          |        |                  |                 |
| Year                           | Improved | Shared | Other unimproved | Open defecation |
| 1990                           | 46%      | 25%    | 19%              | 10%             |
| 1995                           | 48%      | 26%    | 18%              | 8%              |
| 2000                           | 50%      | 27%    | 17%              | 6%              |
| 2005                           | 52%      | 28%    | 17%              | 3%              |
| 2010                           | 54%      | 29%    | 16%              | 1%              |
| 2012                           | 55%      | 30%    | 15%              | 0%              |

| RURAL SANITATION               |          |        |                  |                 |
|--------------------------------|----------|--------|------------------|-----------------|
| Estimated coverage 2014 update |          |        |                  |                 |
| Year                           | Improved | Shared | Other unimproved | Open defecation |
| 1990                           | 30%      | 15%    | 15%              | 40%             |
| 1995                           | 36%      | 18%    | 14%              | 32%             |
| 2000                           | 43%      | 21%    | 13%              | 23%             |
| 2005                           | 49%      | 24%    | 12%              | 15%             |
| 2010                           | 55%      | 27%    | 11%              | 7%              |
| 2012                           | 58%      | 28%    | 11%              | 3%              |

| TOTAL SANITATION               |          |        |                  |                 |
|--------------------------------|----------|--------|------------------|-----------------|
| Estimated coverage 2014 update |          |        |                  |                 |
| Year                           | Improved | Shared | Other unimproved | Open defecation |
| 1990                           | 33%      | 17%    | 16%              | 34%             |
| 1995                           | 39%      | 19%    | 16%              | 26%             |
| 2000                           | 45%      | 22%    | 14%              | 19%             |
| 2005                           | 50%      | 25%    | 13%              | 12%             |
| 2010                           | 55%      | 27%    | 13%              | 5%              |
| 2012                           | 57%      | 28%    | 12%              | 3%              |

#### 7.5 Percentage of people residing in urban areas with access to regular waste collection

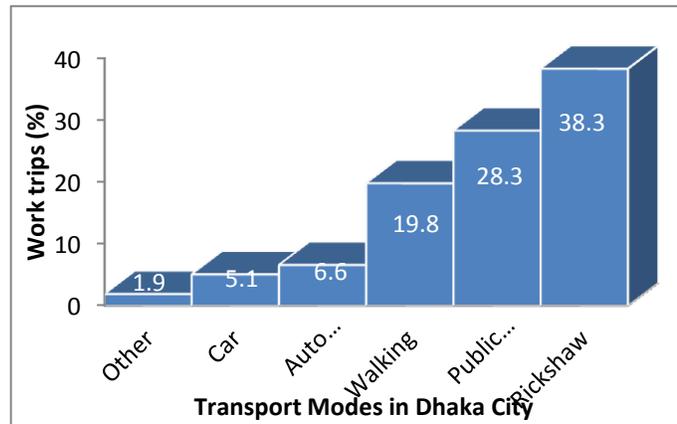
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**7.6 Percentage of people residing in urban areas with access to clean domestic energy**  
 Percentages of urban households using gas as fuel facility and electricity as lighting facility were 20.43% and 62.77% respectively (BBS, 2008). [Sarwar Jahan, Country paper on sustainable and inclusive transport development in Bangladesh]

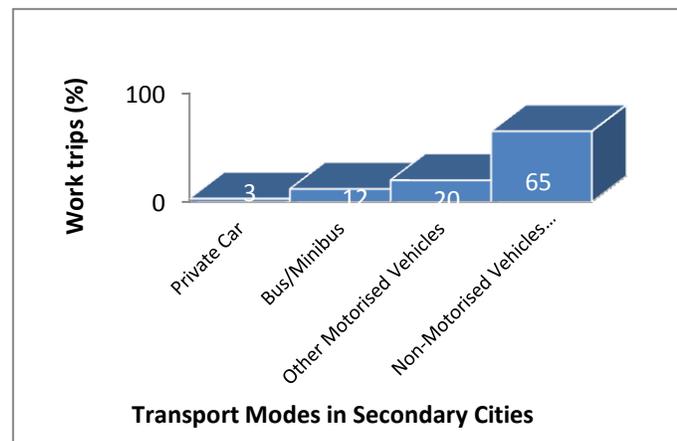
**7.7 Percentage of people residing in urban areas with access to public transport**

It is unfortunate that despite being a megacity with a large number of residents, Dhaka does not have a Mass Transit (MRT) in any form to move a huge number of people at a time at high frequency. Public transport in Dhaka is road based and consists of non-motorized such as rickshaws and motorized transport such as buses, minibuses, human haulers, taxis and autorickshaws. Buses are the only mode which can carry a large number of people at one time and has the potential to cater to all income groups. But the number of operational buses is not more than 20 to 25% of the number required to meet the demand. Moreover bus service in the city is characterized by overcrowding, long waiting time and journey time, lack of comfort, difficulty in transferring from one route to another, long distance to and from bus stop etc. (Sarwar Jahan, Country paper on sustainable and inclusive transport development in Bangladesh)

**Dhaka Megacity:** Heavy concentration of motorized and non-motorised smaller vehicles with almost 80 per cent of the available road space occupied by private passenger cars and rickshaws is expected to continue in the foreseeable future. Private passenger cars in Dhaka account for only 5% of the total trips and about 25% of the vehicles but occupy about 39% of the road space. Public buses on the other hand, account for about 28% of the total number of trips but occupy only 6% of the road space. Rickshaws’ share of trips and road space is 38% and 40% respectively (DTCB and JICA, 2010).



