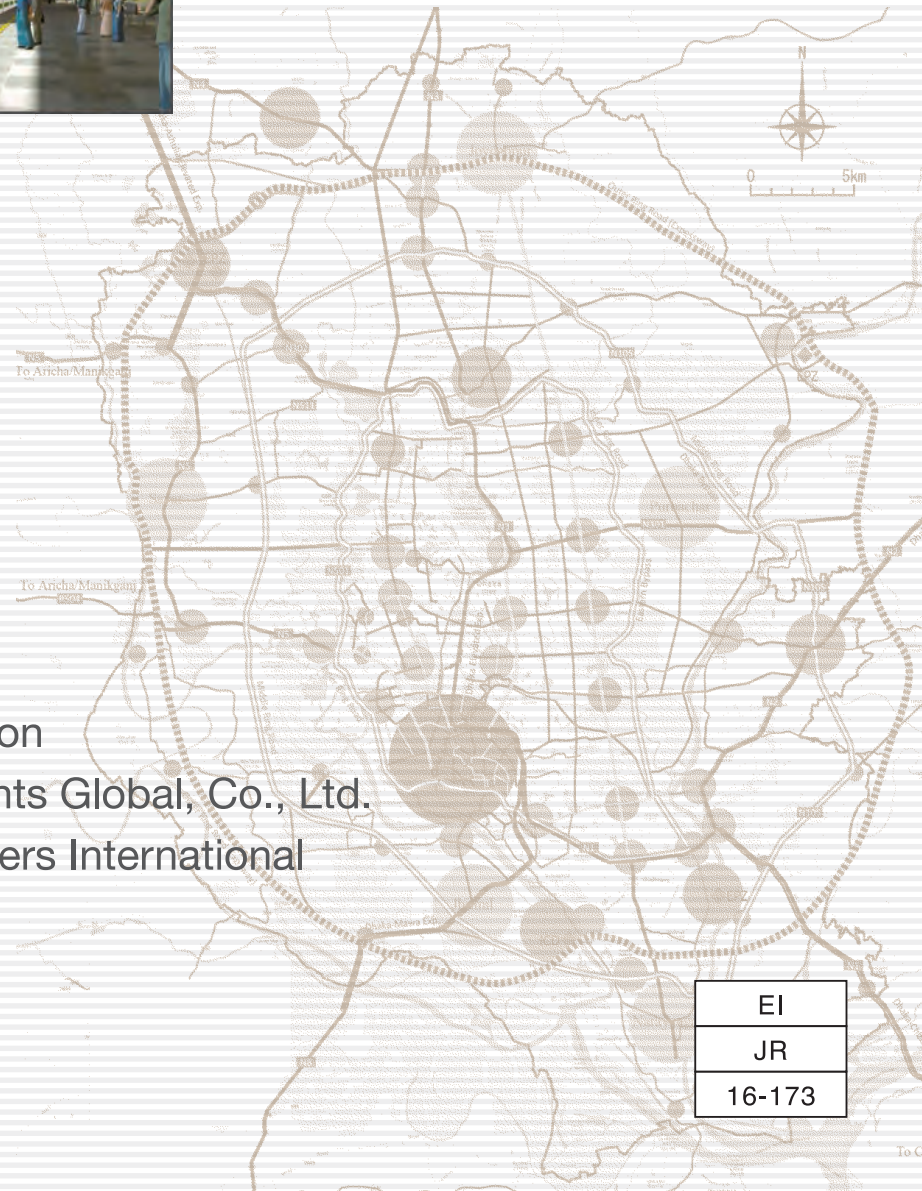


# The Project on the Revision and Updating of the Strategic Transport Plan for Dhaka

## FINAL REPORT / Institutional Development



November 2016

ALMEC Corporation  
Oriental Consultants Global, Co., Ltd.  
Katahira & Engineers International

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**Japan International Cooperation Agency (JICA)**

**Dhaka Transport Coordination Authority (DTCA)**

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Transport Plan for Dhaka**

**Institution Development**

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## ABBREVIATIONS

ADB	Asian Development Bank
AFD	Agence Francaise de Developpement
BBA	Bangladesh Bridge Authority
BIWTA	Bangladesh Inland Water Transport Authority
BIWTC	Bangladesh Inland Water Transport Corporation
BR	Bangladesh Railway
BRT	Bus Rapid Transit
BRTA	Bangladesh Road Transport Authority
BRTC	Bangladesh Road Transport Corporation
BUET	Bangladesh University of Technology
C&B	Construction & Building
CASE	Clean Air and Sustainable Environment
CNG	Compressed Natural Gas
DAP	Detail Area Plan
DCC	Dhaka City Corporation
DF/R	Draft Final Report
DFID	Department for International Development
DHUTS	Dhaka Urban Transportation Network Development Study
DMA	Dhaka Metropolitan Area
DMDP	Dhaka Metropolitan Development Plan
DMP	Dhaka Metropolitan Police
DMTA	Dhaka Metropolitan Transport Authority
DMTC	Dhaka Mass Transit Company
DNCC	Dhaka North City Corporation
DPP	Department of Printing and Publications
DRTM	Directorate of Road Transport Maintenance
DSCC	Dhaka South City Corporation
DTCA	Dhaka Transport Coordination Authority
DTCB	Dhaka Transport Coordination Board
ECNEC	Executive Committee of the National Economic Council
EIA	Environmental Impact Assessment
EIRR	Economic Internal Rate of Return
F/R	Final Report
FIRR	Financial Internal Rate of Return
GDP	Gross Domestic Product
GEF	Global Environmental Facility
GIBR	Government Inspector of the Bangladesh Railways
GOB	Government of Bangladesh
GOJ	Government of Japan
GPS	Global Positioning System
HIS	Household Interview Survey
IC/R	Inception Report
IT/R	Interim Report
JICA	Japan International Cooperation Agency
LDC	Least Developed Country
LGD	Local Government Division

LGED	Local Government Engineering Department
MOC	Ministry of Communication
MOHPW	Ministry of Housing and Public Works
MOR	Ministry of Railways
MRT	Mass Rapid Transit
NGO	Non-Governmental Organizations
OD	Origin and Destination
ODA	Official Development Assistance
PPPO	Public Private Partnership Office
PT	Project Team
RAJUK	Rajdhani Unnayan Karttripakkha
RD	Record of Discussions
RHD	Road and Highway Department
RTC	Regional Transport Committee
SC	Steering Committee
SEA	Strategic Environmental Assessment
SPA	Survey and Plan Area
STP	Strategic Transport Plan for Dhaka
TDM	Traffic Demand Management
TOR	Terms of Reference
UMRT	Urban Mass Rapid Transit
WB	World Bank
WG	Working Group

## **1. INTRODUCTION**

### **1.1 General**

This component of the Revision of Strategic Transport Plan (RSTP) was formulated to review of the previous STP which was described the part of final report of Institutional Strengthening & Capacity Building in 2005. The RSTP have adopted in the study to pursue based on the following activities.

- Review of the latest relevant reports conducted by donors mainly;
- Review of the mandates and the manning of each organization as they relate to urban transport issues.

### **1.2 Objective**

When RSTP has been approved by GOB, concern executing and implementing agencies shall manage and coordinate it to make Dhaka do smooth traffic.

DTCA has the mandate to play the key role of coordinating the transport system of Dhaka city to unify a transport sector. This is the apex body responsible for long term planning and policies. All other executing and implementing agencies are required to make effective coordination with DTCA before entering into any sort of intervention in transport sector.

The recommendations provided in the report are made for the following objective;

- To achieve the RSTP program and candidate projects;
- To coordinate the concern executing and implementing agencies;
- To improve and maintain capacity of executing and implementing agencies to become the smooth traffic in Dhaka in the future.



## **2. DHAKA TRANSPORT COORDINATION AUTHORITY (DTCA)**

### **2.1 General**

#### **(1) Goal Setting**

In the early 1990s a comprehensive transport study named Dhaka Integrated Transport Study (DITS) was conducted under funding from International Development Assistance (IDA). Following this, the Dhaka Urban Transport Project (DUTP) was formulated. While implementing the DUTP project in 1999, the need for an organization to coordinate other concerned agencies was felt. This need led to the formation of a Coordination Board named Greater Dhaka Transport Planning and Coordination Board (GDTPCB). Broadly speaking the DUTP comprised of four major components namely;

- Infrastructure development
- Supply of equipment and vehicle
- Institutional strengthening and capacity building of the relevant organizations, and
- Policy support and future studies

The Dhaka Transport Coordination Board (DTCB) was set up by the Government in 2001 under DTCA Act (Act No. 19 of 2001) as part of the DUTP study.

As the formation of GDTPCB and then subsequently DTCB was the result of need aroused from implementation of the DUTP project, the organizational set-ups were created under the project concept paper and the DTCB was funded from the project. After completion of the DUTP project in June 2006, a revenue structure of DTCB was created by the Government in 2007 with total of 70 manpower.

In April 2004, Strategic Transport Plan (STP) Dhaka was commissioned by the Ministry of Commutation (MOC) under the DTCB. This plan produced a three volume documents in 2006 which was approved by the Government in 2008. The documents are:

- Strategic Transport Plan (STP)
- Urban Transport Policies
- Institutional Strengthening & Capacity Building

Document 3 called for the institutional strengthening and capacity enhancement of all transport related agencies in Dhaka City including the DTCB, Rajdhani Unnayan Kartripakkha (RAJUK), Dhaka Metropolitan Police (DMP), Dhaka City Corporation (DCC) and Bangladesh Road Transport Authority (BRTA). In the meantime, new organizations have been set up and that created needs for considerations in this study of revision of the STP (RSTP). One important change in institutional set up came up with the formation of two city corporations namely Dhaka North City Corporation (DNCC) and Dhaka South City Corporation (DSCC) in November, 2011.

#### **(2) Mandates and Objectives**

This study (RSTP) is a follow up and revision needed in lapse of a period of over a decade of those recommendations made in the STP. In the meantime, as recommended by the STP study, implementation of Mass Rapid Transits MRT (Metro Rail) Line 6, BRT (Bus Rapid Transit) Line 3 and BRT from Gazipur to Hazrat Shah Jalal International Airport has been taken up by the Government. The MRT line feasibility study has been completed by Japan International Cooperation Agency (JICA) funding. Detail design is proceeding and tender for different components of construction are on the way. The World Bank is funding of the BRT Line 3 through DTCB and ADB is funding the Gazipur to H. S Jalal Intl. Airport BRT Line. This created a necessity for a major reorganization and empowerment of DTCB as the

planning, coordinating & regulatory agency including the need for creation of organizations to construct and operate the MRT & BRT systems. At this stage new responsibility of implementing and coordinating the construction, operation and maintenance of BRT and MRT and their effective coordination emerged as new challenge for DTCA. This led to set up an unitary authority and resulted in formation of Dhaka Transport Coordination Authority (DTCA)

Dhaka Transport Coordination Board (DTCB) has been reformed and renamed as Dhaka Transport Coordination Authority (DTCA). The Cabinet gave approval to this creation on 25 April 2011. Bill regarding creation of the new institution was passed in the National Parliament, bill no. 8 of 2012.

### (3) Functions

The primary Functions of the DTCA are:

- To coordinate with all transport related agencies in DMA in order to deliver a road transport network that is integrated, efficient, cost-effective and sustainable to meet the commuter's needs;
- To develop and implement policies to encourage commuters to choose the most appropriate and mass transportation mode;
- Make effective planning and coordination activities for proper implementation of STP and RSTP recommendations;
- To be able to make Public Transport Policies and Guidelines efficiently and can implement Traffic Management Planning and Monitoring and Safety Initiatives;
- To make regulation on licensing, route permits of public and private agencies as well as make regulation of the safety and the fare structure in the DMA;
- To create a congenial environment for the pedestrian movement on all city road network and to initiate pedestrian first program;
- To implement the policies of STP regarding the planning and implementation of a MRT and BRT program. Effective coordination of the Planning and Management of the implementation of the proposed MRT and BRT projects;
- To provide all regulatory rules of construction and operation of MRT and BRT projects including safety, security and fare structure.

## 2.2 PROBLEM IDENTIFICATION FROM DISCUSSION AND RESEARCH

### (1) Organization and staffing

Although a revenue organization was approved by the Government for DTCA, approved manpower could not be recruited and after formation of DTCA it is currently working as a weak agency with the previously approved manpower, not adequately capable to carry out the mandated coordination, monitoring and control of transportation development at the strategic level.

Major problems in existing DTCA as understood by the RSTP consultant during discussions with concerned official and by study of the previous reports and activities are summarized as follows;-

- Present Organogram is not adequate and not geared to the needs of DTCA;
- Skilled and technical manpower is largely absent;
- Many posting in DTCA are on deputation from other Departments. The adaptation to DTCA may not develop in short period postings;

- Lacks power of direct recruitment to DTCA based on competition & merit;
- Interference of external forces/factors;
- Inadequate authority of existing DTCA and lack of exercise of authority;
- Unclear jurisdiction/function of existing DTCA with the transport related agencies;
- Insufficient training and technical know-how in transport planning and operations sector;
- Under the current structure, DTCA is not adequately organized and structured to take up the responsibility of planning and development of BRT and MRT projects.

