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Coordination of urban planning organizations as a process of achieving effective and socially just planning: A case of Dhaka city, Bangladesh

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Abstract

Urban planning and development management in developing countries were restructured following the basic notion of decentralization. Dhaka has a number of other municipalities and rural bodies, which are within its functional jurisdiction under different forms of decentralization. Theoretically it has been assumed in different literature that decentralization promotes good governance for achieving effective and socially just planning. However, this paper argues that coordination of urban planning is essential for such attainment, which is not essentially an output of decentralization. Rather reviewing the case of Dhaka Metropolitan Development Plan, it is evident that there is an ongoing conflict among different actors for promoting planned urban development in Dhaka city. But in the era of participatory planning for promoting social justice, the commencement of coordinated development is essential. In this regard, this study is an attempt to understand the importance of coordination for effective and socially just planning in Dhaka city of Bangladesh. © 2015 The Gulf Organisation for Research and Development. Production and hosting by Elsevier B.V. All rights reserved.

Keywords: Management plan; Metropolitan development; Participation; Social justice; Town planning

1. Introduction

Effectiveness, efficiency, sustainability and social justice are some of the major tenets upon which development initiatives are devised, proposed, designed, implemented and monitored. The achievement (or deficit) of the aforementioned tenets is a manifestation of the organizational and institutional relations – both intra and inter-operating within a given intervention's context. Therefore,

promoting better coordination is the major task to ensure social justice through planning. Urban planning organizational coordination means integration of a broad array of interests within and beyond the city scale for policy-making and implementation processes. Coordination of urban planning organizations is a process of achieving good urban governance for promoting social justice (Feiock, 2009). Numerous studies have been conducted in this research field to find out a good coordination set-up under which urban planning decisions and tasks would run in a coordinated and uninterrupted manner. The intention of such coordination was to promote good governance. However, good governance was institutionalized

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in developing countries through the process of democratic decentralization¹. In the field of urban planning in developing countries, it was assumed that initiation of delegated planning organization could ensure better coordination for promoting good governance. However, these assumptions have never been tested through empirical evidences.

Urban planning organizational coordination is one of the pressing issues of Bangladesh. In Bangladesh, responsibility sharing is a major planning problem, particularly, overlapping of functions in urban areas. It has been found that several organizations are doing the same work. The main reason for such a situation is that each organization works under a separate ministry, which affects the development plans having the absence of role casting principle. Dhaka is the primate city and the national capital of Bangladesh with a population of 10 million. The overwhelming rate of urbanization in Dhaka city is perceived due to the major source of formal employment with corresponding informal employment. But along with the rate of urbanization the failure of state in terms of its planning ability is putting down the city into deteriorating living conditions, where the access to services and facilities is not socially just.

In terms of planning the central planning organization is Capital Development Authority (RAJUK) that is responsible for planning and implementation. This organization was established following the global trend of democratic decentralization. This organization is a delegated organization for the planning and management of urban affairs of Dhaka city of Bangladesh. From its inception the organization is preparing several plans for the development of Dhaka. The recent planning package named as Dhaka Metropolitan Development Plan (DMDP) was prepared in 1995 for the time period 1995–2015 by RAJUK for its entire 1530 sq. km area. But in its implementation the plan is not successful because of lack of coordination among different agencies of government. There is no policy of integration in DMDP that may lead to shared common goals and objectives among the different organizations. In addition DMDP failed to separate the roles and responsibilities of different organizations through effective role casting. Hence, DMDP disregards the spatial dimensions of coordinating the development and management of Dhaka city.

¹ *Jonhson and Henry (2004)* suggested the organizational arrangement for decentralization in four ways; namely as deconcentration, delegation, devolution and privatization. Whereas, deconcentration is the handing over of some amount of administrative authority or responsibility to lower levels within central government ministries and agencies. Another organizational arrangement for decentralization is delegation, which transfers managerial responsibility for specifically defined functions to organizations that are outside the regular bureaucratic structure and that are only indirectly controlled by the central government. When deconcentration and delegation works effectively, then to spread up the benefit of democratic government devolution is necessary. Devolution is the creation or strengthening—financially or legally—of sub national units of government, the activities of which are substantially outside the direct control of the central government. In the process of decentralization it assumes privatization as a tool for providing services and facilities.

In the above context, lack of coordination among planning organizations at different tiers of Government is a specific problem area of strategic urban management in Dhaka city. Therefore this research explores the debate whether decentralization can promote coordination among urban planning organizations through a delegated urban planning (RAJUK of Dhaka city, Bangladesh) organization to achieve effective and socially just planning.