**Secondary Cities:** Being a megacity and the capital of the country, Dhaka receives most attention from the policy makers in terms of addressing its transportation problems while major secondary cities like Chittagong, Khulna, Rajshahi, Sylhet, Comilla, Bogra and Mymensing do not receive proper attention despite the fact that these cities also face significant transportation problems. People in these cities mainly depend on non-motorised transport modes which facilitate more than 60% of the trips they make for various purposes. Figure-4 presents the distribution of work trips by modes in urban areas of Bangladesh. 65% of the trips are made through non-motorised means such as rickshaw, bicycles and walking.



Being a megacity and the capital of the country, Dhaka receives most attention from the policy makers in terms of addressing its transportation problems while major secondary cities like Chittagong, Khulna, Rajshahi, Sylhet, Comilla, Bogra and Mymensing do not receive proper attention despite the fact that these cities also face significant transportation problems. People in these cities mainly depend on non-motorised transport modes which facilitate more than 60% of the trips they make for various purposes. Figure-4 presents the distribution of work trips by modes in urban areas of Bangladesh. 65% of the trips are made through non-motorised means such as rickshaw, bicycles and walking.

**7.8 Level of effective decentralization for sustainable urban development measured by:**

- (i) Percentage of policies and legislation on urban issues in whose formulation local and regional governments participated from 1996 to the present: **Data not available**
- (ii) Percentage share of both income and expenditure allocated to local and regional governments from the national budget: **Data not available**
- (iii) Percentage share of local authorities' expenditure financed from local revenue: **Data not available**

**7.9 Percentage of city, regional and national authorities that have implemented urban policies supportive of local economic development and creation of decent jobs and livelihoods**

Data not available

**7.10 Percentage of city and regional authorities that have adopted or implemented urban safety and security policies or strategies**

Data not available

**7.11 Percentage of city and regional authorities that have implemented plans and designs for sustainable and resilient cities that are inclusive and respond to urban population growth adequately**

Data not available

**7.12 Share of national gross domestic product (GDP) that is produced in urban areas**

The contribution of the urban sector to the national gross domestic product (GDP) has also increased rapidly, from 26 per cent of GDP in 1972 to more than 50 per cent by 2005. In 2000, industry represented 20 per cent of all employment in Dhaka; half of that was in the garment industry. Twenty eight per cent of female employment is in the garment industry; this in itself is an important factor in female empowerment. [Understanding Urban Inequalities in Bangladesh: A prerequisite for achieving Vision 2021, UNICEF Bangladesh (2010), p 6]

## Chapter VIII

### Case Studies and Policy Documents

#### 8.1 Good Practice: Mymensingh Strategic Development Plan (MSDP), 2011-2031

With the assistance from Comprehensive Disaster Management Programme (CDMP) II, Urban Development Directorate (UDD), is implementing a pilot project on “Preparing a Module for Mainstreaming Disaster Risk Reduction Measures into Comprehensive Land Use Development Planning and Management for Mymensingh Strategic Development Planning (MSDP) Area”, where the existing Mymensingh municipality is situated as a core urban area. MSDP is being prepared not only the municipality itself but also considering regional context by integrating adjoining ten (10) unions (lowest administrative boundary at local level of rural Bangladesh)[Reference: Figure 1 (a), Figure 1 (b), Figure 1 (c) respectively in Appendix].

##### (a) Addressing the Risk of Disaster

The plan would be prepared by mainstreaming “Disaster Risk Reduction (DRR) into Comprehensive Landuse Planning and Management”. Engineering geological data and information is being interfaced with landuse data and information for the first time in Bangladesh to prepare risk-sensitive land use plan [Reference: Figure 2 (a), Figure 2 (b), Figure 2 (c), and 2 (d) respectively in Appendix]. Since Bangladesh is a flood plain country, plan for MSDP project is being prepared considering protecting and conserving the flood plain and wetland within the project area [Reference: Figure 2 (e), Figure 2 (f), Figure 2 (g), Figure 2 (h), Figure 2 (i), Figure 2 (j) respectively in Appendix]. Besides, fragile ecological condition of the Brahmaputra river system is also being considered to prepare the plan. So, eventually the plan would provide with all necessary safety measure for the town dwellers of Mymensingh. Moreover, Bangladesh Fire Service and Civil Defense (BFSCD) is concerned with rescue operation during emergencies. Steps have taken to develop a number of volunteers for rescue operation during emergencies under the objectives of Comprehensive Disaster Management Programme (CDMP) II. Keeping this view in mind, all necessary surveys for MSDP project has been conducted by deploying the local young generation with the objective of developing a motivated group in advance.

##### (b) Surveys and Studies

All surveys and studies including physical feature survey, topographic survey, existing land use survey and other surveys such as Urban and Rural Economy, Study of Social Infrastructure (Education, Religious, Sports, Recreation, Community and Socio-Cultural Services/Facilities etc.), Traffic Survey, Hydrological Study, Formal and Informal Industrial Survey, Recreational Open Space, Health Facilities including Community Health Facilities, Educational Facilities, Agricultural Land Demarcation Survey, Archaeological Study, Pollution Study etc. have been completed. Planning phase of the project is already been initiated. Survey data has been rechecked, for example Digital Elevation Model has been checked and adjusted at 231 points. Average error has been found +/-0.21m for rural area and +/-0.14m for urban area(see the detailed into [www.msdp.gov.bd](http://www.msdp.gov.bd)). An existing 3-D model for Mymensingh Municipality for the first time in Bangladesh [Reference: Photo-5 in Appendix].

### (c) Participation of Different Stakeholders and Local People

Apart from this technical support, the local level government administration such as Deputy Commissioner (DC) of Mymensingh district, local representative the honourable Mayor of Mymensingh municipality, local citizens, local NGOs, local level government and non-government organisations, different stockholders are the key contributors for developing the planning package for next twenty years to come. The plan is being prepared by direct involving local people, elected representative, civil society through Participatory Rapid Appraisal (PRA), by using the social mapping and mental image of the inhabitants who knows their region best; and also involving all concerned sectors of complex and interrelated urban systems including existing land use, physical features, topography, traffic pattern and transportation system, hydrology, social and economic infrastructure, rural and urban economy and industrial development, recreational open space, archaeology, agricultural land preservation, conservation of nature and ecology, settlement, health, education, administration, pollution, topography and so on [**Reference: Photo 1, Photo 2, Photo 3, and Photo 4 respectively in Appendix**]. Aim of the project is also establishing inter and intra-regional connectivity, economic base of the town, establishing backward and forward linkage for the industries, promoting better livelihood and circulation system to make the town sustainable and vibrant.