The above mentioned issues, most of which have been identified in STP study in case of DTCA seems to still exist during the RSTP study and has to be addressed, because of the expanded role assigned to DTCA and the inclusion of the implementation of mass rapid transit like MRT and BRT programs. However, its future role has to be clearly identified and defined in the new set up to act as DTCA.

## (2) Existing Organogram

Revenue set up of 70 manpower was approved by the Government for DTCA on 03-09-2007 which may be seen below:

**Table 2.1 Designation**

No.	Name of Designation	Post
1.	Executive Director	1
2.	Additional Executive Director (P&P)	1
3.	Additional Executive Director (TMPTI)	1
4.	Senior Traffic Engineer	1
5.	Advisor (Institutional Support & Linkage)	1
6.	Training Advisor	1
7.	Director (Administration)	1
8.	Transport Planner	1
9.	Transport Economist	1
10.	Transport Engineer	1
11.	Urban Planner	1
12.	Traffic Engineer	1
13.	Design Engineer	1
14.	Traffic Enforcement Officer	1
15.	Pollution Control Planning Officer	1
16.	Manager, Traffic Survey (Design & Planning)	1
17.	Manager (Database/System Analyst)	1
18.	Accounts & Finance Officer	1
19.	P.S. to Executive Director	1
20.	Computer Operator	14
21.	Accountant	1
22.	Accounts Clerk	2
23.	Driver	11
24.	MLSS	17
25.	Security Guard	4
26.	Cleaner	2
Total		70

It may be observed that except the Executive Director (ED), only 18 posts of officers has been sanctioned out of which only two posts are in the 3rd and four posts are in the 4th grade of Government National Pay Scale. This scenario also shows the inherent weakness of the organization. Above all, at present only eight (08) technical officers (except ED) are working, out of which five (05) are on deputation from RHD. The consultants feel it necessary that to

strengthen the organization in terms of number and skilled manpower, direct recruitment through open competition and based on merit for proper coordination and also for the new mandated implementation of mass rapid transit systems is a must.

(3) Job Description

DTCA is headed by one ED. He is assisted by two Additional Executive Directors (AED) supported by their sub-ordinate staff with different and separate areas of operation. Whatever is the area of operation defined in job description for AEDs and sub-ordinate officers, it is always one man show as all the activities and decisions are to be approved by the ED. There is no delegation of power in any stage of the organization which would make it more effective.

Most of the posts have been filled up by officers by deputation from other Government Departments and by civil bureaucrats without consideration of their skill and experience. These postings are for approximately 3 years term or even less and as such the officers do not have belongingness. Sometimes they get training (local/foreign) on subjects related to their posting in DTCA and get transferred to some other places where such training has nothing to do.

Regarding policy matters, it appeared that at present there is no officer posted with the expertise of formulating policy related to urban transport system. However, they are not even keen to finalize and implement to policies drafted. Although there is a National Land Transport Policy (NLTP), there is no approved specific Urban Transport Policy for Dhaka city. Under the STP Plan an Urban Transport Policy for the Metropolitan Area was drafted. On the other hand, a parking policy for Dhaka city is under consideration for approval. Once the policies are approved, DTCA will require a high position preferably AED, to take the responsibility to ensure that the policies are properly implemented by the concerned agencies. In addition to this responsibility, the proposed new AED will be entrusted to coordinate the MRT & BRT projects and policy formulation in this regard. The Urban Transport Policy, among other things, prescribed integration of transportation with land use plans for the development of DMA. The said integration of the plans will be ensured through the introduction of a system of reporting and monitoring to be made binding on all the implementing agencies operating in the DMA.

(4) Summary from Discussions

- DTCA shall be the central organization for research, policy development and planning, training, and coordination for traffic and transport in the Study area. As the present manpower is not adequate and lacks skilled. A new organogram has to be formulated with adequate and skilled manpower in the relevant field. The manpower recruitment should be direct and through open competition. Deputation should be avoided in all but in the most extra ordinary situation;
- It shall be the regulatory organization, taking care of policy formulation for Legal and Institutional Framework of MRT/BRT and as such expertise in these fields of urban transportation is also required and it has to be addressed;
- DTCA shall be the main organization to review and coordinate all projects under RSTP implementation and the Governmental organization to regulate the MRT/BRT system in safety, service level, fare fixation etc. and as such requires to be provided with proper manpower with relevant experience and skills;
- It shall plan, design, coordinate implement and operate the BRT system to be implemented. DTCA needs more specialists with experience in public transport, transport planning, transport modeling, database preparation and maintenance etc.;
- A policy for land transport at the national level, National Land Transport Policy (NLTP) has already been drafted and approval was given by the government in April 2004.

Some sections of this National Policy document refer to the transport situation in Dhaka and these preliminary ideas have been taken into account when drafting the Urban Policy contained herein. There is a need now to look ahead with a wider vision and to plan for the future with a coordinated approach to transportation and land use so as to maximize resources and minimize the adverse impacts on people and the environment;

- DTCA now is the central coordinating agency for all other agencies working in the city relating to urban transportation, be it public, private or PPP. Unfortunately it has no own office building. Neither any office space has so far been allotted in any Government building. It is working in rented space in the building of DSCC. Such a crumpled situation affects the smooth functioning of the official works and attention should be given to solve the office accommodation problem;
- DTCA needs closer coordination with RAJUK regarding the construction of building at the intersections and also the land use plan in the RAJUK area. Such construction often results in increased traffic congestion and traffic management problem in the streets.

### **2.3 Analysis of the problems and issues by the RSTP consultant**

STP documents were formulated under the guidance of DTCB (now DTCA) between 2004 and 2006. The document envisaged a 20 year long range strategic urban transport plan for the greater Dhaka, almost similar to the RAJUK area. This area has in addition to DMA several major growth Centers, such a Gazipur, Tongi, Narayanganj, Manikganj etc. The growth rates in many of this area are even faster than that of the DMA. In addition, according to the recently prepared DAP (Detailed Area Plan) by RAJUK and according to its future plans four new satellite towns are proposed to be developed around Dhaka. These will intensify the Land Use and transportation situation in this area greatly.

It is incumbent on DTCA as the only transport organization with an overall view, to take cognizance of all these growth centers and to make sure that there is a network of roads & transport system developed in these areas in addition to the DMA. It is also incumbent that each growth centers are well connected with Dhaka and each other not by a single road or mode of transport, and that more than one mode of transport is available to them ( such as public roads, rails , buses and water transport where feasible). DTCA is the organization that shall carry out this long-term strategic transport planning.

DTCA shall also review the existing STP periodically (preferably once every five years) to improve and incorporate new transport expansion programs and projects in the Revised and Updated STPs and this study, RSTP is one such effort. It shall also begin to prepare a 50 years Long Range Transport Plan in coordination with Land Use Plan prepared by RAJUK.

In order to perform the activities smoothly RSTP consultant is of the opinion to;-

- Reorganizing/strengthening the present structure of the DTCA is not only the demand of time but also essential for the effective coordination of all the transport related agencies in DMA which are now engaged in solving the traffic congestion problem of the city. On the other hand, in absence of a strong and effective coordinating body, development works taken up by different transport related agencies may create further problem rather than solving the existing ones;
- One important factor which demands the reorganization/strengthening of DTCA immediately is that the Government has started implementing the MRT and BRT projects along with other projects. Although the execution of different works are entrusted upon different executing agency like Roads & Highways Department (RHD), Dhaka City Corporation (DNCC and DSCC), Capital Development Authority (RAJUK), Bangladesh Bridge Authority (BBA) etc., the coordination of the implementation of these projects is vested on DTCA. DTCA should be empowered to act as the coordinator and should

have the powers to call to account in all conflicting situations;

- It was found that the present organization of 18 officers (working mainly on deputation) and 52 staffs only is not capable of coordination of such huge activities under execution and forth coming to be executed. The STP recommended strengthening and Capacity Enhancement of DTCA and other four transport related agencies in order to make them capable to implement the development works as recommended by the consultants.

To address these problems discussed above and ensure that DTCA realizes its proposed vision and mission, the organizational strengthening is not just the routine planning, but also to emphasize on effective and efficient service delivery by skilled and experienced manpower in planning specialized works like introduction of Metro Services, BRT operation etc. in DMA which is required to face the serious traffic congestion in the city. Moreover, Greater Dhaka does not have a coordinating body dedicated to its public transport needs except DTCA and that is why it needs to be strengthened in terms of skilled and experienced manpower as well as proper logistics.

Organization of DTCA shall be designed so that it can plan the long-term transport needs of the DMA, take care of those who drive as well as those who take public transport. The ultimate goal - a smooth and seamless journey for city dwellers is required.

#### **2.4 Rationale for RSTP Consultant's Recommendation**

Dhaka, perhaps the biggest hub of traffic congestion in South Asia, needs special attention. But for numbers of reasons the problems relating to the transportation system in Dhaka city have been accumulating for a long time. Some of the important reasons are identified below:

- Absence of strong central coordinating agency and as such, lack of coordination among the agencies involved in transportation;
- Lack of enforcement of traffic rules;
- Lack of a functional road classification;
- Poor traffic management;
- Very little or no attention on road safety and poor safety regulations;
- Institutional inefficiency of the organizations involved in the transportation system;
- Highly mixed traffic using the same road space etc.

As a result, the transportation system of Dhaka city has become deplorable and certainly below standard compared to the other nearby capital cities of the region. In order to improve the situation the Government initiated various studies including Dhaka Integrated Transport Study (DITS) in 1994. At the same time the Government took up the Dhaka Metropolitan Development Plan (DMDP) popularly known as "Master Plan for Dhaka" for 1995-2015. This was done in an effort to initiate an integrated approach between Transport and Land Use Plan of the metropolitan area. Unfortunately neither the recommendations of these studies nor the intended integration of transport with land use planning could be implemented. Following DITS, "Dhaka Urban Transport Project" (DUTP) was formulated which comprises of the following components:

- Infrastructure development;
- supply of equipment and vehicles;
- Institutional strengthening and capacity building; and
- Policy support and future studies.

As a follow up of DUTP and to remove the chronic problem of traffic congestion and unplanned growth of the city the Government created the Dhaka Transport Coordination

Board (DTCB) under the Ministry of Communication but the board to be chaired by Mayor of Dhaka City Corporation. The primary duties of DTCB was set for the planning, coordination, monitoring and formulation for transport policies for greater Dhaka. While the land use plan remained outside the jurisdiction of DTCB and remained within the domain of RAJUK. Associated with the weak organizational capacity of DTCB the uncontrolled and haphazard growth of Dhaka city could not be controlled. For various reasons the DTCB could not perform its mandated functions effectively, some of which are mentioned below;-

- It operated as a project rather than a Government institution;
- Its mandates were not backed by legal and administrative authority;
- It suffered from lack of qualified and experienced technical staff;
- Its function and responsibilities were not well defined;
- It suffered from dual control. It was under the administrative control of the Ministry of Communication but its Board was headed by the DCC Mayor.

In addition to these difficulties, it was not clearly defined by the authority as to which agency owned the earlier studies and will own future studies such as STP. Moreover, Dhaka being the capital city of the country, in many ways it reflects the image of the country, the traffic congestion being one and most eye catching. This problem had been growing over the years and became unbearable.

The STP consultant has recommended to form a Unitary Authority in order to remove these deficiencies. The STP consultant has considered a number of options for the formation of the Unitary Authority to replace DTCB at that time. In their proposal, the STP consultant opined this Unitary Authority to be set up under the office of the Prime Minister, to be chaired by the Hon'ble Prime Minister and having concerned Cabinet Ministers and Mayor as to be Board Members. They suggested to appoint a Technical Consulting Team including experts from BUET to assist the Board in technical matters.

In the meantime, the Government approved the STP recommendations and took up the works recommended for physical execution. Thus, the construction of flyovers and overpass on the rail crossings started. The WB came up with the feasibility study of the BRT Line-3, JICA came up with the funding for feasibility study and also for construction of MRT Line-6 while the ADB came up with the financing of the feasibility study and also for construction of BRT line from Gazipur to Hazrat Shah Jalal International Airport. Some other projects like Elevated Expressway from Uttara to Jatrabari, Mayor Hanif Flyover, Moghbazar - Mouchak Flyover also been taken up. Due to this changed situation of lot of development activities relating to the transportation system of Dhaka, especially the MRT and BRT projects, immediate change in the organizational structure and enhancement of legal and administrative authority of DTCB became a necessity. The Government decided to change the Board into Authority with more legal and administrative authority to act as the central coordinating body, unitary authority, for all transport related activities of Dhaka. Finally the DTCA came in existence in 2012. Unfortunately, the DTCA is still working with the weak organizational structure of total 70 manpower.