2. Promoting social justice through better coordination

The question of social justice arrives from the notion of inequality in planning. Inequality is embedded with injustice, which arrives from the unequal access to basic resources and services that hinders the opportunity and potentials of individual (*Satterthwaite, 2001*). To combat inequality, redistribution can be the area of intervention, whereas redistribution has to be considered as a process as *Harvey (2009)* mentioned ‘Just distribution justly arrived at’. That’s why redistribution will not only encompass the equal access to resource rather it has to be operationalized in the process of decision making that recognizes power relations and effective participation. If we consider social justice only in a redistributive manner it will mislead the process as an outcome only. The problem of inequality that is causing injustice lies under institutional context and social relations that cause power and structural phenomenon of domination (*Young, 1990*). Thus the problem remains in public actions without answering the questions for whom, by whom and how the decisions are being made and implemented. Redistribution of wealth and income is not all about social justice; rather it is enacted with the ‘mode of production’. Thus social justice is not merely redistributing wealth and income rather it is the process to recognize power relations and participation in planning which ensures good governance.

However, the changing definition of governance and good governance has emerged with the changing nature of the political and economic situation. The over changing definitions turned into a new dimension when the developing countries went forward to cope up with the challenges of globalization. The transformation occurred to cope up with the challenges of globalization. While, those cities that globalize bring checks and balances of competition (e.g., FDI, credit markets) in terms of restructuring city governance. Apart from these changing definitions of governance the concept of good governance was evolved in transition. The fundamental transformation to promote good governance emerged in two ways. Firstly, the perceived success of market economies and inefficiencies of state enterprises and secondly, the abuses of authoritarian regimes. In this conflictive arena in different literature democratic decentralization was put forward as a means for promoting good governance. It is perceived by *Jonhson and Henry (2004)* that the goal of democratic decentralization is stakeholders’ participation. Moreover participation of different stakeholders is the fundamental

instrument for promoting good governance, which is the key to achieve social justice. To uphold democratic decentralization for promoting good governance, it requires specific strategies to establish communication channels and build capacities of different actors. Therefore it is questionable whether democratic decentralization is the only means to ensure good governance in terms of achieving effective and socially just planning.

In this context of democratic decentralization institutional coordination remains a major challenge to promote social justice in service delivery through planned intervention. This concept of coordination for promoting social justice is successful in several cases around the world. One of the successful programs is Cato Manor Development Programme in Durban, South Africa (Odendaal, 2007). The CMDP has attracted a lot of attention and attained the UN-Habitat best practice status. This was in regard to the innovation in resource mobilization, process implementation, efficiency and sustainability (UN-HABITAT, 2002). Efficiency in this case was measured against 'sort of similar initiatives' undertaken by other public sectors (UN-HABITAT, 2002). The major task performed by CMDP was to formulate and integrate the separation mechanism for role casting, where CMDA acted as an umbrella organization to ensure consultations and negotiations among the different actors involved in CMDP (Beall and Todes, 2004). Moreover to ensure coordination as a means for social justice in planning, it is essential to understand that the production, provision and consumption of goods and services are carried out by different organizations in any economic system. Therefore, social justice is a matter of collective intent, where institutional coordination is the key to success (Harvey, 2009).

3. Institutional context of Dhaka city management and planning

In Bangladesh the organizational arrangement can be defined through the process of decentralization, as suggested by Jonhson and Henry (2004). They suggested the organizational arrangement for decentralization in four ways; namely as deconcentration, delegation, devolution and privatization, whereas, deconcentration is the handing over of some amount of administrative authority or responsibility to lower levels within central government ministries and agencies. In Bangladesh the constitution is supportive enough to uphold deconcentration in a potent way. In Bangladesh the Constitution of the Republic provides for the separation of powers between the three branches of the government, i.e., executive, legislature and the judiciary (DDC, 2006). The executive branch of the government is organized primarily on functional basis into ministries. The structure consists of two different tiers, formulation of policies and implementation of policies. Policy formulation takes places in the secretariat which is consisted of different functional ministries. Individual ministries are responsible for policy formulation, ministries are

assigned to develop inter departmental coordination to reach a mutually inclusive goal and the secretariat is also assigned to monitor different agencies and field administration. The other tier consists of different departments and directorates under different ministries that are responsible for and assigned for implementing the policies. The usual practices of policy implementation are followed by implementing programs and projects under broad policy outlines. The implementation of programs and projects are the responsibility of different tiers of field administration of ministerial departments and directorates.

Another organizational arrangement for decentralization is delegation, which transfers managerial responsibility for specifically defined functions to organizations that are outside the regular bureaucratic structure and that are only indirectly controlled by the central government. In Bangladesh, most of the departments and directorates have extensions at different tiers of field administration. Besides, there is the public sector that includes a large number of public corporations and autonomous bodies established, in most of the cases, as statutory organizations under special Acts, Ordinances and Presidential Orders (World Bank, 2000). These are responsible for manufacturing as well as delivering certain specified services to the people.

When deconcentration and delegation works effectively, then to spread up the benefit of the democratic government devolution is necessary. Devolution is the creation or strengthening—financially or legally of sub national units of government, the activities of which are substantially outside the direct control of the central government. In Bangladesh, at each level of administration, except division, there are provisions of local government bodies or institutions. These are *Zila*, *Upazila*, and *Parishads* (local administrative unit). Besides, there are also local government institutions for urban areas like city corporations and municipalities. However, presently, elected local government bodies exist only at the Union and Municipality (Paurashava and City Corporations) levels that have been constituted through elections (DDC, 2006).