### (d) Outcome of the Project

As an outcome of the project, land use clearance, building approval and occupancy certificate of each building would be provided on the basis of the planning guidelines that would be prepared under MSDP Project and hence, at the end, the output of this ecology sensitive land use plan would provide a basis, which would help to avoid death toll from different disasters, and building collapse due to unauthorized construction and use like “Rana Plaza” incident at Savar, Dhaka, 2013 in future. Since it is a pilot project on “**Preparing a Module for Mainstreaming Disaster Risk Reduction Measures into Comprehensive Land Use Development Planning and Management for Mymensingh Strategic Development Planning (MSDP) Area**”, a risk sensitive planning methodology that would be developed from the project, which would be adopted for preparing risk-sensitive land use planning for other cities and towns of Bangladesh as Model. As one of the component of the project, creating the legal basis for planning for whole of Bangladesh, “**Urban and Regional Planning Act, 2014**” has been drafted and submitted to government for further consideration. It is expected that the plan would help to adorn the town with an organized shape which would provide with a beautiful townscape and beautification of the town as well. The real beauty of this project is in the grass root participation of the local people in all levels of planning process of the project.

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## 8.2 Community Resilience through Women Leadership A Case study on Bhola slum of Mirpur

### Introduction:

Over a number of years many slums have been developing in Dhaka city. Since 1996 PDAP has been working in different slum areas on various issues such as basic education, primary health care, skills development training, women's and adolescents' awareness raising and advocacy.

Poor households and the women within urban communities are especially vulnerable because of the additional care-giving burdens they bear and their lack of access and control over resources and services. For example their ability to increase their daily income, effecting food security is impeded by concerns about being evicted from their homes. Although there is declaration in High Court that "Without rehabilitation, there will be no eviction", slum dwellers are often forced to leave, without rehabilitation.

Because of the above issues PDAP plans to take an action plan against community resilience through Leadership and DRR training. The location was Bhola Bastee (slum) Mirpur, Dhaka, Bangladesh and target group was 100 slum women. More than 1000 was benefitted in the community. Project period was one year. The goal was Strengthening Grassroots slum women through leadership, DRR training and Local to Local (L2L) dialogue.

Since 24 years, the inhabitants of this Bhola Bostee have been living. Near about 500 families are living in this Bostee. These Bostee dwellers came from different areas of Barishal district due to river erosion. They have lost their property, resource and shelter. They are very poor. Their occupation is – Richshaw puller, vegetable and fish seller, Garments worker and home worker. PDAP took the following activities for their community resilience :

- Identification of area through mapping and household survey
- Training on leadership development skills.
- Awareness on Empowerment issues
- Understanding L2L methodology
- Use of L2L within community and national level workshop



The organized groups received leadership training and disaster risk reduction training from PDAP. PDAP also encouraged them to contact NGOs themselves to address problems. The groups leaders contacted World Vision, DSK and ARBAN. As a result, DSK provided some sanitation facilities, whilst World Vision developed their road/walkway. For road repair, they require permission from the local MP, so the women's groups unitedly went to the local MP to get permission for the work. World vision then started to repair the road by providing slabs to cover the open drains. Now, they are trying to adjust the water pipe line legally.

Ms. Naseem Sheikh from SSP, India came to PDAP to share her experience with the grassroots leaders. She said that in their area, Maharastra, they do everything through the community group members. She gave a power point presentation, explaining about Community Practitioners Platform (CPP) and how they improved their community through this platform and are now self-sustainable. If Bhola slum dwellers, especially the trained women leaders utilize their training properly, then they will be able to improve their community and self-sustainable.



### 8.3 Urban Partnerships for Poverty Reduction (UPPR): The Single Largest Urban Poverty Reduction Programme in Bangladesh (2008-2015)

UNDP's Urban Partnerships for Poverty Reduction programme (UPPR), one of the largest development programmes in the world, has helped more than three million people improve their livelihoods and living conditions by empowering poor urban communities to take charge of their own development, especially women and girls of 23 cities (City corporations and municipalities). Funds (approx. USD 120 million) were provided by UKaid, UNDP, the Government of Bangladesh (GOB) and the beneficiary communities.

#### **UPPR Approach: Giving communities control over poverty reduction**

National poverty reduction plans have traditionally focused on the rural poor while urban poor communities continue to be overlooked by policy makers in many cases. In 2008, UPPR was initiated with the goal of lifting three million urban poor and extreme poor people out of poverty by 2015 in 23 cities and towns across the country.

UPPR used a community-based approach led by mostly poor and extremely poor women, who are empowered to manage their development to meet their own needs and those of their family and community, and as a result, overcome poverty and the barriers to be part of the city. UPPR's theory of change for reducing poverty in poor urban settlements built upon the understanding that communities themselves are best placed to judge what their main priorities are and who amongst them is most in need of support. In particular, the UPPR approach was about creating space for the most vulnerable members of the communities, especially the poor and extremely poor women, and empowering them to make these decisions and implement solutions.