## **2.5 Consultant's Recommendation for short-term Improvements**

As the comprehensive RSTP has been accepted and adopted, it became the responsibility of the DTCA as the sponsoring organization to see that all programs, the BRT and MRT programs, are implemented properly. Some programs will be handed to other line agencies, others such as the traffic safety, training and more are to be executed by DTCA.

DTCA was originally set up not so much as a project implementing body, but to act as the coordinating body for all projects being implemented by various line agencies. This need has not gone away. In fact, with implementation of so many new projects it has become vitally

important to have a strong central authority to carry out the responsibilities of coordinating these various multimodal transport projects. Thus the strengthening of DTCA has become painfully late and the DTCA needs to be strongly proactive in this area.

Setting rule and regulations, such as licensing of vehicle, routes, transport permits, safety regulations, and fare structures should be handled by DTCA. This is in addition to its new responsibilities as the proponent and coordinator of two Mass Transit Systems, i.e. MRT (Metro Rail) and BRT systems in Dhaka City. Proper personnel with experience and skills of urban transport planning with specific knowledge on regulations of MRT and BRT should be appointed in DTCA.

With the introduction of two new systems in the urban transport system of Dhaka the responsibility of DTCA has been increased in many folds as these are new concepts in Dhaka as well as in the country. These are the MRT and the BRT (BRT) System. The responsibility for planning, coordinating and developing them has been given to DTCA. In addition, once these programs and projects are implemented by other agencies (such as the DMTC and other line agencies for the BRT's), the regulatory and coordinating functions of these organizations will rest with DTCA. Proper personnel with experience of urban transport planning and implementation supervisory skills should be appointed in DTCA.

It is understood that the legislative authority of DTCA has been sufficiently increased with the enactment of the DTCA Act 2012 but the institutional strengthening has not been done which need to be mitigated immediately.

DTCA shall be made more logistically enriched and at the same time the technical officers of DTCA shall be trained home and abroad so that they can take up the responsibilities and challenges of the present situation and also the challenges to come in near future.

The organization chart shall be reviewed in order to show clearly the hierarchy and the duties of each position in the structure.

Regular monthly coordination meetings shall be held with the heads (or their nominated representatives) of the agencies playing roles in the transportation system of Dhaka city with proper recording of the discussions. These inter-departmental meetings should be organized by DTCA acting as the Secretariat.

BR, RAJUK, RHD, LGED shall keep DTCA informed about their present and future projects in the Metropolitan Area. Since DTCA is the coordinating agency, all proposed documents should be sent to DTCA for review before the take action for approval of the project by the Government.

It is expected that the DTCA will gradually expand its role as Owner of the Revised Strategic Transport Plan (RSTP) and will gradually deliver and discharge the functions designated for it in the DTCA Act 2012.

## **2.6 Consultant's Recommendation for Long-term Institutional Changes for DTCA**

In the present new role, the DTCA will assume powers for land use planning, transportation planning and public transport planning, all of them at the strategic not at the local level. The DTCA board has been restructured now the time has come to restructure the DTCA. It should be supported by a permanent steering committee and a technical assistance consulting team to assist it to discharge its mandated function effectively.

At present the land use planning functions are separated from the transportation planning functions. Whereas RAJUK has developed the structure Plan and is responsible for its implementation, the transportation and traffic planning functions are divided among BRTA, DTCA, DCC and the DMP. The planning control function which shall be part of the overall



planning process is being looked after by RAJUK. The lack of a close relationship between land use planning and transportation planning is evidenced by the somewhat haphazard types of development. This leads to poorly served developments since the transportation infrastructure is not available when the developments are opened. The situation is made worse when uncontrolled development is allowed to happen, seemingly without the will and ability to control it. DTCA shall take the position of the central coordinating body.

On the other hand traffic control and transport management are also being performed by different organizations such as DCC, DMP and BRTA in an un-coordinated manner. There is no central database for traffic, road incident, registration of vehicles, driving licenses etc. which can be shared with other concerned agencies. As a result, the management and control of traffic and the penalty system for those defaulters become difficult. For of such activities, there shall be a focal point and an organization, which will be provided with all the relevant information and will have general control over transport management and control together with transportation and use planning. However, there should be no confusion and overlapping with regard to the mandate functions of other concerned agencies which will continue to discharge their normal duties. DTCA shall deliver its duty as the focal point in this regards.

Considering the discriminations and lack of coordination, the RSTP is of the opinion of restructuring the DTCA. In this regard the RSTP consultant is opinion that the recommendation of JICA-IBA team and SIACETRA team is accepted and DTCA be restructured accordingly.

The proposed organizational structure is shown below:

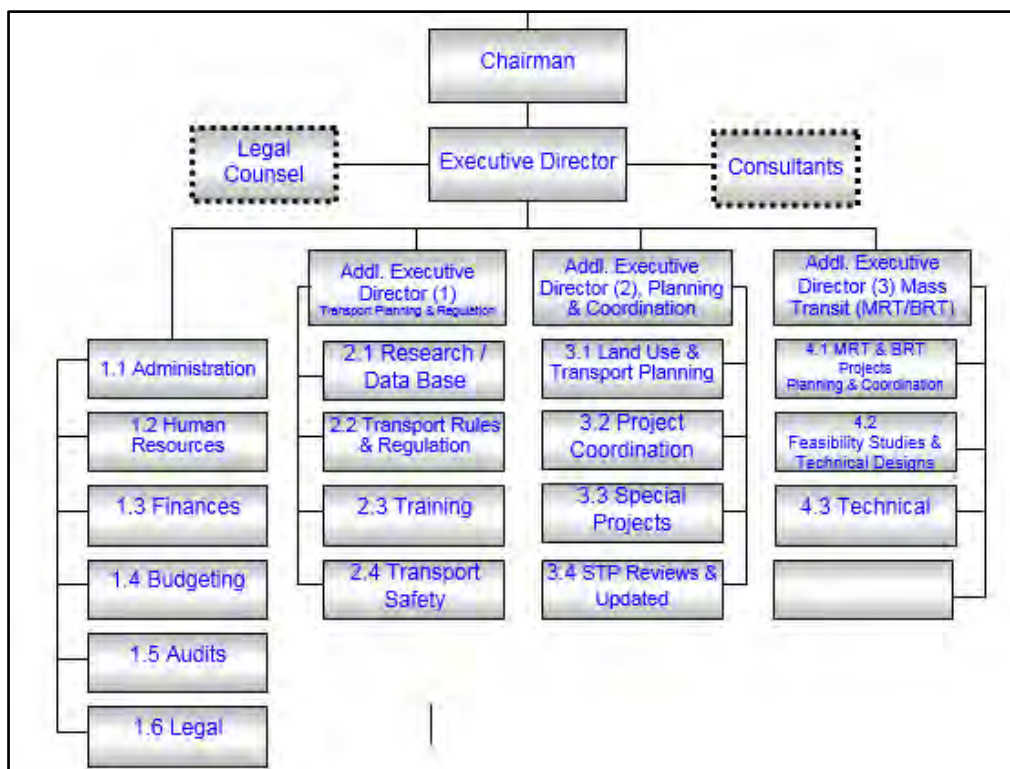


Figure 2.1 Organization Chart of DTCA

## 2.7 The Role of Other Agencies and Municipalities

After reconstitution of the DTCA, the role of the other agencies and municipalities shall

remain largely unchanged. Their functions shall be to provide essential services for the population including, in the transport sector- public transport, traffic management, signal systems, parking control and management, street lighting and solid waste collection and disposal. The roles of a few implementing agencies which were not in the TOR of the STP team last time are as follows:

- Bangladesh Road Transport Corporation (BRTC): The organization as a public sector transport operator has been playing a vital role in the transport system of the city in spite of its organizational and other weaknesses. The corporation should continue its operation as one of and it should be placed on an equal footing with private operators in respect to route franchising and other related
- Bangladesh Inland Water Transport Authority (BIWTA): This authority is responsible for development, maintenance and regulation of Inland Water Waterways of Bangladesh including the circular waterways around Dhaka City. The circular water way shall play a vital role in the transportation system of the city by way of reducing loads on freight and passenger traffic on the surface transport system of the city. The circular waterway shall effectively integrate with the city's land transport systems. As such BIWTA has a vital role to play in overall transport system of the city;
- Bangladesh Water Development Board (BWDB): BWDB is mainly responsible for the water resources development and flood protection works throughout the country. This agency is also responsible for bank protection works necessitated from the erosion of river banks closed to the cities and towns. In fact BWDB has constructed the western and southern flood embankment of the city and is planning to construct the eastern embankment, a project which is essential before development in the east can take place effectively. These embankments may be used as roads or by- passes and shall be integrated with the city's transport system. So, BWDB although not directly involved in the transportation system, becomes a stakeholder in the overall transportation system of the city and has a role to play in the STP;
- RHD LGED & DOE: The roles to be played by these agencies in the strategic transport planning of DMA have been recognized and reflected in different sections of STP and RSTP.

## **2.8 Action Plan for Implementation**

In order to make DTCA effective, the re-structuring shall be done as soon as possible. For this purpose, the reports of IBA team and SISCETRA team shall be reviewed and decision shall be taken to formulate a new set-up.

The anomalies in the function of DTCA shall be removed. It shall exercise the regulatory authority and start working as the Secretariat of coordination of all the agencies related to the transportation system of Greater Dhaka.

A comprehensive training program shall be drawn up for the DTCA technical personnel to impart training in the relevant fields at home and abroad. DTCA personnel should be trained in phases to build up the capacity of them so that they can discharge their assigned duties efficiently.

As proposed by the RSTP study, a Steering Committee shall be formed. At the same time a group of qualified professionals should be selected to render technical service on specific fields as and when required. Their remuneration would, however be based on market value and shall be bore by the specific project.

The steering Committee, considering the demand of the transport situation shall formulate long term plan for the institutional requirement of DTCA for approval of the Government.

### **3. DHAKA MASS TRANSIT COMPANY (DMTC)**

#### **3.1 General**

##### (1) History and Background

Dhaka is perhaps the biggest hub of traffic congestion in south-east Asia. It is the capital of Bangladesh with a population of around 15 million. The population of the city is increasing at an alarming rate of 4.2% per annum. To meet the need of the growing population, number of transport vehicles is also increasing. This is being increased at the rate of over 8% annually. On the other hand present area of roads in the city is One-Third of standard requirement. With all these odd situation there is no organized Mass Transport System in this City which is the cause of sufferings to the city dwellers. Traffic jam is a daily feature on the city roads which, not only tolls the time and energy of commuters but also causing serious effect on the city as well as on national economy.

Considering the above mentioned adverse situation, the Government had undertaken a study with the help of International Development Association (IDA). The consultants, in their study report named Strategic Transport Plan (STP) aimed at preparing a Strategic Transport Plan for Greater Dhaka for the next 20 years. As part of the study it identified a list of projects for improvement of the transportation system in Dhaka phased out in next 20 years. The study has prioritized the projects in terms of importance and urgency into 4 phases each of 5 years duration

The STP consultants recommended for immediate introduction of BRT and MRT System, which is rail based transportation system or Metro Rail Transit along with other works.

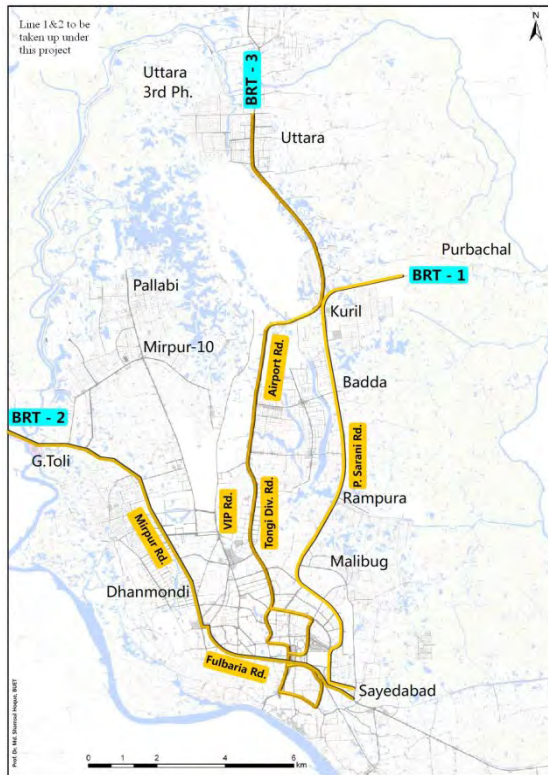
The STP Consultant proposed three Metro Rail Transit (MRT) line Dhaka city area. The proposed lines are as follows:-

- 1) Line 4: Uttara - Mohakhali - Tejgaon - Moghbazar - Khilgaon - Kamalapur.
- 2) Line 5: Gulshan - Dhanmondi - Mirpur - Kafrul - Mohammadpur - Tejgaon - Rampura - South Badda.
- 3) Line 6: Mirpur - Rokeya Sharani - Farmgate - SAARC Foara - Sonargaon Road - Saidabad.