In the process of decentralization it assumes privatization as a tool for providing services and facilities. In Bangladesh, Lack of private initiative, which is a historical phenomenon, as well as government's compulsions, especially just after the emergence of the country, provided the basis for the extended role and functions of the government. As a result, the role and functions of the central government have become all encompassing from the center to the grassroot level. But by the nineties of the last century, some major and qualitative changes have taken place both in the internal and external environment of the country. Under these arrangements, presently, public services are provided by the government both directly or through autonomous agencies created and owned by it or through local government bodies (DDC, 2006). Some of the services are also delivered by the private sector alongside the government. For example, education and health services are

provided by a combination of the government, the profit and non-profit private sector (World Bank, 2000).

However, in the absence of an appropriate mechanism of accountability and transparency, the service delivery through government institutions resulted in poor satisfaction of the beneficiaries. The other resultant of this practice is the widespread corruption and leakage of public resources (World Bank, 2000). Under the current system, there is very little scope for people's participation. This fact assumes that decentralization is happening as a continuous process in Bangladesh but it is not democratic in nature. So often there are some conflicts to exercise democratic decentralization in Bangladesh for promoting good governance. These conflicts have to be solved and these are the means for promoting good governance.

Though it has been assumed theoretically that organizational arrangement of decentralization provides better coordination for promoting good governance Dhaka city remains the opposite of this statement. Urban planning and development management in Dhaka are fragmented with different roles of different institutions. It is evident that Dhaka has a number of other municipalities and rural bodies, which are within its functional jurisdiction. Therefore, the administrative and functional setting of Dhaka city remains under multiple organizational jurisdictions and responsibilities. City development authority (RAJUK) is regarded as the delegated organization among many within its spatial and legal jurisdiction (Hashem, 2005). In this regard, RAJUK is the central planning authority for Dhaka metropolitan area. Apart from RAJUK, in Dhaka a number of public sector agencies are involved for urban development within as well as outside the city. The prominent deconcentrated organizations are Public Works Department (PWD), Urban Development Directorate (UDD), Housing and Settlement Directorate (HSD). Dhaka City Corporation (DCC) is the local government organization under the organizational arrangement of devolution for promoting decentralization.

4. Historical perspective of Dhaka city management and planning

The first civic committee created to consider solutions to urban problems in Dhaka was the Committee of Improvement, formed in 1823. It was reshaped as the Dhaka Municipal Committee in 1864 and entrusted with various public works of civic amenities. The municipality was given the status of a corporation in 1978, and in 1990 it was renamed the Dhaka City Corporation (Hossain, 2008). Apart from the local government with a view to promote organized development and tackle future urban growth Dhaka Improvement Trust (DIT) was established in 1956 under the Town Improvement Act 1953. DIT was the first urban development organization in Bangladesh. DIT was managed by a 16 member Board of Trustees till 1987 when some structural changes were made in the T.I. Act and the Board of Trustees was replaced by a Board of Members

appointed by the Government. The name of the organization was changed to Rajdhani Unnayan Karttripakkha (RAJUK). Section 73 (1) of T.I. Act empowers RAJUK to be the central planning authority for the area under its jurisdiction. However, to address the urban management issues since 1951 several planning organizations have been created with specific responsibilities under different ministries. In every case “top-down” planning approach was adopted for plan formulation, implementation and evaluation (Ezaz, 2005).

5. Lack of coordination: a common problem in urban planning in Bangladesh

By the year 2035, more than half of the population of Bangladesh will live in urban areas and of them 35% of the people will live in the Dhaka city region (NPF, 2001). But Dhaka is facing the problem of haphazard development. This situation brings the debate about the city capacity as Siddiqui et al. (2000) says, although the urban population growth rate has slightly decreased in the recent years, it is assumed that the city authorities will not be able to take the extra burden of providing civic facilities to its inhabitants unless some useful intervention is taken on the current trend of urbanization (Siddiqui et al., 2000). To tackle this debate the urban sectors therefore, need to be shaped to be economically vibrant, self reliant, liveable, and environment friendly areas. In this problematic paradigm, Dhaka city needs an effective policy appraisal through ensuring effective participation, transparency, and accountability, with the strong coordination of planning organizations (NPF, 2001).

Over the years, different authorities have been sharing responsibilities for the planning and development of Dhaka city including its administration, law and order, utility and services etc. Present metro-governance of Dhaka has three types of agencies-national, sectoral and local. 22 ministries out of a total of 37 and 51 agencies are involved in the planning and development of the Dhaka metropolitan area (Islam, 2000). In Dhaka, these multiple agencies often generate overlapping of functions due to lack of coordination among the concerned agencies. These institutions are generating plurality in the planning and development approach and this pluralism results in uncoordinated efforts which in fact creates more problems than solutions (Mohit, 1991 see in Table 1). It has been argued that the present institutional framework and capacities of the institutions in the urban sector are major constraints to urban development. Islam (2000) noted that the major hindrance to good governance at the city level is lack of coordination among various agencies and elements of governance.