#### **Moving forward on poverty reduction with a multi-sectoral approach**

UPPR believes that all aspects of poverty, including education, health, nutrition and employment, should be addressed in parallel. Multi-dimensional poverty requires an integrated response. As such, UPPR supported mobilised communities to bring about change, for example with the help

#### **UPPR Strategies**

The UPPR defines four main outputs which are concretized through 21 strategies:

**Output 1** : Urban poor communities mobilised to form representative and inclusive groups and prepare community action plans;

**Output 2** : Poor urban communities have healthy and secure living environments;

**Output 3** : Urban poor families acquire resources, knowledge and skills to increase their incomes and assets;

**Output 4**: Pro-poor urban policy environment delivering benefits for the poor.

#### **UPPR Practices**

The CDCs deploy a multiplicity of practices that respond to the different strategies defined by the UPPR.

#### **UPPR Tools**

The UPPR project has created a series of instruments addressed to help the CDCs to better manage their day-to-day and to put into operation the different challenges to be achieved.

#### **UPPR Processes**

The UPPR has developed several processes addressed to the communities involved. These processes are conceived as a set of actions aimed at putting the project in place.

*For more details please click:*

<http://www.bd.undp.org/content/bangladesh/en/home/library/poverty/uppr---documentation-of-uppr-learning-and-good-practices-study/>

of two funds that finance the interventions that communities have deemed urgent and necessary.

Through the **Settlement Improvement Fund (SIF)**, UPPR provided direct monetary inputs to the communities so that they can contract the necessary works for physical improvements in their neighbourhoods. Placing communities at the centre of this process ensures that infrastructure development and service delivery meets the needs and priorities of the poor, especially women and children, in the urban slums. Interventions included the extension of drains and footpaths, the construction of latrines, reservoirs and water dwells to improve sanitation and hygiene conditions, and to improve access to roads and markets.

UPPR's **Socio-Economic Fund (SEF)** provided the necessary funds to finance activities that improved the livelihoods and social conditions of urban poor. These grants included apprenticeships and training, grants for small business development, education grants to keep girls in school, and grants for urban food production activities.

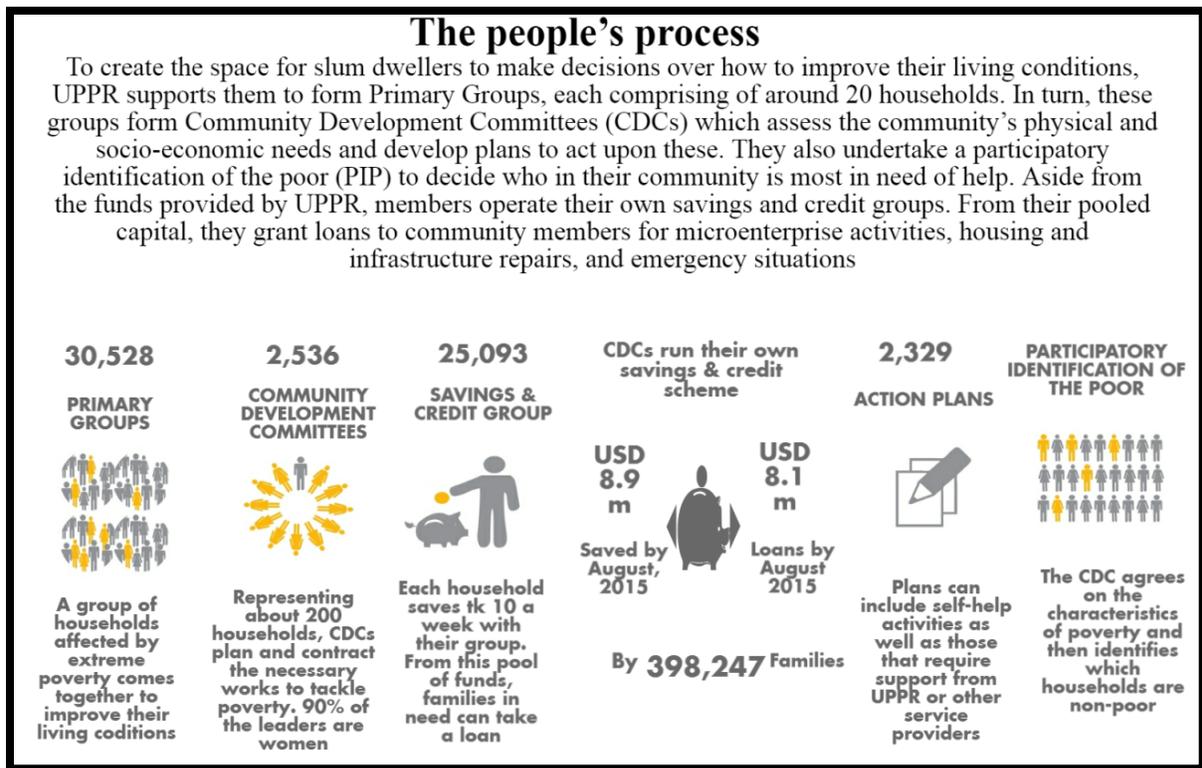
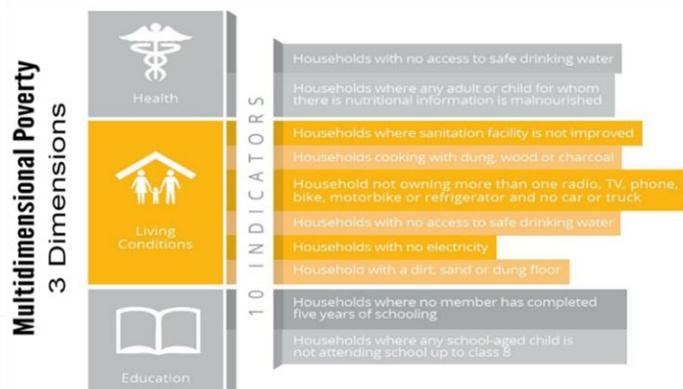


Figure: 1. The People's Process

### The Multidimensional Aspects of Urban Poverty

UPPR used the Multidimensional Poverty Index (MPI) methodology to measure changes in poverty in their areas of intervention (Figure 2). UPPR worked with communities to improve these



different dimensions, such as through improving access to basic services community infrastructure and acquiring livelihood skills.