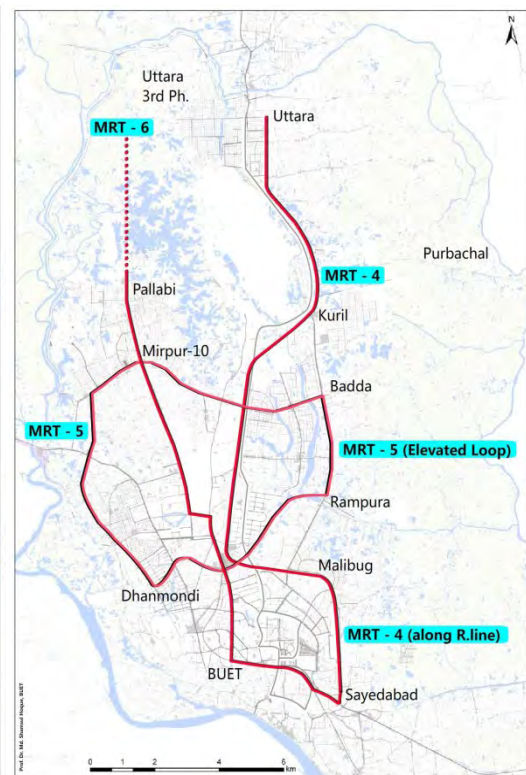
And the STP Consultant proposed three Bus Rapid Transit (BRT) line in Dhaka city area. The proposed lines are as follows:-

- 1) Line 1: Uttara - Progati Sarani - Malibagh - Atish Dipankar Road - Kamalapur - Saidabad.
- 2) Line 2: Gabtali - Dhanmondi - Newmarket - Jahir Raihan Road (Palashi) - Saidabad.
- 3) Line 3: Airport - Mohakhali - Moghbazar - Ramna - College Road - Islampur - Sadarghat.

Among these three MRT line, JICA agreed to finance the prefeasibility study, feasibility study and finally the design and construction of MRT Line-6. In the Dhaka Urban Transport Network Development Study phase-1 (DHUTS-1, 2009-2010) the MRT Line-6 project was proposed to be the first priority project among the three proposed MRT lines. In Dhaka Urban Transport Network Development Study phase-2 (DHUTS-2, 2010-2011), the MRT Line-6 project was confirmed to be a feasible project. The recommendation was approved by the GOB and a Loan Agreement was signed with JICA on 20th. February 2013 for execution and implementation of this project.



**Figure 3.1 Proposed BRT Lines**



**Figure 3.2 Proposed MRT Lines**

It is worth stating here that while the feasibility study was going on, local consultant team SISCETRA was working on the institutional aspect of MRT Line-6 and after a while the JICA appointed Institutional Building Assistance (IBA) team came and worked on it. The findings and recommendations of the two teams had similarity, where the proposal for implementation and operation of MRT Line-6 was proposed to be executed by formation of a public company, 100% government owned. The final report of JICA study, DHUTS, (March 2010) felt the need for an independent government owned organization (company) capable of taking over from DTCCB the functions of consultant selection and engagement, detailed engineering designs, contracting, construction, operations and maintenance. This organization/Company was provisionally named Dhaka Mass Transit Company (DMTC). After the IBA study team report the organization structure and the name was finalized.

(2) Mandate and Function of DMTC

The rational and designated mandates shall be finalized after the recommendation of the IDC team, now working on the institutional development of DMTC is accepted by the Government. It may be mentioned that the SISCETRA and IBA team made proposal for the objectives of DMTC and also for the Special Project Organization (SPO) proposed to be the initial stage of DMTC to get started with the organization. The interim mandates/objectives of DMTC/SPO are stated below:

1) DMTC Objectives

- To initiate the physical implementation of first ever MRT Line in Bangladesh including
- Consultant Selection, Structure Detailed Design, Contract Award, Construction Supervision, and Procurement etc.;
- To operate the MRT system once it is constructed and the same goes into maintenance;

- Management of the whole system including safety regulations, maintaining database, enforcement and introducing efficient Information Technology (IT);
- To develop Human Resource Management System and IT System. This shall serve the purpose of the MRT system with proper and skilled manpower;
- To establish an organizational structure having the right number and quality of human resources, both at the management and operational levels having the relevant skills and competency;
- To design its operational processes to have improved quality of services from the MRT system;
- No officers may be appointed to a technical post without requisite technical professional qualification. This refers particularly to officers on deputation from other departments and Ministries;
- MRT to be developed as knowledge based world class Metro Rail System.

## 2) SPO Objectives

The proposed DMTC is yet to be established. Timing of the setup is still not officially approved. To avoid the absence of Executing Agency, SPO was proposed as a provisional project unit. SPO shall transform to DMTC, once all appraisal and sanction processes are completed.

The objectives of SPO are to;

- Prepare and formulate the Project, providing policy and technical support;
- Work as executing agency and draw up roadmap for institutional readiness for the Project;
- Correspond and contribute to JICA fact-finding and appraisal missions;
- Liaise with project stakeholders and keep them informed the project concepts and progress;
- Prepare establishment of DMTC, the operating company of MRT Line 6;
- Initiate the physical implementation of MRT Line 6 Project until DMTC is formulated.

## (3) Issues Related to MRT Organization

The final report of JICA study, DHUTS recognized the need of a reformed DTCA as a planning and regulatory mass transit authority after deliberations with other departments and line ministries, it has been decided to reorganize DTCA as Dhaka Transport Coordination Authority (DTCA).

The IBA team and the SISCETRA team worked on the institutional set up of DMTC and DTCA with details of possible mandate, institutional aspect etc., and made recommendations in this regard.

The Cabinet had given approval to its creation on 25 April 2011. The new organization for implementing and operating and maintenance of MRT is to be called Dhaka Mass Transit Company (DMTC). The company is a wholly government owned company, registered with the Registrar of the Joint Stock Companies and Firms.

It shall be the organization to initiate the physical implementation of first ever MRT Line in Bangladesh and shall be responsible for selection of consultants for structure detailed design, contract Award, procurement of related items, construction supervision, contract management and the operation & maintenance of the MRT line-6. This now reality and at present works are in progress as per recommendations.

DMTC responsibilities include Management of the whole system including safety regulations, maintaining database, enforcement and introducing efficient Information Technology. It is expected to develop Human Resource Management System and IT System. This will serve the purpose of the MRT system with proper and skilled manpower. Establish an organizational structure having the right number and quality of human resources, both at the management and operational levels having the relevant skills and competency. MRT to be developed as knowledge based world class Metro Rail System.

Apart from the above mentioned activities, an effective financial management system with business plan and methodology should be established by the DMTC. A new Human Resources Model (HRM) shall be necessary to be developed to support the effective service of DMTC for implementation and O&M of the new Mass Transit System which shall be first ever in Bangladesh. The new HR Model shall be created for the new organization DMTC, the Government owned Company.

Skilled manpower recruitment shall be urgently for DMTC. Recruitment shall be based on skill, knowledge, experience and through open competition and shall avoid from deputation of officers from other Government departments. For this purpose, the RSTP consultant recommended separate salary structure, higher than the respective government scale. An extensive training program for the officers recruited for DMTC, especially in the technical positions shall be initiated so that they can take the future challenge to operate and maintain the first ever MRT in this country.

### **3.2 Proposed Organogram and Staffing**

The IBA study team proposed the formation of DMTC to be registered with Registrar of Joint Stock Companies & firms under The Companies Act, 1994. This is to be done under the power provided under DTCA act and, in the meantime, this formation has already taken place with well drafted Memorandum & Articles of Association as approved by MOC (presently ministry of Road Transport and Bridges).

The RSTP team is of the opinion that this organization is responsible to conduct the detailed design, construction, and procurement of related items, contract management and subsequently the Operation & Maintenance of the MRT line-6.

The IDC team shall recommend the way to establish an effective financial management system with business plan and methodology apart from recommending a suitable organizational structure to serve the objective of the above mentioned activities.

A new Human Resources Model (HRM) is necessary to be developed to support the effective service of DMTC for implementation and O&M of the new Mass Transit System which shall be first ever in Bangladesh.

It is recommended that skilled manpower recruitment is necessary for DMTC. Deputation of officers shall be avoided. Recruitment should be based on merit, skill, knowledge, experience and through open competition.

The planning, designing construction, management and O&M of the proposed MRT shall take a considerable period. As such the organization required for the above mentioned works is required to be built in phases and to engage skilled manpower as per requirement. The overall institutional set up was proposed to be implemented in 5 phases with proposal of organogram and manpower details. The proposed corporate organogram of DMTC is shown below with the proposed manpower. Manpower proposed for different phases are:

- Phase-1: Total Manpower 38 persons (Officers 18, Other Staff 20)
- Phase-2: Total Manpower 67 persons (Officers 35, Supporting Staff 32)



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- Phase-3: Total Manpower 96 persons (Officers 53, Supporting Staff 43)
- Phase-4: Total Manpower 201 persons (Officers 118, Support Staff 83)
- Phase-5, Total manpower 1,287 persons (Officers 1040, Support Staff 247) at the time of operation & maintenance.

It is further recommended that the recruitment rules, Service rules etc. of employees shall be recommended by IDC team with the provision of MD/CEO of the company to be recruited by Road Transport & Highways Division, Ministry of Road Transport and Bridges, while other employees shall be recruited by Board of Directors as per recruitment rules of the company.

As the key position in the organization, the Managing Director (MD) is expected to provide the required leadership and create an environment conducive to achieving objectives. The MD should, therefore, have strong leadership qualities and extensive experience in handling major multi-disciplinary infrastructure projects. Preferably, the post shall be filled by open advertisement.

The proposal for creating a Public Company named DMTC and SPO was in principle agreed in an inter-ministerial meeting held under the Chairmanship of the Hon'ble Finance Minister on 15 February, 2011. It was finally approved by the Cabinet of Ministers in a meeting held on 07 March, 2011 under the Chairmanship of the Honorable Prime Minister of Bangladesh.