However the “top-down” planning approach merely concerns peoples' participation and integration of different agencies for sharing common goals and objectives. Thus the planning process is not socially just, as this paper assumes social justice is a matter of redistribution and

Table 1
Organizational hierarchy in Dhaka metropolitan area.

Central org.	Commission	Ministries	Departments	Activity
NEC	Planning commission	Works LGRD Others	UDD, PWD, RAJUK DWASA, DCC, DPHE DMP, DESA	Planning Service Service

Source: Author's composition from Mohit (1991).

freedom of power. Sharing common goals and objectives within and between organizations can be instrumental for redistributing power relations. Participation of people in decision making and implementation ensures freedom of power that may lead to socially just urban planning. In this paper coordination is being defined by redistributive and participatory measures. The criteria to assess coordination for promoting social justice are participation, collective decision making by sharing common goals and objectives and recognizing organizational capacity. In this paper the problem of coordination is analyzed through these criteria.

6. A brief description of Dhaka Metropolitan Development Plan (DMDP)

To address the urban management issues since 1951 several planning organizations have been created with specific responsibilities under different ministries. In every case “top-down” planning approach was adopted for plan formulation, implementation and evaluation (Ezaz, 2005). Following this trend in 1995, DMDP was formulated by RAJUK to plan Dhaka city in a holistic way. Unlike other plans, DMDP assumes the holistic approach but did not avoid the biasness to structural aspects, which actually did not fit the civic demands of that era. Though the participatory and integrated approach prescribed by international agencies like UNCHS, the plan followed the conventional expert leading to a rational comprehensive approach. DMDP was a package of three plans – Structure Plan, Urban Area Plan and Detailed Area Plans as in Fig. 1.

Each plan category was designed to meet a particular need. The Structure Plan provides a long term strategy for future metropolitan region development to the 2015. The plan identifies the magnitude and direction of spatial growth within DMDP area and sets forth spatial and sectoral policies over a longer period of time (1995–2015). The Urban Area Plan seeks to make recommendations on a midterm strategy to the year 2005 for the existing urban area and those areas that are likely to be urbanized over the next decade from 1995. It was a set of interim policies, rules and regulations for ten years (1995–2005) to be replaced by detailed area plans. The Detailed Area Plans are to provide detailed planning proposals for specific sub-areas. The areas for which the Detailed Area Plans (DAP) have been prepared recently failed to draw the attention of several organizations to promote better coordination in Dhaka city.

7. Failure of DMDP to promote coordination

Being an autonomous body RAJUK had the opportunity to introduce a participatory and integrated approach of planning. However, in practice throughout the DMDP there is no policy option of integration of different planning agencies which are involved in city management. In its preparation there was no consultation with different organizations and people to share common goals and interest for the future development of Dhaka city. By law every organization has to follow this plan as a means of development and development control in Dhaka city. However often other agencies apart from RAJUK are not following the guidelines prescribed in DMDP due to their own autonomy under different ministries in line with different laws. So there is a conflict going on for urban planning in Dhaka city since the inception of DMDP. Through this plan there was an attempt to delegate power to the local municipal authority (Dhaka City Corporation, DCC) and Government Planning organization (RAJUK) without any consultation and policy options. Later on, these have added complexity to the urban planning organizational coordination due to respective organizational setup and unclear division of functional responsibilities.

DMDP did not introduce the institutionalization process to materialize and utilize the functional responsibilities of planning organizations. On the one hand, Dhaka City Corporation (DCC) for instance is the only elected municipal government that has a planning jurisdiction area of 360 sq. km having about 8 million people (BBS, 2001). On the other hand, the autonomous and single purpose planning organizations such as Capital Development Authority (RAJUK) and Dhaka Water and Sewerage Authority (DWASA) have more city area and people to deal with than that of DCC, even more RAJUK and DWASA were assigned through delegating the charge of urban planning and water supply service functions of DCC to RAJUK and DWASA, respectively (Ezaz, 2005). Therefore, those functions along with many others of DCC had remained parallel and uncoordinated to RAJUK and DWASA for instance.

Apart from these three major organizations DMDP mentioned different sectoral policies that cause ambiguity about role casting without answering the question that who will be the functional organization for implementing such sectoral policies. At present, 42 or more planning organizations function in an un-integrated way to manage Dhaka (Talukder and Newman, 2003). These planning