Figure: 2. Multidimensional Poverty Index

The MPI study was first conducted in 2013 and a follow-up was conducted one year later, in 2014. It looked into poverty from the dimensions of health, education, and standard of living. These three dimensions were comprised of ten indicators; namely, nutrition, child mortality, years of schooling, children’s school enrollment, cooking fuel, latrine, drinking water, electricity, and assets. In 2014, 23.5% of Households were multidimensional poor, which was a drop from 33.3% in 2013 (Figure 3).

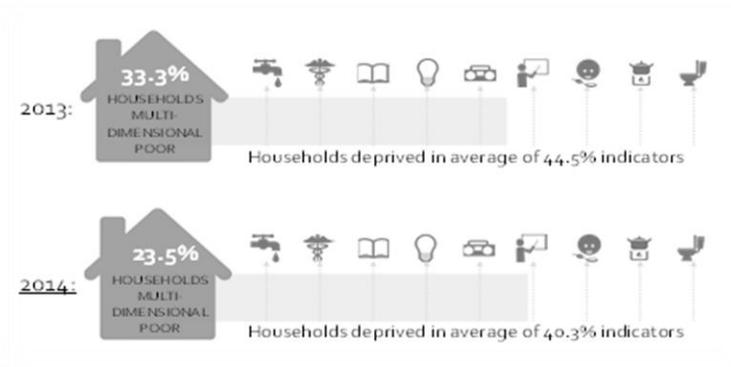


Figure:3. Multidimensional Poverty: 2013 and 2014 Results

### UPPR’s Area of Work: Some Achievements

#### Mobilization

- Poor households mobilized into Community Development Committees: 813,005 as of August 2015
- Leadership in community structures held by poor women: 91% as of August 2015

#### Federation

All CDCs in town



#### CDC Clusters

10- 15 CDCs



#### CDCs

Typically 200 households



#### Primary Group

Typically 20 households



#### Households

Average size of 4.3 members



#### Community



Figure:4. Community Mobilization

## Education

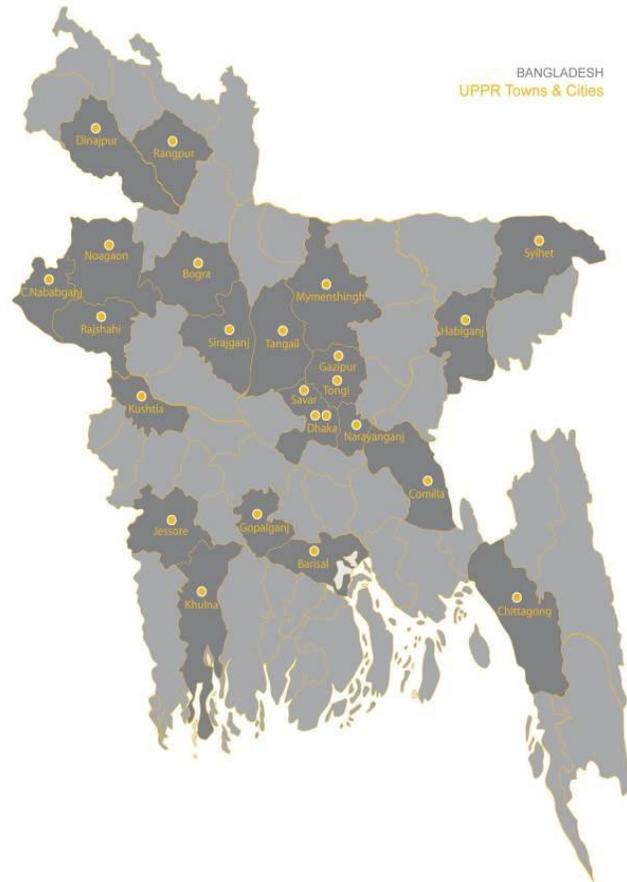
- Years of school financed: 111,146 as of August 2015

## Community Banking

- As of August 2015, the savings balance across all groups reached BDT 668 million (USD 8.7 Million) and 31 million US\$ in loan assistance that has been extended to 88,000 members.

## Tenure & Housing

- UPPR has a two-track approach for improvement of tenure security for the urban poor. Firstly, UPPR works towards influencing relevant policies through establishment of strategic partnerships and advocacy for more inclusive urban planning. In that regard, UPPR uses Settlement Land Mapping (SLM)<sup>3</sup>. Using GIS maps printed by UPPR, slum community members mark the low-income settlements and plots of vacant land in wards in which they live. **Secondly**, UPPR provides operational support to the improvement of tenure security through development of alternative approaches to forced eviction and models for security of tenure.<sup>4</sup>



- The project also facilitates UPPR communities to access support to housing and housing finance. UPPR has helped the communities to establish a Community Housing Development Fund (CHDF) in 14 UPPR towns/cities.<sup>5</sup>

## Livelihoods

- Since mid-2014, the SEF team of UPPR has concentrated on engaging with the private sector for skills training and employment.

<sup>3</sup> Please find more details on the link : <http://www.upprbd.org/download.aspx?name=1-ATTPUB-11122013061103.pdf>

<sup>4</sup> Please find more details on a **Citiscopes** Report ‘**After a painful eviction, Bangladesh slum dwellers start over with a 99-year lease**’ on the link : <http://citiscopes.org/story/2015/after-painful-eviction-bangladesh-slum-dwellers-start-over-99-year-lease>

<sup>5</sup> Please find a documentary on CHDF on the link : <https://www.youtube.com/watch?v=JzwKasAS674>

- By December 2014, UPPR had established 10 partnerships<sup>6</sup> with private sector and training Institutions/organization to train and provide at least 80% of employment. Private sector partners include the Bangladesh Garment Manufactures Export Association (BGMEA), the Solar Group, Land Mark Footwear and Nippon Industries.
- Today, over 50 thousand poor and extremely urban poor are busy putting their skills to work or operating their own businesses.