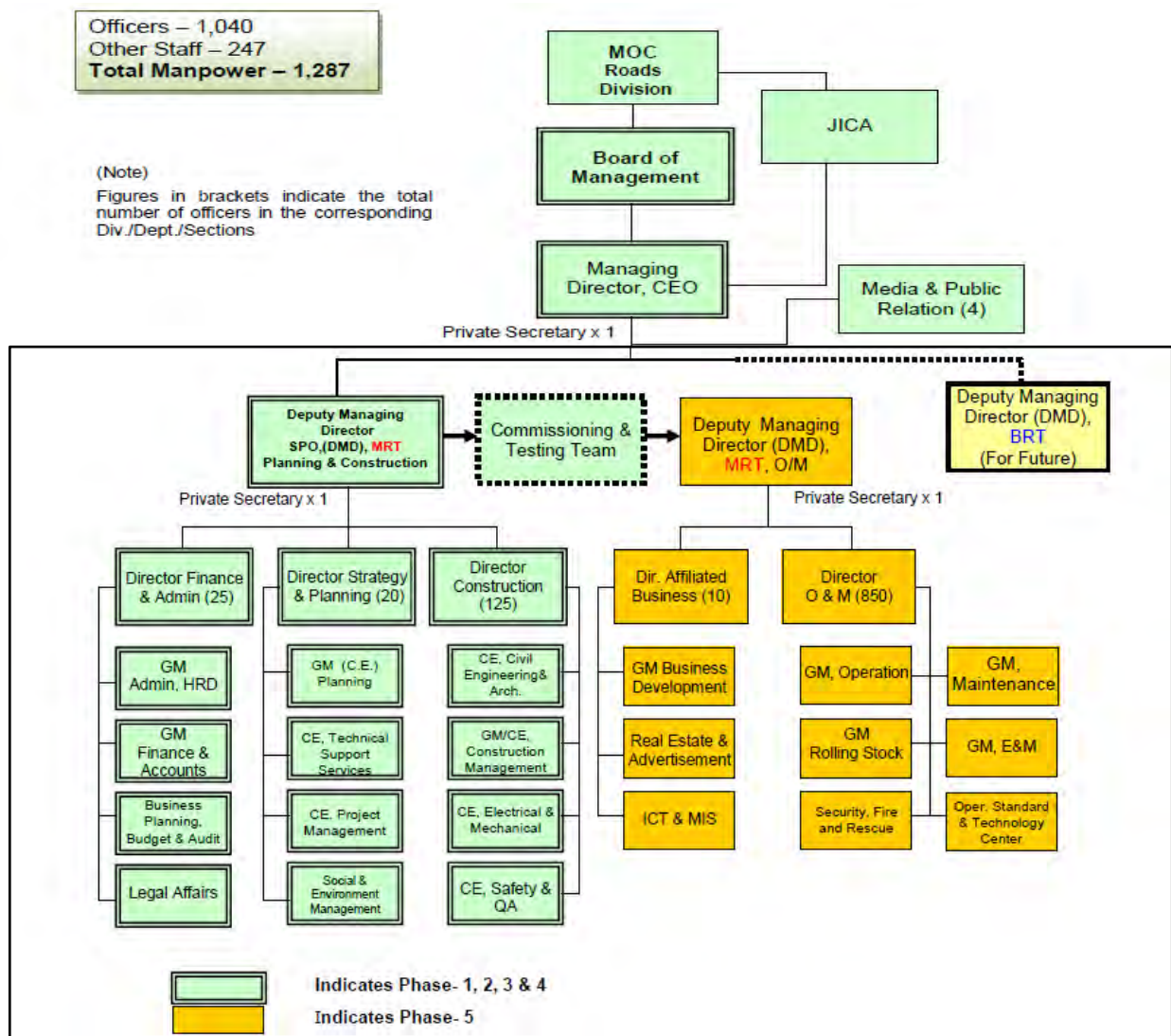
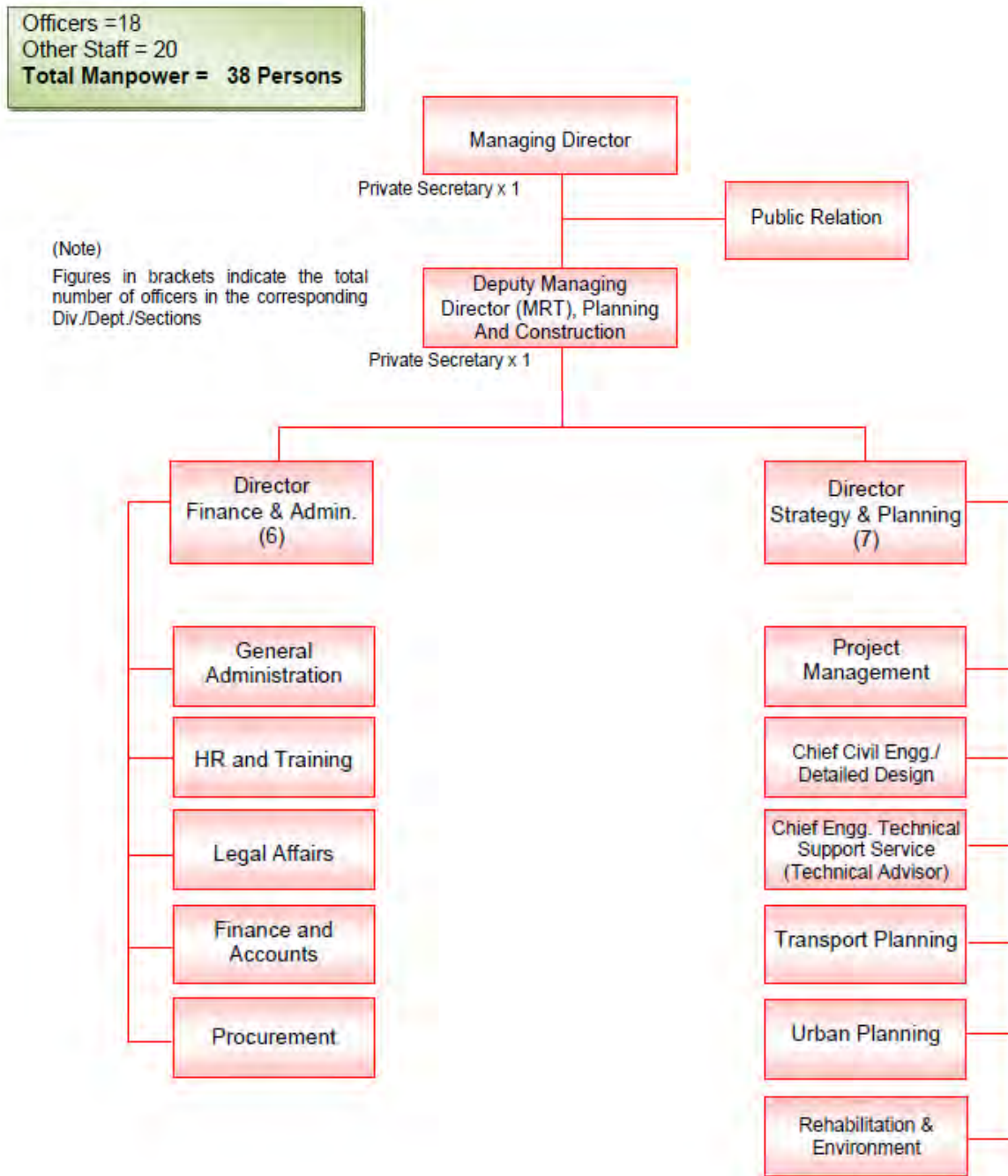


Figure 3.3 IBA Proposed Corporate Organogram of DMTC

The Phase-1 is the Special Project Organization (SPO) proposed to start functioning of the DMTC. The organogram of SPO was also proposed by SISCETRA and IBA study teams, similar except number of manpower requirement. Organogram of SPO proposed by IBA is shown below:



**Figure 3.4 Preliminary Proposal of DMTC/SPO Organogram**

Manpower details of the Phase-2, Phase-3 and Phase-4 have been provided by the IBA team. However, the RSTP team is of the opinion that the functions of the newly created (not fully established, only the SPO has started functioning) organization be allowed to be proceeded as recommended by IBA team till the final recommendation is made by IDC and its approval by the GOB.



### 3.3 DTCA and DMTC Responsibilities & Inter-relations

It was recommended that only the planning, feasibility studies, loan negotiation/draft agreements and regulatory functions shall remain with DTCA. Under provision of the DTCA Act, the company DMTC has been formed and started functioning as SPO. As such the initial works as mentioned above was remained with DTCA.

DMTC shall be major player taking on the responsibilities of consultant selection, detail engineering designs, tendering, contract awards, construction supervision and control, procurement, commissioning, operations and maintenance of MRT/BRT projects.

In this options the planning and the regulating agency is separated from the operators of the Mass Transit Systems. However, the regulatory functions such as safety, security, fare structures, route licensing etc. still remain with DTCA. RSTP study is of the same opinion and expects IDC to detail out accordingly. Relation of DMTC with DTCA is explained in the following Figure 3.5.

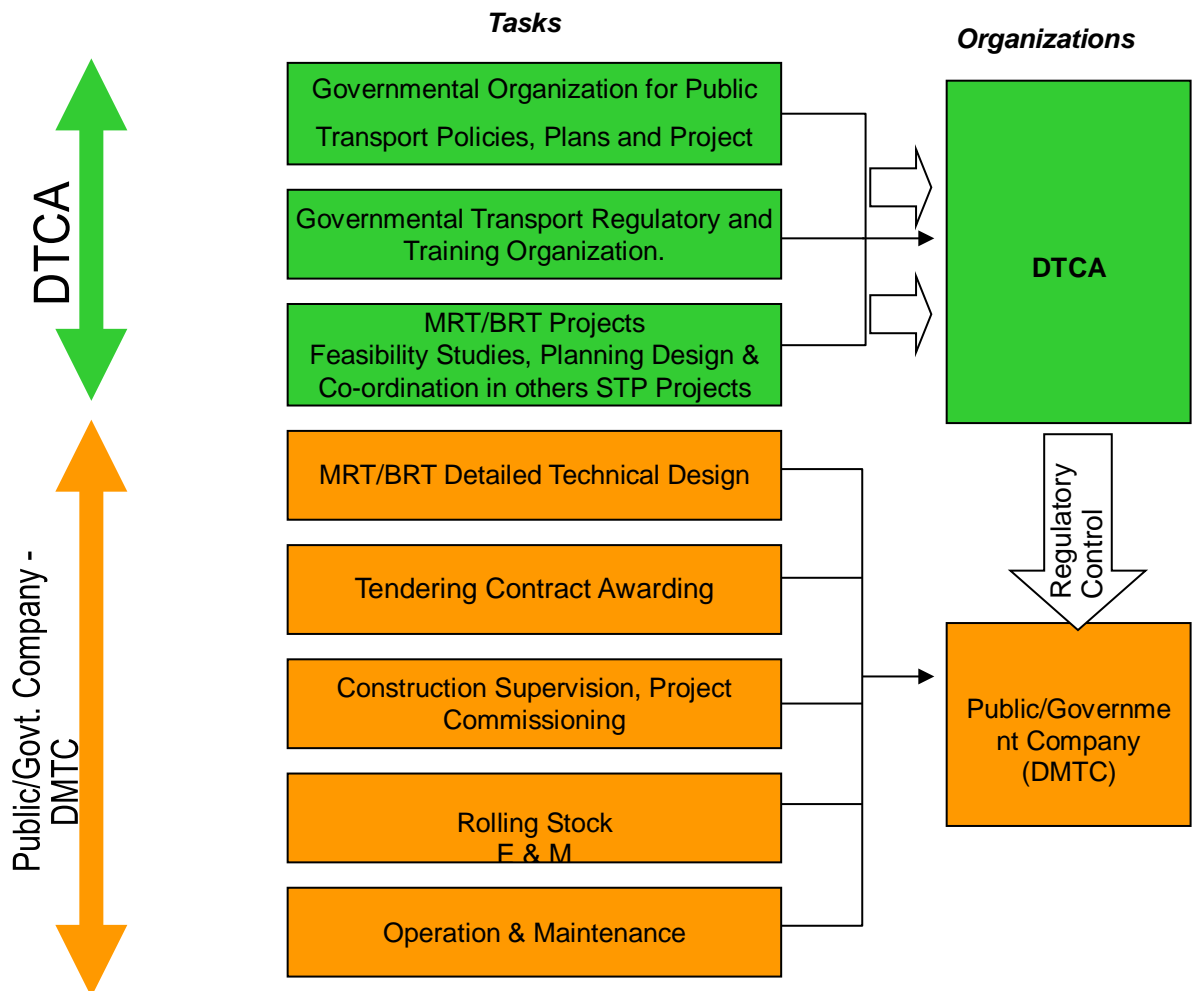


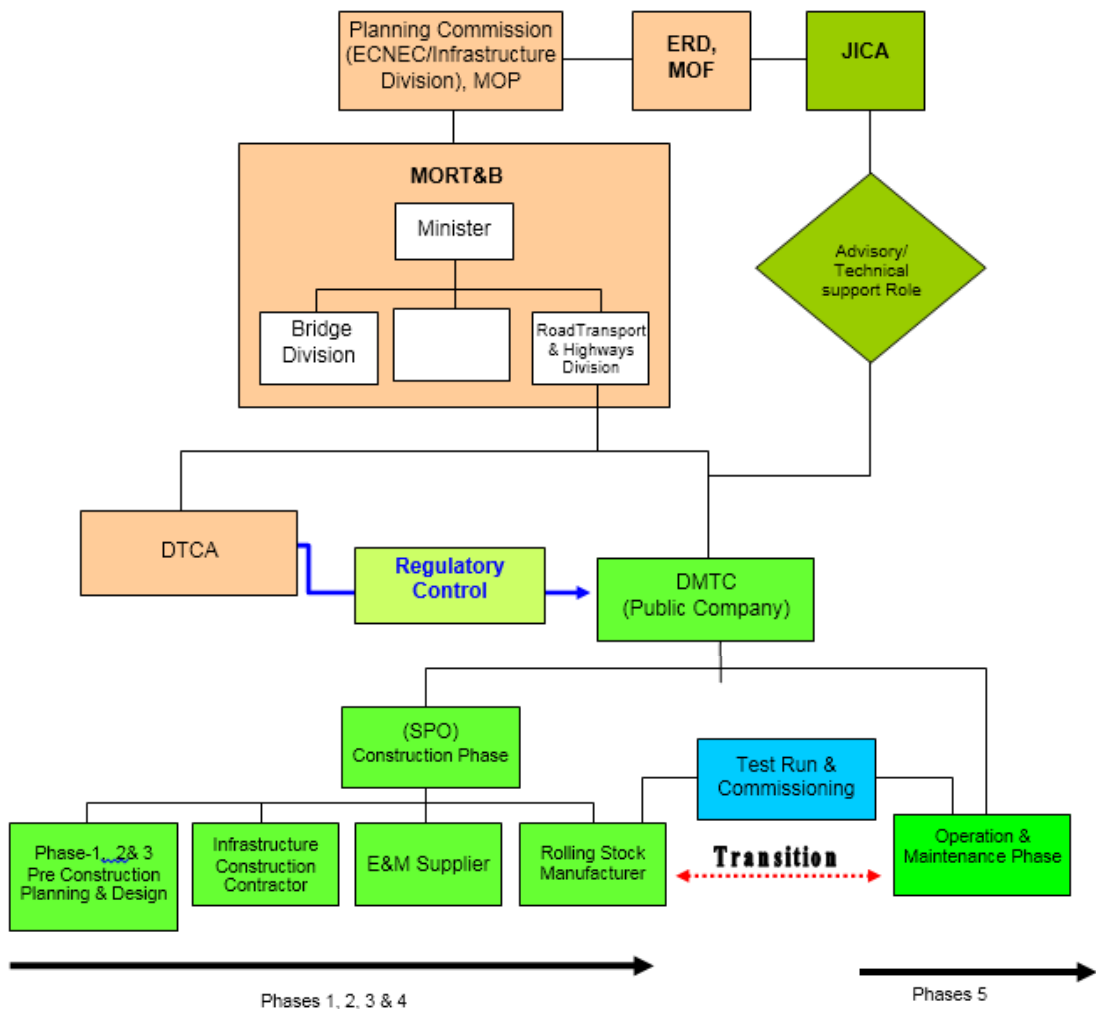
Figure 3.5 DTCA / DMTC Relationships to implement MRT&BRT (possible options)

**Table 3.1 Functions of DTCA and DMTC**

Responsibility	DTCA Functions	DMTC Functions
Primary responsibility with DMTC for MRT /BRT construction, and operation and maintenance.	<ol style="list-style-type: none"> <li>1. Government Organization for Public Transport Policies, Plans and Project Co-ordination.</li> <li>2. Governmental Transport Regulatory and Training Organization</li> <li>3. MRT/BRT Projects Feasibility Studies, Planning Design &amp; Co-ordination in others STP Projects</li> </ol>	<ol style="list-style-type: none"> <li>1. MRT/BRT Detailed Technical Design</li> <li>2. Tendering Contract Awarding</li> <li>3. Construction Supervision, Project Commissioning</li> <li>4. Rolling Stock, E &amp; M</li> <li>5. Operation &amp; Maintenance</li> </ol>

On the other hand, relation of DTCA and DMTC with the concerned ministry and the development partner (JICA in this case) is shown in Figure 7.