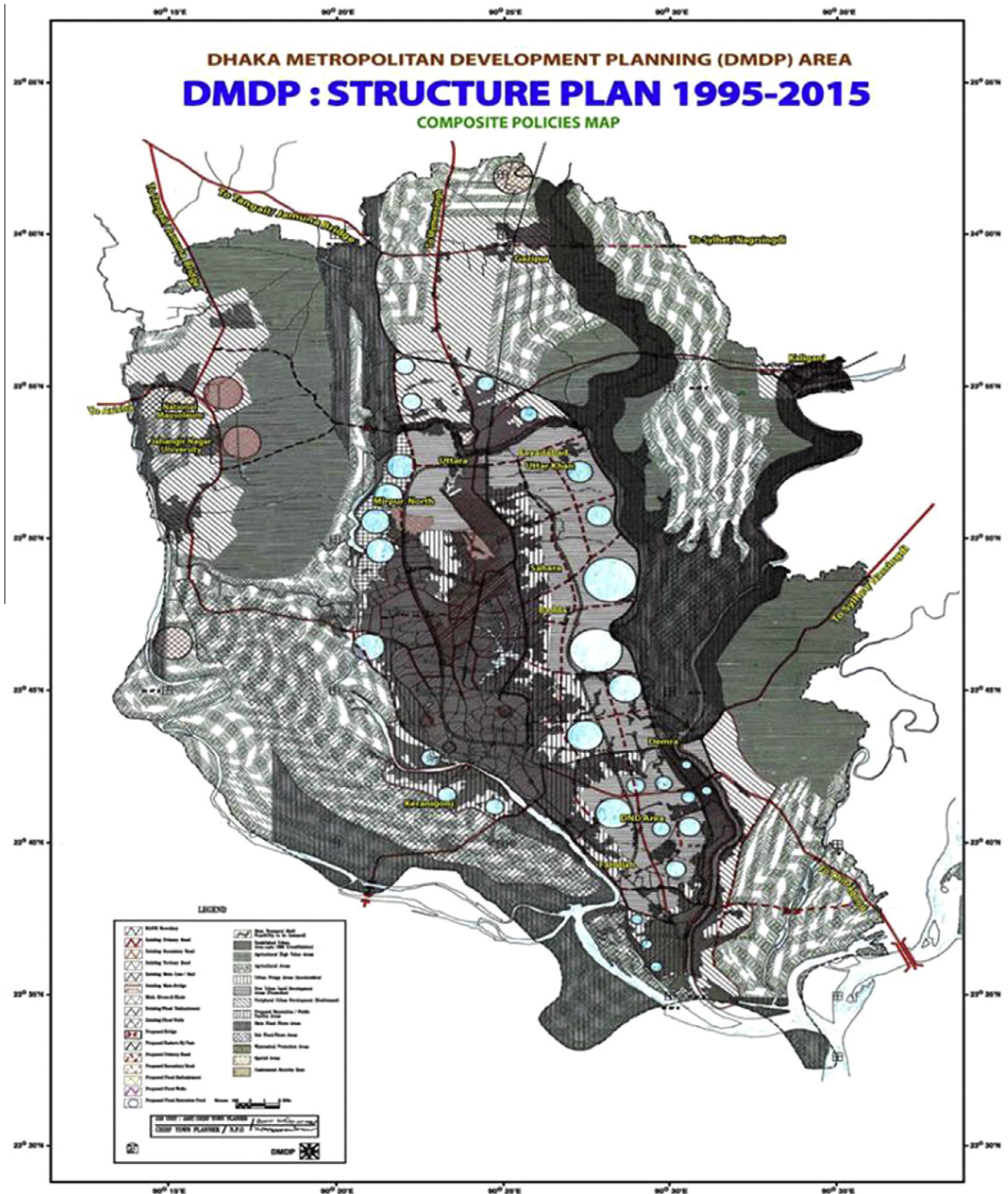


Figure 1. Dhaka metropolitan development planning area.

organizations do not have any good organizational coordination for planning, implementing, monitoring and evaluating tasks of citywide development projects that are prescribed in DMDP (Chawdhury, 2006). As a result, the people are suffering. Hence, Dhaka city has failed to create

an enabling environment to utilize city potentials in this globalized era. However in DMDP, the failure of translating integration and separation policies for coordination resulted in parallel and uncoordinated strategies of development policies for Dhaka city.

8. Participation and coordination: a myth of DMDP and causes of failure

In DMDP the development policies are designed to a degree of multi-sectoral and coordinated structure, but only at the project level, between project components within a project area. Its coordinating role was supposed to be much wider as it is dealing with a larger position of the Dhaka city region including the core DCC area and its extended metropolitan region (Hossain, 2008). However there are some specific issues related to DMDP that failed to ensure coordination. The issues are:

- (1) *Unclear Definition of Jurisdiction Areas of Urban Planning Organizations in Dhaka City:* DMDP considers the whole planning area into a spatial planning zone but the administrative boundary of urban local government is different than that proposed by DMDP. In this regard in the lower administrative tier there is jurisdictional misunderstanding and functional overlapping which is causing lack of coordination as in Fig. 2.
- (2) *Overlapping Structural and Administrative Setups Constitute Lack of Organizational Capacity and Service Provision:* As per DMDP, in Dhaka city, the vital functions of area planning, development,