#### Health & Nutrition

- Direct nutritional intervention is mainly targeted at women, adolescent girls and children under the age of five. This strategy includes the distribution of iron and folic acid (IFA) supplements to pregnant and breastfeeding women, as well as adolescent girls. De-worming tablets and multiple micronutrient supplements are supplied to children under the age of five as well.
- Additionally, services such as training, workshops and counseling on nutrition, exclusive breastfeeding and hygiene practices take place in order to raise awareness of healthy and proper practices.

#### Infrastructure

- From 2008 to 2014, UPPR has financed 5,334 contracts for communities to improve their settlements resulting in 246,891 households now benefiting from improved access to water facilities and 187,101 households benefiting from improved latrines.
- By getting directly involved in the planning and execution, the community members learn and develop local skills that can be utilized for future employment as skilled and unskilled labourers. Further, a sense of ownership over the final output is developed over the implementation process, resulting in communities contributing to ensure the quality of construction and maintenance.

### **Learning from Urban Partnerships for Poverty Reduction (UPPR)**

UPPR's multi-component integrated approach has been recognized as a good model of urban poverty reduction by the LGIs, GoB, community and development partners. This motivated GoB to initiate a new urban poverty reduction programme to scale up the model in its effort to fulfil its commitment of reducing poverty to 18% by 2021, to contribute addressing the continuous urban growth and to support achievement of making the country middle income by 2021.

Increased women's empowerment<sup>7</sup> has been considered as one of the most important achievements in UPPR. Women have taken central roles in the establishment, functioning and leading of about 2600 community organizations, managing community based savings and credit

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<sup>6</sup>Please find more details on a *Guardian* Report '**Doing development differently: a new approach to cross-sector partnerships**' on the link: <http://www.theguardian.com/sustainable-business/2015/dec/10/doing-development-differently-a-new-approach-to-cross-sector-partnerships>

<sup>7</sup>Please find more details on a *BBC* coverage '**The Dhaka slum being transformed by women**' on the link: <http://www.bbc.com/news/world-asia-33308274>

programme of a size of USD 29 million to support livelihoods of about 300,000 households. Furthermore, UPPR community groups are now influencing policies at the local government level and have established their offices at LGI building and to influence additional budgetary allocation for poverty reduction. Some of the key lessons from UPPR include:

- **Building the capacity of communities is worth doing in its own right, and not just as a means to an end.** CDCs, clusters and town level federations developed significant capacity to do things on their own. This has encouraged municipalities to draw on the capacity and interest of communities to help develop their approach to tackling urban poverty.
- **Influencing national policy is difficult, but it is possible to build good working relationships at town level.** There is political resistance to decentralisation in Bangladesh. Financing and management decisions are highly centralised - with politicians using patronage in influencing the allocation and use of resources. Institutional co-ordination at national level is also limited - with power mainly held in one central ministry in particular with minimal incentives to work together with other agencies.
- **Secure tenure and access to housing loans are high priorities for the urban poor.** This can be provided without large amounts of external financing. The housing finance through Community Housing Development Fund (CHDF) is financially sustainable and an effective tool to create ownership of the community in maintaining infrastructure.
- **Local infrastructure improves people's lives and should continue to be an element in helping the urban poor in future programmes.** The Settlement Improvement Fund (SIF) has helped improve people's living conditions. Future programmes should include incentives for local governments to shoulder more of the infrastructure cost.
- **Partnerships and linkages (P&L) provide an effective way to sustain the project impact.** The partnerships and linkages element of the programme has been assessed as being at the "cutting edge" of development thinking and practice. The CDC, cluster and federations system makes it much easier for other organisations to access the urban poor.

### Way Forward

Drawing on the experience and lessons learnt from UPPR, the Government of Bangladesh has embarked on formulating a new generation of urban poverty reduction programme called "National Urban Poverty Reduction Programme" (NUPRP). UNDP remains committed to supporting the Government of Bangladesh's new initiative.

*For further details on UPPR please visit <http://www.upprbd.org/Home.aspx> or mail to [ashekur.rahman@undp.org](mailto:ashekur.rahman@undp.org)*

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## Appendix Maps and Photos of MSDP Project

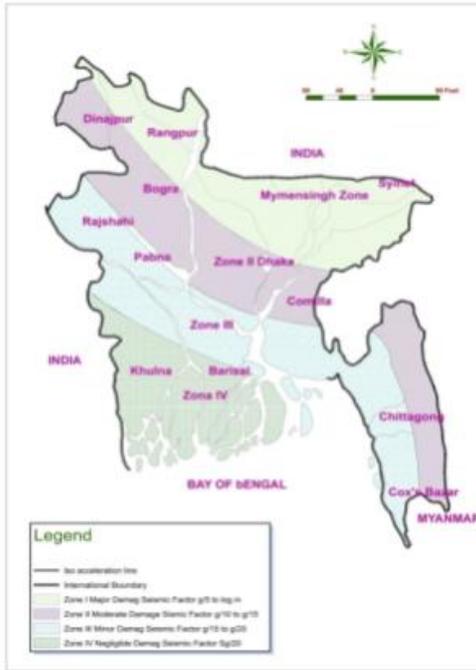


Figure 1 (a): Map Showing Earthquake Risk Macrozonation of Bangladesh

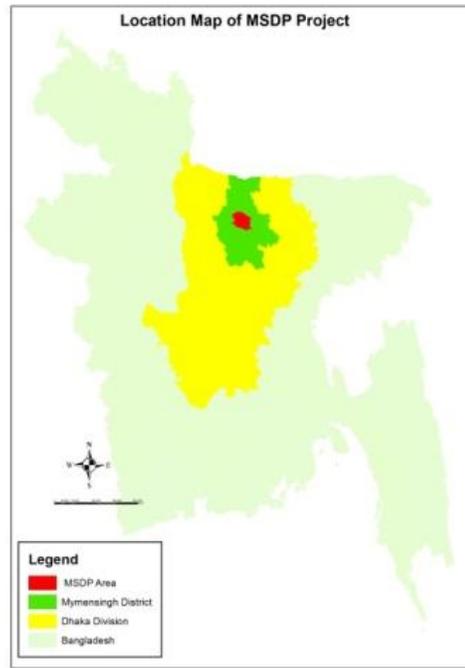


Figure 1 (b): Map Showing Project Area covering with respect to Country, Division and District Respectively