**MORT&B/DTCA/ DMTC (SPO)/JICA Operational Relationships**



**Figure 3.6 Operational Relationship**

While DTCA and DMTC shall work having the regulatory control of DTCA, new project proposal shall be sent to the MORTB, through the Road Transport and Highways Division. The line ministry, in turn shall send the same to the Ministry of Planning for approval of the ECNEC. Once it gets approval of the ECNEC and the financing proposal requires foreign fund, the proposal is sent to the External Relation Division (ERD) under Ministry of Finance. ERD takes up with the foreign financing agencies and the development partners.

### **3.4 Consultant's Observation and Recommendations**

The RSTP team is of the opinion that it is too early to have observation and point out the weakness of this institution as it is still in its formation stage. But it has been observed that there are and will have challenges for the DMTC as it goes forward in delivering its mandated functions.

Although the company has been formed, the manpower requirement has not been recruited through open competition rather the posts have been filled up by officers from other departments and from civil service.

Moreover, this is the first ever MRT going to be constructed and operated in the country and as such it is not expected that lot of people experienced in this field shall be available here. There shall be acute scarcity of skilled and experienced manpower for recruitment. However, a separate salary structure has been recommended to attract qualified personnel.

Development of Business Plan for decreasing dependence on fare collection only, through other commercial activities, including possible leasing of DMTC Real Assets for other revenue collection possibilities shall be also explored.

After construction phase, during operation and maintenance, DTCA shall be the regulator of operations for time of operations, safety and fare structures etc. DTCA and DMTC shall not work one under the other. Both shall work in a parallel relationship, ownership and reporting being vested in MORT&B. However, DTCA shall be the regulating body of all transport projects. This shall be a challenging relationship altogether.

Over and above, RSTP consultant has waited and seen the recommendations of IDC team and the approval of the Government regarding the institutional framework of DMTC.

## **4. DHAKA NORTH CITY CORPORATION (DNCC) AND DHAKA SOUTH CITY CORPORATION**

### **4.1 General**

#### (1) Background.

The government on 29 November 2011 dissolved the Dhaka City Corporation by the Local Government (City Corporation) Amendment Bill 2011 and divided it into two parts namely, Dhaka North City Corporation (DNCC) & Dhaka South City Corporation (DSCC). As the city grown bigger in size and also in terms of population, Government considered the division for providing better civic services to the city dwellers. Each corporation has been a self-governing entity, thus giving the city of Dhaka two mayors. The government holds that bifurcation would ensure better quality of civic services to the city dwellers.

##### 1) Dhaka North City Corporation (DNCC)

Dhaka North City Corporation consists of 36 wards having total area of about 82.638 sq. km. covering the Thana of Mirpur, Mohammadpur, Sher-E-Bangla Nagar, Pallabi, Adabor, Kafrul, Dhaka Cantonment, Gulshan, Banani, Badda, Uttara & some others.

##### 2) Dhaka South City Corporation (DSCC)

Dhaka South City Corporation consists of 56 wards covering the Thanas of Dhaka Kotwali, Motijheel, Sutrapur, Ramna, Bangsal, Wari, Gendaria, Chwokbazar, Lalbagh, Hazaribagh, Dhanmondi, Shahbagh, New Market, Khilgaon, Kamrangirchar & some others.

The RSTP study team has observed that even after the split, the objective/mandate, organizational structure, problems and recommendations for both the parts of the DCC are same and as such, both the DCC's are discussed in this chapter.

#### (2) History

Dhaka Municipality was established on the 1st August, 1864. Prior to the establishment of the Municipality, a "Committee of Improvement" existed in the city as early as 1823. The Committee consisting of three members was headed by Mr. Walters, the then Collector of Dhaka. This Committee was replaced by another committee named "Dhaka Committee" in 1840 with wider range of functions. This committee too was appointed by the Government rather than constituted under any law and, as such, had no corporate entity of its own.

After the partition of India, Dhaka became the provincial capital of the then East Pakistan in 1947. The Dhaka Municipal Committee was superseded by the Govt. on the 19th of November, 1947. The reason for super session was attributed to the inefficiencies in collection of taxes and development activities etc. The term of super-session was extended by annual orders until 1953. In December, 1953, the Chairman was elected to his office and then again in August, 1959.

The Municipal Administration Ordinance of 1960 repealed all previous municipal laws and provided that the Chairmen would be an official member appointed by and holding office during the pleasure of the Govt. The commissioners elected one of their members to be the Vice-Chairmen. The Government in 1960 divided the city area into 25 Unions, which were later enhanced to 30 Unions in 1964. The Chairmen of the Union Councils were the members of the Dhaka Municipality.

Dhaka became the capital of Bangladesh with the independence in the year 1971. The city area was divided into 50 wards and election of "Ward Commissioners" was held in 1977 with the introduction of "Pourashava Ordinance, 1977". The Ward Commissioners elected one of their members as the Chairman of the Municipality. In 1978, Dhaka Municipality was awarded

the status of a “Corporation” and the existing Chairman became the Mayor of the Corporation. This Municipal Corporation was superseded by the promulgation of Martial Law in March, 1982. Two adjacent municipalities, namely Mirpur and Gulshan Municipalities were merged with Dhaka Municipality in the same year. As a result the number of wards increased to 56.

The corporation was started with the introduction of Dhaka Municipal Corporation Ordinance, 1983, repealing the application of Pourashava Ordinance, 1977. In 1990, Dhaka Municipal Corporation was renamed as Dhaka City Corporation (DCC) and was divided in to zones to fulfill the objectives of decentralization.

In 1983, the Government with a view to democratize the city corporation, made drastic amendments in Ordinance, 1983 and repealing the application of Pourashava that the Mayor and the Commissioners will be elected by direct election on the basis of adult franchise. There are 18 reserved seats exclusively for women Commissioners who are elected by the Mayor and the Commissioners. The first direct election of the Corporation was held on January, 1994 and Mr. Mohammad Hanif became the first elected Mayor.

The area of the two Dhaka City Corporations at present is about 360 Km<sup>2</sup>. In case of the area of Dhaka Metropolitan Area (DMA) including Savar, Narayanganj, Tongi, it is nearly 1,500 Km<sup>2</sup> with an estimated population of 15 million.

According to the existing law, the executive power of the two DCCs vests in and is exercised by the Mayor. The term of the elected body is five years. It meets at least once a month for the transaction of business. The Mayors are assisted by the Chief Executive Officers, who in turn, is assisted by the Secretaries, the Heads of Departments and Zonal Executive Officers.

A part of both the DCC’s function includes the planning and management of traffic in Dhaka. Due to it organizational weakness many other functions such as bus route permits etc. has been given to other organization. DMP Traffic Division now efficiently manages the daily road traffic in DMA. However, the roads of Dhaka are still technically owned by the two DCCs and its traffic planning and signalization is one of its functions. DCCs are also involved in setting up public parking structures and road signage.

### (3) Present Mandate and Function

There are three major areas of work for which Dhaka City Corporation is responsible and are important to the RSTP. These are:

- Maintenance and development of the city streets/ roads/lanes;
- Maintenance and operation of street lights and traffic signals; and
- Sweeping and clearing of streets/roads/lanes, drains, markets and public places.

In addition to the above, there are various other types of activities run by DCC, some of which are linked to the above- mentioned areas. These are noted below.

- Maintain, repair and improvement of bridges and culverts, footpaths and drains;
- Conservancy work through disposal of solid waste;
- Setting up and maintenance of traffic signals at all important road crossings of the city;
- Issuance of trade licenses, rickshaw license and rickshaw driver’s licenses;
- Tree plantation on public streets and other public places;
- Slum development;
- Construction and maintenance of bus terminals;
- Development and maintenance of car parking;

- Construction and maintenance of car parking;
- Construction and maintenance of markets (of fish, vegetables & other merchandise); and
- Implement development schemes using DCC's own funds, ADP funds and donor's Funds.

#### (4) Major Transport Related Activities

It is well understood that the City Corporations have a lot of duties and activities of different nature. The RSTP team concentrated more on their activities related to the urban transport system for Dhaka city.

On the basis of the recommendations of the Dhaka Integrated Transportation Study (DITS), a Traffic Engineering Department (TED) was created in DCC. This department had 18 staff comprising Engineers and support Staff who are split to both the parts of DCC. The department is supposed to control and manage the city traffic, but in effect they have very little to do with the management of Dhaka's traffic. This has happened due to the fact that the engineers and the staffs of TED are not adequately trained and they have a limited knowledge. Most of the engineers of DCCs are involved in urban transport activities in the sense that most of them are connected with the construction and maintenance of roads. During discussions, it was revealed that there is a lack of coordination between DCCs and Water Supply & Sewerage Authority (WASA) in the operation and maintenance of the sewer lines and storm water drains of WASA. Due to blockages of these storm water drains, there is overflow of polluted water causing inconvenience and a health hazard.

Focusing on The TED of Engineering Department main activities are;-

- To plan, design & control the traffic movement is the most challenging job of the DCC Traffic Engineering Department (TED). Deficiencies faced by DCCs are two folded. First DCC-TED is not adequately & technically manned. Secondly, the roads of the city are unplanned, drivers are not skilled, and traffic on road is more than the capacity of road. Specially, the traffic police face difficulties to control traffic at the peak hours when there are traffic jams in most of the intersections.
- To control the traffic movement means essentially Traffic Planning and does not necessarily mean Traffic Management. The police is now doing the job of traffic management and also the enforcement in DCC area. This is because of the fact that the Traffic Engineering Department of DCCs is not competent enough to carry out the traffic management functions, creating a vacuum. That has compelled DMP to take up the task.
- Investigating the road accidents and, storing of data and analyzing the data require experience and above all special skill on IT. At present DCC-TED is not properly equipped, trained or manned for this job. There should be a separate MIS/IT section for this purpose. This part of the job shall also be coordinated with the respective traffic Department of DMP.
- As a result the input of DCC-TED is hardly felt in the daily transport field of Dhaka. DCCs are not perceived as a visible or effective transport agency. DCC-TED should be strengthened, better trained and equipped to do this job.

#### (5) Revenue Earnings

The activities of Dhaka City Corporation are being run based on the Dhaka City Corporation Ordinance, 1983. Taxation of various types is imposed based on the City Corporation (Taxation) Rules, 1986 and the City Corporation Model Tax Schedules, 1985. These were updated in 2002. Like any other Municipality, Dhaka city corporations (DCCs), render various services to those who live like within their jurisdictions. To meet the costs of providing these

services, The City Corporations imposed a number of taxes. Even so the revenue derived is hardly sufficient to meet the needs of running the corporations and carrying out the mandate activities satisfactorily. The following taxes and levied;-

- Holding tax (on land and building);
- Conservancy charge; and
- Street lighting charge.

The above taxes are charged on the owners of the holding, both private and government. This levy is applied to all properties (domestic, commercial, industrial, and institutional).