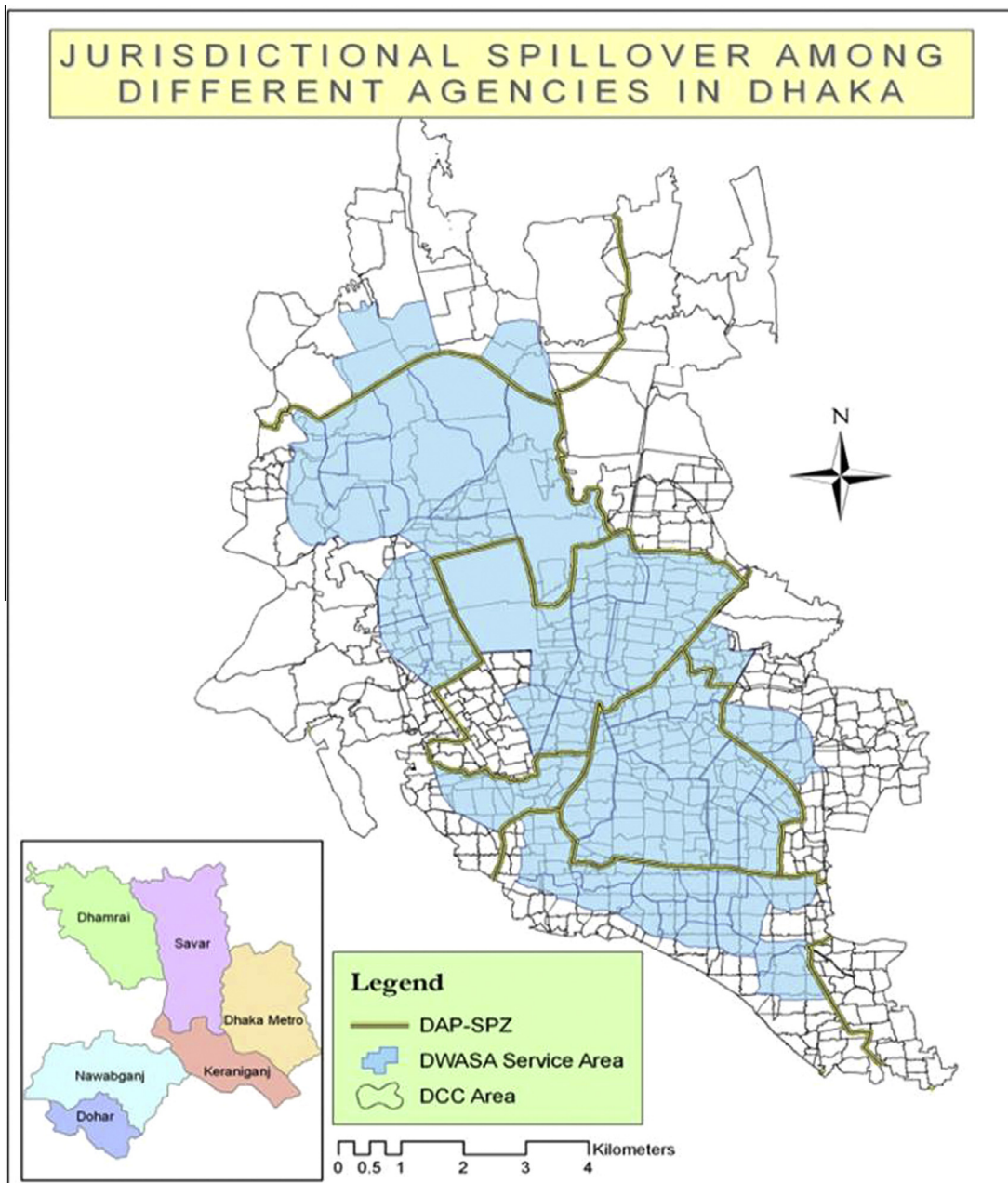


Figure 2. Jurisdictional areas of urban planning organizations in Dhaka city.

and permission for building construction are assigned to the Capital Development Authority (RAJUK). DMDP delegates the responsibilities of providing drinking water and sewerage service to Dhaka Water and Sewerage Authority (DWASA). In contradiction, with the parallel to RAJUK and DWASA, Dhaka City Corporation (DCC) the only elected municipal government, is also assigned to both urban planning and water supply provision along with managing all the city dwellers' civic demands (Ezaz, 2005).

- (3) *Unclear strategy of considering urban actors on collective decision making:* As DMDP Structure Plan Suggests, there is need to introduce a new process and style of planning and development management at strategic, area and community level to guide the location of new land development and major infrastructure and service provision, to promote policies to increase efficiency and equity in the urban system and to guide and facilitate action by the private formal and informal sectors, Non-Governmental Organizations (NGOs), Community Based Organizations (CBOs) and communities themselves. But in practice DMDP did not mention any policy outline or measure to promote different organizations in the planning process. There was no genuine effort from RAJUK to go for the participatory approach, in contradiction RAJUK choose an expert led approach. Unfortunately in the terms of reference there was scope for people's participation remaining in pen and paper and not in real life. Apart from people's participation, lack of efforts on functional

coordination is also visible, as the individual planning organizations of both national and Dhaka city level do not take any pragmatic steps to coordinate parallel and analogous functional responsibilities regarding overlapping planning area jurisdictions, finance, development control codes of East Bengal Building Construction Act, 1952 and national housing policy 1993 (Chawdhury, 2006).