Figure 1 (c) : Map Showing Project Area covering Mymensingh Municipality and Surrounding 10 (Ten) Unions

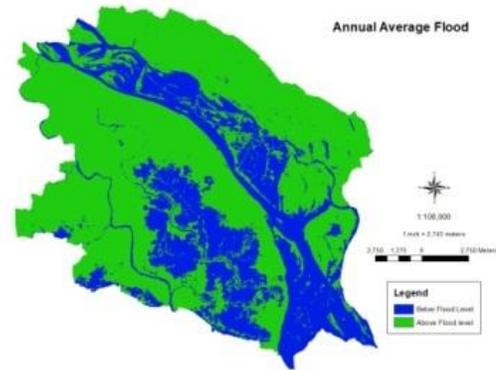


Figure 2 (a): Annual Average Flood Level prepared from three dimensional (3-D) Satellite Image

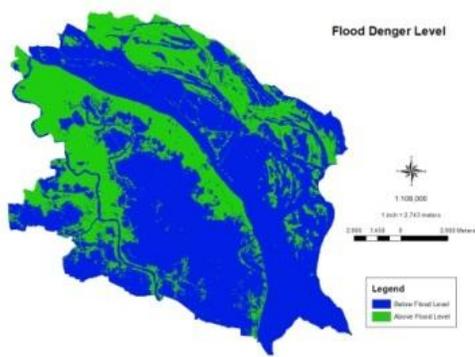


Figure 2 (b): Flood Danger Level Map prepared from three dimensional (3-D) Satellite Image

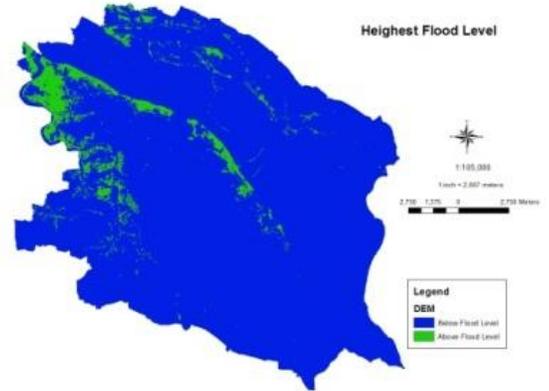


Figure 2 (c): Highest Flood Level Map prepared from three dimensional (3-D) Satellite Image



Figure 2 (d): Flood map of 1988 Prepared from Three Dimensional (3-D) Satellite Image

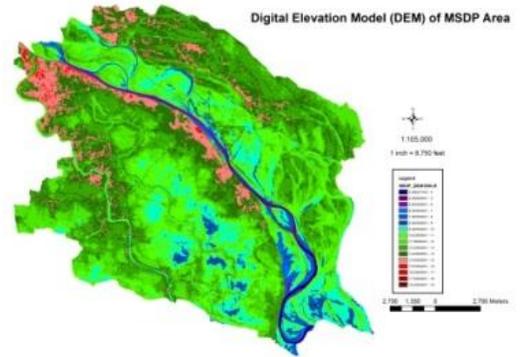


Figure 2 (e): Digital elevation model (DEM) Prepared from Three Dimensional (3-D) Satellite Image

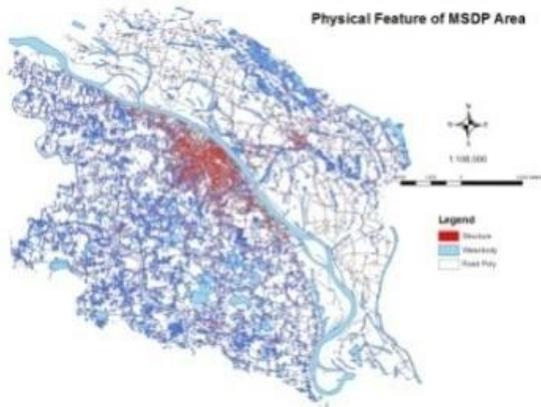


Figure 2 (f): Physical Feature Map prepared from three dimensional (3-D) Satellite Image

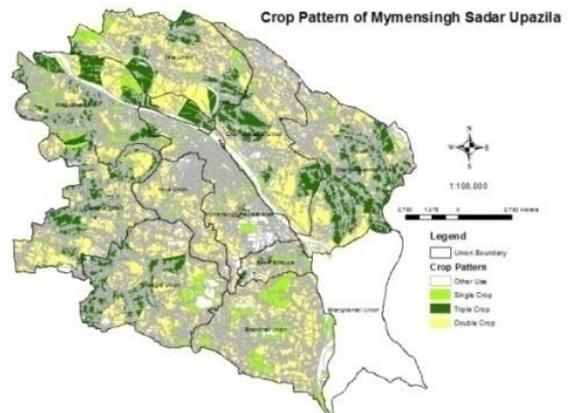


Figure 2 (g): Agricultural Cropping Pattern Map of Mymensingh Sadar Upazila Prepared from PRA