Besides these taxes, DCCs also issues trade license following payment of the prescribed fee, which depends on the nature and volume of the business. There are many other sources of income including grants from the Government as noted below;-

- Salary Support Grant;
- Grant in Lieu of Octroi; Grant from central government to compensate municipalities for the abolition in 1985 of their powers to levy import and export taxes transmitting their territories;
- Annual Developmental Program (ADP) and Development Grants: These are equity contributions from central government towards capital project implementation costs. Typically, these are made for the funding of no cost or indirect cost recovery programs such as roads, flood protection and drainage, whether from internally generated central government revenues or from external loan/grant proceeds; and
- Other Loans: Dhaka City Corporation has access to domestic loan- term loans from government- owned banks.

Besides the DCCs have some other earnings like:

- The Fixed Property Transfer Tax;
- The Trades and Profession License Tax;
- An Entertainment Tax;
- Rickshaw License (an annual fee);
- Income from Residential, Market and Other Properties; and
- Road Excavation Fees.

#### (6) Organogram and staffing

The city corporations are headed by elected Mayors with the rank and status of a Cabinet Minister. The Mayor of DNCC is assisted by 36 elected Commissioners together with nominated Commissioners appointed to seats reserved for women. Similarly, the Mayor of DSCC is assisted by 56 elected Commissioners together with nominated Commissioners appointed to seats reserved for women. Together, the Mayor and Commissioners constitute the Board and take all major decisions.

For day- to-day work, The Mayors are assisted by the Chief Executive Officers who are appointed by the Government. All files are routed through the CEO to the Mayor from the departments in the Corporations. Three of these departments- Traffic Engineering, Engineering and Town Planning and Development departments are directly related to the Urban Transport activities. Whereas the Mayors exercise overall control of some matters, some powers have been delegated to the head of departments

It is noted that the DCCs have just over 12,000 staffs out of which approximately 5000 are regular staff. The reminders are working on a Master Roll Basis engaged for conservancy

work on a daily attendance basis. Theoretically, the present hierarchy is acceptable, though the RSTP team thinks that the organization and manpower requirement with required experience and skill shall be determined by engagement of consultancy for institutional strengthening and capacity enhancement for the DCCs. At present good numbers of the revenue posts in DCCs are lying vacant and reportedly affecting the work output. DCCs have to recruit and fill the existing vacancies. It is worth mentioning that posts are filled on the basis national recruitment rules in which educational qualification and experience are well defined.



**Figure 4.1 Present Organogram of DNCC**

(DSCC organogram is similar with 56 word commissioners)

It has been reported that, staff of both DCC have had very little training. There is no proper training program or plan for capacity building of the staff. At present, training is imparted through the Government program for both local and foreign training. There is no well-designed training program for the personnel.

A major numbers of high officials who participate in policy making decisions are posted on deputation from other Departments. The program shall be chalked out so that the DCC officials can go up to the positions of policy level which will encourage belongingness for the organizations. Deputation is potentially blocking the prospect of promotion of the officers recruited in the organization and it is not an incentive for improved performance.

#### 4.2 Consultant's Observation

Some important issues, which create difficulties for DCCs and expose its weaknesses in the organizational and administrative matters, are discussed below;-

- i. It had been reported that the job descriptions of various posts of DCC are not clearly defined. As a result confusions arise very frequently among the staff as to who is supposed to do what. There is also a lack of regular communications among the different departments resulting in a lack of coordination and direction. This situation has serious adverse impacts on the overall efficiency of the corporation and leaves scope for unscrupulous staff to adopt unfair means to derive individual benefits. The RSTP team is of the opinion that the newly elected Mayors shall take up the challenge and minimize the problem.
- ii. It has been reported that a serious lack of management exists in DCC breaking the chain of command. There is a lack of supervision by senior members of the administration and an absence of accountability at different levels of management.
- iii. The decision-making and financial authority is concentrated in a few hands resulting in



delays in the decision making process. Consequently actions required to address an urgent problem cannot be taken in time. This situation has not only serious impacts on the efficient operations of the organization itself but also gives a poor image of the Corporation to the people.

- iv. It has been stated that outside interference in the normal activities of the Corporations has become a routine affair. This has created a hostile work environment for the staff making it difficult for them to discharge their duties fairly and judiciously.
- v. It has been reported that many important decisions are taken merely on political considerations rather than on their economic or social justification. While there is no denying the fact that political considerations cannot be ignored, it will be prudent on the part of DCCs management to ensure that the actions taken under such circumstances also satisfy the people's needs and thus safeguard the Corporation's interest.
- vi. It has been noted that overlapping of functions exists between the DCCs and some other agencies such as WASA, RAJUK, DMP and RHD. As a result implementation of a coordinated works program is hampered. The DCCs with the assistance of their legal departments should undertake a review of the Ordinances and Acts of all these agencies and solve problems through cross reference between them. If necessary, DCCs may seek the assistance of the Government to do the needful. The newly mandated coordinating authority DTCA may also look into this matter to resolve the problems.
- vii. The unilateral granting of permits by RAJUK for construction of high-rise (below 10-storied) commercial buildings also creates problems for the DCCs by:-
  - Increasing traffic volume on adjacent roads;
  - Accumulation of solid waste on roads near the buildings; and
  - Road cutting for telephone lines, gas lines, sewerage line and deep drains.

All these problems disturb the proper maintenance of the roads resulting in localized traffic congestion. The road cutting for telephone lines, gas lines, sewerage line and deep drains is an age- old issue and is still unresolved causing constant problems for DCC. On the other hand a number of government agencies including WASA, T&T, TITAS Gas and DESA have a need to dig into the road surface to implement their respective development works throughout the year. While the digging and setting up of the sewer, telephone or electricity line takes a long-time, the restoration work to put the surface back into its original condition takes a longer time creating a negative image of DCC in the public eye.

- i. The City Corporation Ordinance, 1983, states: "subject to any law for the time being in force, the corporation shall provide an adequate system of public drains in the city area and all such drains shall be constructed, maintained, kept cleared and emptied with due regard to the health and convenience of the public". But after promulgation of the Water Supply and Sewerage Authority, Act- 1996, the above Clause of DCCs Stands amended to the extent that DCCs are no longer responsible for storm water drainage of the city. In order to ease this situation for the people there is a DCC/WASA Inter-Departmental Committee at the zonal level. It is reported that the said committee is not very effective and the said confusion among the people persistent duties effectively.
- ii. The RSTP consultants have observed that after the split of the DCC into two separate entities, the DSCC has been housed in the previous office building "Nogor Bhaban" while the DNCC is yet to construct its office building which should be taken up as soon as possible.

### 4.3 Consultant's Recommendations

In general terms, the RSTP consultant has recommended to the training needs of the staff and officers of the DCCs in order to deliver the mandated duties and responsibilities efficiently and effectively. The full range of institutional changes including human resource development and restructuring the organization have not been defined in this RSTP study, as they do not fall within the scope of this study. However, a limited range of the institutional changes have been provided in the RSTP consultants' recommendations to make the corporation proactive in respect of transportation related activities. The RSTP consultants' recommendations are as follows:-

- i. The DCCs shall undertake or commission comprehensive study on institutional and human resource development in order to make them more efficient and job-oriented organizations. The re-structured DCCs shall be able to take responsibility for managing the increased staff and responsibilities of the fast growing city. Among other things, the proposed study is required to identify the needs of training, restructuring of the organizations to meet the present day needs, scaling down the size of staff and personnel and other logistic support for the re-structured DCCs. The study shall also draw up a short term training program for the DCCs staff so as to meet the existing shortfall.
- ii. The DCCs shall examine the feasibility of establishing "Task Force", to be constituted on a permanent basis comprising personnel from DMP, DCC, BRTA and RAJUK, to fight encroachment on the city roads and foot paths in order to ensure uninterrupted flow of traffic and to ensure safe movement of the pedestrians in the city.
- iii. The DCCs shall undertake a review to upgrade and restructure their Engineering and Planning Departments in order to make these sections capable of accepting the responsibilities resulting from the implementation of the RSTP. The primary change in DCCs in terms of the impacts of the RSTP shall be in relation to traffic management issues. DCCs shall increase establishment of the staff in the Traffic Engineering Department to a level suitable for carrying out its new role. The department shall undertake the role of control and management of traffic as mandated under Clause- 118 of the ordinance. This shall include such studies of a traffic engineering and management nature as are required together with the improved skill of personnel who shall be involved in the implementation of those measures.
- iv. The Traffic Engineering Departments are required to be strengthened adequately in order to take full responsibilities of the traffic engineering activities. The STP consultants proposed a revised and adequate organogram for TED. However, RSTP team also is of the opinion that as a short-term measure, at least one Executive Engineering (Electrical) and one Assistant Engineer (Electrical) shall be posted to TED in place of the existing posts, in order to allow TED to handle the new electronic traffic signals, which have been installed at a number of intersections in the city.
- v. The DCCs shall formulate rules under the Clause 118 of the Dhaka City Corporation Ordinance- 1983 in respect of traffic management and control in order to discharge its mandated functions properly and to man its Traffic Engineering Department with experienced and qualified personnel. Traffic Engineering Departments of DCCs shall be responsible for the control of all traffic signals within the city boundaries, their proper functioning and the optimization of their timing. The private sector could be engaged under contract to DCCs for the maintenance of these signal installations. In addition, TED personnel shall be trained in Intelligent Transport System (ITS), which shall play an increasingly important role in the control and management of traffic in the future.

- vi. DCCs shall make a detailed inventory of all city roads and identify suitable locations for on-street parking together with locations where parking shall be banned. On the basis of this inventory, the locations for construction of bus bay and bus stoppages shall be identified. DCCs shall organize and control a team of parking wardens (as aide of DMP) charged with the responsibility of monitoring space usage and issuing tickets for violations to DCC.
- vii. The TED shall develop the approach for non-motorized transport and they shall manage and control NMTs including rickshaws. TED shall plan and develop routes and networks, parking spaces and waiting areas at convenient locations, close to the entrances between and arterial roads and secondary side-roads and adjacent to major bus stops.
- viii. In order to bring in speed and efficiency to perform their mandated functions DCCs needs to enhance their capacity of IT system. This system shall be designed by specialists in consultation with the Corporation. The IT specialists shall be given overall responsibility for maintenance and management of all the computerization activities, the coordination of the future IT functions and also for development and operation of the MIS. This is an ideal opportunity to involve the private sector and harness the available knowledge already existing in the city.
- ix. Computers and office equipment such as photocopier, fax machines, internet facilities, scanners etc. should be procured to match the required IT system and the MIS to be developed by the specialists and also to speed up service delivery by the corporation. The provision of the equipment should include a training and familiarization course by the suppliers with back -up over a specified time.
- x. Within next 10 years the traffic problem shall also multiply, may be several times. Therefore, advance technology incorporating Intelligent Transport Systems (ITS) shall be required for traffic management and control in the future. DCCs shall anticipate such development and become acquainted with the ITS opportunities and techniques. As a short term measure some staff of the traffic engineering department shall be trained on some aspects of ITS relating to traffic control and management. Thereafter, a training program based on long-term needs shall be designed and implemented. In the long term training program, DMP shall also be involved so that ITS technology can be adopted for enforcement of traffic rules and regulations in the future.

#### **4.4 Action Plan for Implementation**

Dhaka City Corporations (DNCC & DSCC) render various essential services for city dwellers. DCC was established in 1864 as a Municipality and it has reached its present position after about 150 years, which may not commensurate with the present day conditions wherein, administration and management of organizations should be largely handled by advance technology. The RSTP consultants are aware that the Corporation so far has not made any serious attempt for an in-depth study on the re-structuring of the organization and updating of its functions. Some isolated actions have been taken giving some improvement of the capacity and amendment of the ordinance.

However, an in-depth independent study on the re-structuring of the present two DCCs is overdue. This study is also necessary to face the challenges of the high population growth and the consequent increasing demands for services. The population of the area under the DCCs was approximately ten million in 2004 is likely to be twenty million in 2024. Therefore, the DCCs shall initiate action to undertake the said study without delay. The authorities may explore the possibility of technical assistance supported by local counterpart funds for this purpose.

It is worth mentioning here that out of 12 departments of each of the two DCCs, only 3 are

concerned with the transportation. These are: Traffic Engineering; Engineering and Town Planning, and the Developments departments. The Traffic Engineering Department (TED) is directly involved with the urban transport system. Other two departments are partially involved as they are also responsible for construction, maintenance and building activities carried out under the DCCs charter of functions. Therefore, the consultants have focused attention on TED and made recommendations accordingly.

Pending the in-depth study for re-structuring the organization it shall be advisable for DCCs to initiate actions to improve the institutional capacities of other two departments by imparting training to the existence personnel and providing them with proper logistics. The expansion of the TED suggested by the STP Consultants could be manned by the qualified personnel from those other departments, which are now lightly loaded and could be reduced in size. Thus, new recruitment of personnel for the expanded TED maybe reduced to a great extent. Similar actions may also be taken for the Engineering and the Planning and Development Department to enhance their efficiency as an interim measures.