- (4) *Lack of an umbrella organization that works for inter-organizational coordination:* In DMDP, there is no indication superior umbrella organization at either metropolitan or central government level to coordinate the organizational goals and objectives. Also there is no superior authority that monitors the activities of all the urban planning organizations. As DMDP is prepared by RAJUK that's why in most of the cases it proposes RAJUK as the coordinating organization. But in practice due to the autonomy of other organization and lack of consensus in the time of plan preparation these attempt to play the role of umbrella organization by RAJUK failed. However apart from these constraints of DMDP there are some gross obstacles for promoting urban planning organizational coordination, which is represented in Fig. 3.

However by reviewing DMDP along with the context, it is found that in DMDP there was no policy option to create common concerns of the urban planning organizations even if there was absence of any option of common ground to interplay between them. The organizations are playing parallel and uncoordinated functional roles (Rahman,

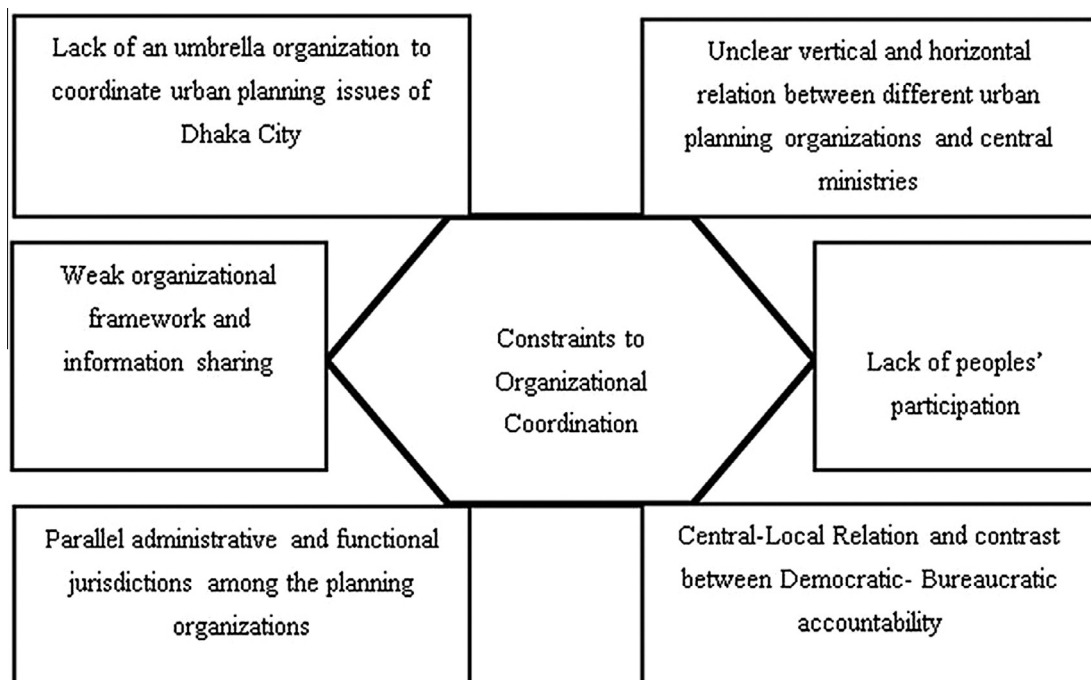


Figure 3. Obstacles to urban planning organizational coordination in Dhaka city.

2002). Reciprocally, the uncommon functions of the planning organizations have not been divided into clear divisions of functional responsibilities (Hossain, 2008). Therefore, different planning organizations under different ministries are interplaying in an uncoordinated manner without following DMDP proposals that is causing haphazard urban development in Dhaka city.

9. Policy options to promote coordination

In DMDP the prescribed coordination is basically at “cognitive level” but it does not allow any option for conflict resolution for different organizations. As discussed earlier in this paper the mechanism of integration and separation is absent in the policy outlines of DMDP causing lack of coordination. So, effective coordination can be ensured by diagnosis of the key issues that are involved in integration and separation. Here, ‘integration’ refers to integration of common goals that will be instrumental to judge social justice and ‘separation’ refers to functional divisions of the urban planning organizations that can explore power relations. The above analysis assumes that the power relation between the urban planning organizations has great influence over their division of responsibilities. For prescribing any recommendation about coordination through DMDP the main conflict is between organizational structure and peoples’ representation. HeDietrich (2002) prescribes that the success of coordination depends on ranking the organizations according to their strength and influence over people. But DMDP is formulated under an government autonomous bureaucratic body (RAJUK), while DCC has great influence over the people as it is the only local elected administrative structure. So who will be the umbrella organization in terms of delegation cannot be a measure to promote successful coordination. Even more politically there is an inconsistent distribution of power upon the urban planning organizations in Dhaka city. Therefore, compromising and compensating for each others’ losses seem to be a useless strategy to adopt, unless a rational organizational coordination policy adopted by the central government will be added in DMDP (Ezaz, 2005).