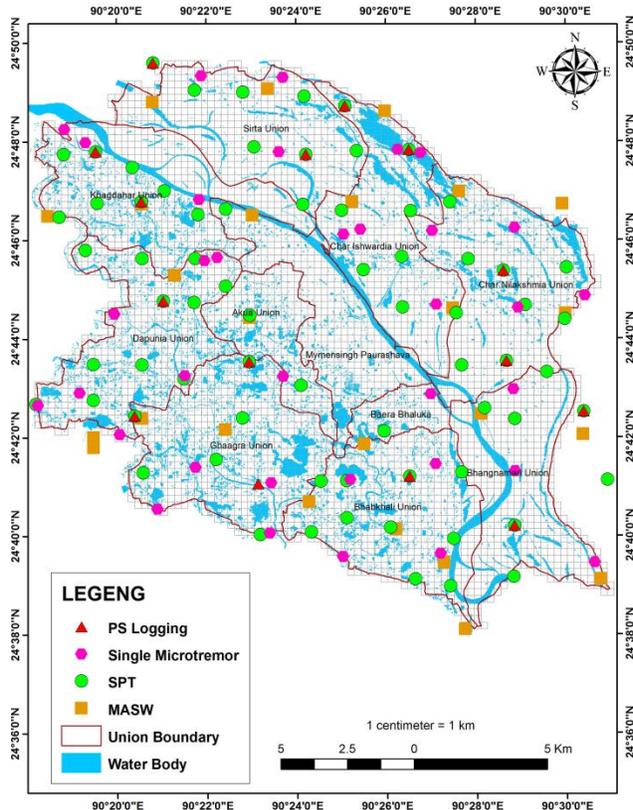


Figure 2 (h): Location of Engineering Geological Survey

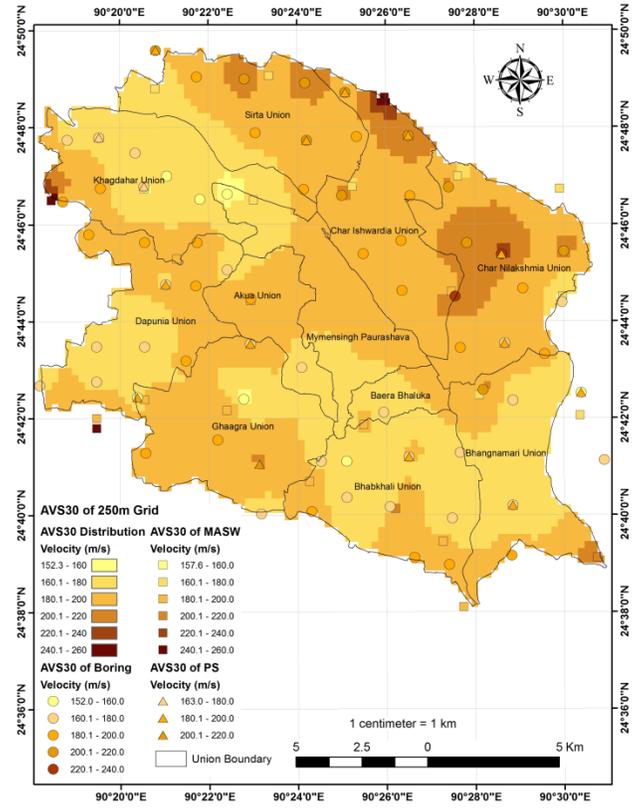


Figure 2 (i): Composite Result of Engineering Geological Survey

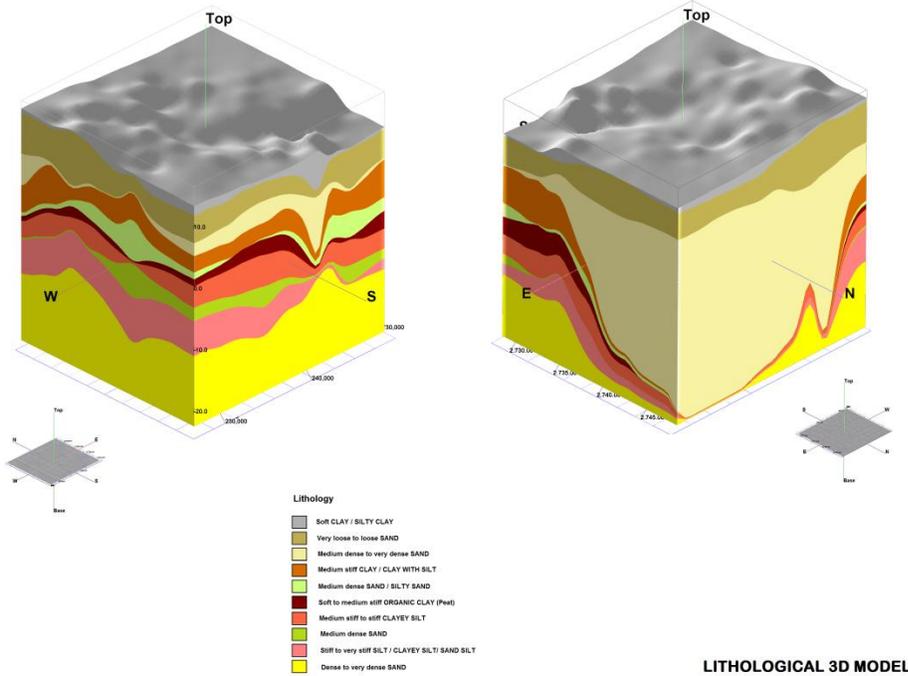


Figure 2 (j): Lithological Column Prepared from Engineering Geological Survey



Photo 1: Children Art competition



Photo 2: PRA with the Mothers'



Photo 3: PRA Output of Char Nilakshmia Union (Rural PRA)



Figure 4: PRA Output of Ward No. 1 (Urban PRA)



Photo 5: 3-D Model of Existing Physical Feature of Mymensingh Municipality