9.1. Integration: partnership approach in coordination

In the case of Dhaka city, DMDP delegated different functions to different authorities. Literally the organizations involved under different policies were interdependent without any formal coordination mechanism. But in this context it can be assumed that the mechanism can appear to compensate for this failure. Partnership approach can be instrumental in this situation. It is well evident in the literature as, “Coordination happens through shared meanings of common good, rather than the ‘partisan mutual adjustment’ of autonomous, self-centered, rationally calculating individuals” (Healey, 1997). So integration is necessary in terms of shared goals and objectives. There is a policy option of DMDP to tackle the wasteful resource

allocation by introducing a multi-sectoral investment plan (MSIP), but in reality it was not exercised due to lack of integration principles. This paper advocates for integration principles for revising the plan to promote a horizontal partnership as a vertically arranged formal partnership arrangement restricts the citizen’s participation. This horizontal partnership can be operationalized for consensus to allocate fund and sharing information. For promoting integration it is necessary that DCC, RAJUK and DWASA should review their long and short-term plans and action programs for making a synergy between national level plans and sector wise budget allocation (Ezaz, 2005). In many cases it appears practical to undertake vertical and horizontal coordination simultaneously, between levels of governance (vertically), and between the organizations at the same level (Horizontally) (Siddiqui et al., 2000).

Assuming this context this paper advocates for a coordination board that will be represented with different governments, civil society, private and community organizations. The underlying assumption is sharing the goals, objectives and interest of different organizations, through recognizing stakeholders and mainstreaming their role in decision making may avoid the ongoing bureaucracy. Active participation of people, civil society, elected political representative (DCC) and different organizations will promote plurality thus it will ensure social justice. Moreover stakeholder’s participation through this committee will strengthen citizens’ sphere in the process of institutionalization (Levy, 1998). The main limitation of this proposal is lack of a capacity building program for community organization to secure the rights of people through active participation. NGOs can be involved along with establishing a transparent information flow to tackle this obstacle. The operational procedure of this committee will be based on general discussions and feedback sessions. In the first stage this committee will review the existing proposals of DMDP and they will prioritize the programs and projects. Where there will be no consensus then the specific proposal will be referred to the specific department of specific organization. Then the revised planning, implementation, monitoring and evaluation action programs will be performed by different organizations in the way of coordinating each of their departmental goals, objectives and division of responsibilities thereunder.

Apart from formulating this committee for integration there are some specific activities to be performed for integration. Analogous functions should be merged. For instance, the urban planning functions of DCC will be merged with DMDP prepared by RAJUK. Similarly the spatial planning zone will be demarcated by the local municipal tier (ward). Moreover for integration trust building an effective monitoring system is essential to promote successful coordination.

9.2. Separation: role casting for coordination

For sharing the responsibility to translate the policies into practice it is necessary to separate and distinguish

Table 2
Checklist of role casting.

Type of activity	Strategy	Mechanism	Organization
Planning	A	a1, a2, a3	Oa, Ob, Oc
Coordination	B	b1, b2, b3	Oa, Ob, Oc
Service delivery	C	c1, c2, c3	Oa, Ob, Oc
Budgeting and finance	D	d1, d2, d3	Oa, Ob, Oc

the roles and responsibilities of each organizations and their respective department. The existing DMDP failed to allocate specific roles and responsibilities for specific policies. How the policies will be translated in programs and projects and when it will be implemented by whom and how is assumed as the separation technique in this paper. Phasing in terms of time period and role casting in terms of allocated roles and responsibilities should be instrumental for coordination. The operational mechanism of separation will be based on the output of the coordination committee. The coordination committee will decide the role of each organization for implementing each policy. There is a proposed outline of checklist for separating roles and responsibilities (see in Table 2).

In this proposed checklist of coordination strategy are specific activities that will be done in a given period of time and the mechanism refers to how this will be done and the organization by whom it will be done.

10. Conclusions

Understanding the above context of DMDP, it is evident that democratic decentralization is not the only process which promotes better coordination, rather it creates more autonomy and skewed power relationships among different actors. Understanding this problem, this paper advocates for the aforementioned recommendations. However this proposed coordination mechanism by introducing integration and separation strategies cannot be implemented until there will be a political commitment and willingness. Unfortunately still the central government is the deciding body for any sort of urban planning activities. However if the role of planning organizations and planners can be turned into a communicative approach then it is easier to promote coordination. The major limitation of the recommendations proposed in this paper is encountering some common problems. The major problem is the context. It is now 2014 and the plan will remain for the next year only. However the proposed measures of coordination may have some negative impacts because already some of the policies have been implemented. So these recommendations overlook the goal of that plan whatever it prescribes. Another problem is trust building and consensus. The plan is now in the implantation stage but the major role of coordination could be played in its formulation stage. So this type of interim proposal may not affect the plan (DMDP) in an expected way to promote

better coordination. However the integration policy can be introduced right now because it may establish the practice of consensus, negotiation and participation to ensure social justice in urban planning.

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