## **5. DHAKA METROPOLITAN POLICE (DMP)**

### **5.1 General**

This is a law and order maintenance and a transport management and at the same time an executing agency of the DMA. Traffic management and enforcement is a part of its overall responsibility.

Historically, the necessity of formation of a separate part of Bangladesh Polices' organization for the city area was felt due to the rapid urbanization and growth of population of the DMA. The growth in population was accelerated by in-migration, combined with the natural growth. The City has been growing over 4.4% per year as per Strategic Transport Plan (STP) Dhaka commissioned in 2004. The DMA which includes the areas beyond DCC up to river Turag in the North & West, Buriganga in the South and Balu River in the East is also under DMP jurisdiction.

In the context of rapid population growth in DMA, it was felt difficult to maintain the law and order situation. As a result, DMP was set up in the year 1976 through Ordinance No. 3 of 1976. During the STP study period there were 22 Police Stations under DMP. At present, during the RSTP study, there are 49 Police Stations under DMP, moreover there are proposals of creating 11 more police stations. However, within the DMP a separate traffic unit was set up.

#### **(1) Organization of DMP Traffic Division**

Dhaka Metropolitan Police (DMP) has 5 separate units/divisions headed by Additional Commissioners of Police. The units have different duties, while the RSTP study is concerned with the Traffic Division only and the rest of the discussions will be on DMP Traffic Division. The existing 5 Divisions of DMP are:-

- DMP HQ & Public Order Management;
- Crime & Operations Division;
- Protection & Protocol Division;
- Traffic Division; and
- Detective & Criminal Intelligence Division.

DMP police's law and order unit does not manage the Operational Traffic Division of DMP. The command structure of DMP Traffic is set up separately from the other Police functions. The traffic management and control unit of DMP is setup under four divisions. These are set up under the command of Joint Commissioner of Traffic, who reports to Additional Commissioner. The Traffic Division headed by Deputy Commissioners which works separately from other police divisions is divided as following i.e. 1)Traffic (South) 2) Traffic (North) 3) Traffic (East) 4) Traffic (West).

The Traffic Police Division of DMP was originally working under two Deputy Commissioners (Traffic) and with a total of 2111 manpower until 2006. Later, considering the constraints of manpower and logistics, this part of the organization (DMP) was reorganized with increased manpower and headed by a Joint Commissioner (Traffic) with a total manpower of 3645. Although the set up was reorganized, there was no substantial increase in personnel working in the field level. So the pressure on traffic police has continued to build up. The personnel allocation in 2006 is not working in 2015, when the traffic & transport volume has almost doubled in the meanwhile. On the other hand, considering the shortage of logistical equipment, the IDA financed DUTP project provided DMP with a good number of equipment including Motorcycles, Wreckers, Walki Talki etc. during 2003-2004. This equipment which was initially of great help is already quite inadequate considering the present demand.

Further, those supplied during 2003-2004 have become old/obsolete in the meantime. Therefore, there is a great need for re-supplying of new equipment to the Traffic Police. However, though inadequate, there has been good supply of logistics during the last few years.

## (2) Present Mandates

The main mandated functions are;-

- Control of crimes and maintenance of law and order in the city;
- Control of traffic movement in the city;
- Enforcement of traffic rules to ensure road safety; and
- Investigating road accidents, storing of data and the analysis of the accident data.

Out of the four above mentioned mandated functions of DMP, the last three are directly related with traffic and transportation and hence with the STP.

## (3) Problems and Limitations

- i. In order to control crime and maintain law and order in the city, the personnel of the 49 police stations have to work round the clock in shifts. They have to perform the patrol duties at day and night. Shortage of manpower is a big problem with DMP Traffic Division.
- ii. To control the traffic movement is the most challenging job of the DMP traffic unit. The roads of the city are in many places unplanned, drivers are not skilled, traffic on road is more than the capacity of road and most of the time traffic signals are out of order. Specially, the traffic police face difficulties to control traffic at the peak hours when there are traffic jams in most of the intersections.
- iii. To control the traffic movement does not necessarily mean total traffic management. Traffic planning & management entails wider actions. The police are now doing the job of traffic planning, management and also of the enforcement. This is because of the fact that the Traffic Engineering Department of DCC is not providing the traffic management functions, thereby creating a vacuum that compelled DMP to take over the task.
- iv. In order to enforce the traffic rules, the traffic police shall get hold of the vehicles violating traffic rules. Sometimes they impose fine and sometimes they sue them as per Chapter - 10 of the MVO. However, for proper execution of this job they have to know about the Rules and Regulations which needs training on this subject, adequate communication equipment, vehicles etc. Moreover, controlling the traffic movement shall not be the sole responsibility of traffic police only. Rather the drivers and the city dwellers should play an imperfect role in this regard. At present there is a serious deterioration in respect of violation of traffic rules and regulations in the city.
- v. Investigating the road accidents and, storing of data and analyzing the data require experience and above all special skills in Information & Communication Technology (ICT). At present DMP is not properly equipped or manned for this job. There should be a separate MIS/IT section for this purpose. This part of the job should also be coordinated with the respective police stations.
- vi. Digital transformation: DMP should have digital information on traffic build up on all major roads and junctions in the city. Action and planning should be designed according to that data.
- vii. Transfer of personnel: Frequent transfer of police personnel acquiring skill on this job to other stations with different assignment is an inherent problem. The trained police officers that are posted to other police functions are serious problems to the system. For

this reason the transport & traffic trained officers should be retrained with in the traffic division as such as possible with promotion when required.

- viii. Due to lack of Traffic Impact Assessment Studies on the major development projects traffic congestion occurs frequently.

## **5.2 Consultant's Observation**

At present many organizations are involved in the transport sector in Dhaka city and there are many overlapping of the functions. Again aggressive and unsafe competition prevails on the street, not only among different modes but also between the buses. Careless pedestrians and haphazard crossings of roads have also produced unsafe travel environment on the streets. The traffic polices are the main actors on the street to regulate such condition. This is not a very easy job for them and the situation on street may be described as unfavorable to them. They work in a hostile and unfavorable situation.

It is an established fact that safe and efficient use of the traffic environment is a learned behavior. All road users are the products of some form of education or training, however informal or intermittent. The importance of a formal training in road safety has been underestimated in the past because of the mistaken belief that the lessons to be learned are simple and the tasks to be performed rudimentary.

As such a Road Safety Cell is required to be established to generate awareness among road user. It should be an educational wing of the DMP Traffic Police and its main function is to educate the road users as regards the proper and safe use of roads as well as to develop the human resources who are responsive to public and are technically competent.

There is lack of awareness of traffic rules by city dwellers in general and the drivers of the motorized and non-motorized vehicles in particular. As a result there is a seriously deteriorating law and order situation, increased violation of traffic rules and haphazard parking of vehicles on the street and close to intersection. The enforcement of traffic rules has become very large task. DMP with its existing manpower, skill and capacity is seriously helpless in discharging these assigned duties effectively. Almost all the traffic signals are ineffective in solving the traffic congestion on City Street and the traffic polices have to control the vehicle fleet by signaling with their hands standing on the middle of the street.

Since DCC (DNCC & DSCC) has not been attending the traffic operation aspects, the police has stepped into the vacuum and discharging the traffic management functions. As such the DMP became overburdened and is compelled to spread its resources to cover the whole range of traffic management as well as enforcement of rules and regulations. If the traffic Engineering Department of DNCC & DSCC are strengthened with experienced and skilled personnel and undertake the responsibility of traffic management including control of the signals at the intersections. This will relieve the DMP of the traffic management functions and allow them to concentrate on enforcement.

## **5.3 Consultant's Recommendation for DMP**

Basic change in the DMP (traffic) structure is not desirable except to increase in manpower, training and logistics. However, it is understood that addition of trained manpower in the field of MIS/ICT will make the organization more effective. The DMP Traffic section shall have its own Management Information System (MIS) which help coordination, exchange, verification of traffic related data digitally with other related agencies. They can make independent data base which will be helpful for their own operation and also that of other agencies.

Road safety shall be taken into consideration with priority. Training of police personnel engaged in controlling and enforcement of Dhaka City traffic is considered to be vital and there shall be provision for training of them.

This shall however, need skilled, experienced and properly qualified personnel with adequate back up of logistics. Focus has been made on;-

- Taking care of the environmental conditions;
- Implement electronic and automatic signaling system. Both traffic police and traffic shall follow there automated signally system;
- Enforcement of rules of traffic for motorized traffic and pedestrians. Regular traffic safety public campaigns that teaches drivers and public to obey traffic rules and regulations;
- Avoid tentative impulses to impose the use of manual traffic management at every signals;
- Taking care of the pedestrians by creating planned pedestrian cross over points and educating the public;
- Increasing computer/IT based activities;
- More responsiveness to the needs of public. Ensure smooth and secure traffic movement for special occasions and VIP duties with minimum inconvenience to public;
- Prepare a comprehensive awareness building program. Increase awareness of drivers and pedestrians;
- Create comprehension and overall traffic management plan;
- Having special attention to Road Safety. Inculcate a sense of discipline amongst road users and educate the public including school children on road safety and develop a sense of responsiveness and sensitivity to the needs of the public;
- To increase the overall efficiency by increasing manpower and to overcome problems due to lack of training;
- Prevent and reduce accidents with effective enforcement of traffic regulations. Encourage participation and involvement of public in traffic management and facilities to create public awareness;
- Develop the human resources of traffic police with proper and adequately training of personnel, increase of logistics and support system, provide better incentives to personnel; and
- Respond to well-founded criticism with a willingness to change and hold regular public meetings with important public and civil society.

#### **5.4 Action Plan for Implementation**

The steps to be taken for implementation of the recommendations made by RSTP consultant shall be evolved in consultation with the Metropolitan Police Authority. However, the preliminary actions are as follows:

- i. A consensus shall be arrived at between DMP and DCC with regard to their respective areas of responsibility for traffic management and control of traffic. The meaning of the word "Control" in Clause- 25 (b) and (c) of the Police Regulations shall be interpreted to mean enforcement only.
- ii. Once agreement on the above aspect is reached, a study shall be undertaken to determine the scope of work and the responsibility of DMP. The study shall include the following broad areas:-
  - Determination of detail job description of DMP (Traffic);
  - Manpower requirement for the present day needs and incremental manpower requirement for each five year period up to 2024;



- Training needs of the personnel to discharge the increased enforcement duties.
  - Logistical support and equipment required by the DMP;
  - Changes required in the existing regulations to make DMP more effective; and
  - Establishment of career building opportunities and an incentive program to encourage good performance by DMP personnel.
- iii. As a short-term measure, DMP shall concentrate on the enforcement of traffic rules by apprehending and prosecuting the violators. They should also enforce parking policy by not allowing buses, rickshaws and trucks to park haphazardly on the street. All approaches to into intersections should be kept free of parking and stopping of vehicles.
- vi. The police shall enforce the national speed limit as laid down in the 8th schedule of Motor Vehicle Ordinance 1983 for city areas.
- v. In order to discharge their duties properly, the existing vacant posts in DMP (Traffic) if any shall be filled up by capable personnel and they should be equipped with necessary vehicles and equipment.
- vi. It is generally observed that the national mass-media including the electronic ones have developed a tendency to highlight bad performance and wrong doings of the police. While it is necessary to point out such news, the media shall also give due importance to the good performance and good work of the police so that they feel encouraged to do more good work. DMP also has a role to play in this respect. They shall divulge all such good work to the media and encourage the media to publicize this news.

## 6. RAJDHANI UNNAYAN KATRIPAKKHA (RAJUK)

### 6.1 General

#### (1) History and Background

Dhaka Improvement Trust (DIT), the antecedent organization of present day Rajdhani Unnayan Kartripakkha (RAJUK) was formed in 1956, following the enactment of the Town Improvement Act of 1953. At the time of partition of the Sub-Continent in 1947, Dhaka with a population of approximately 250,000 people became the capital of the new provincial Capital of the then East Pakistan.

Dhaka Municipality, which was in charge of most of the daily municipal functions, was deemed to be technically not capable enough to plan and develop a new and fast growing provincial capital. Hence, a new organization vested with responsibilities of planning, regulating and development of the capital city was created. This organization prepared the first Master Plan in 1961 with the help of the British planning firm Minoprio and Mc Farlane.

After the liberation of Bangladesh, Dhaka became the capital of the new born country and saw a rapid growth in its population. The growth rate hit 10% in the late nineteen seventies and early eighties. On 30 April 1987 DIT was renamed as Rajdhani Unnayan Kartripakkha (RAJUK). In addition, RAJUK area was expanded to include Narayanganj and Tongi Pourashava. At that time the area of RAJUK was 320 sq. miles only. Present RAJUK area includes the whole of DCC, Narayanganj, Tongi, Joydebpur, Savar Pourashava and also Keranigonj, Rupgonj, Siddirgonj Upzailas and the total area is 590 sq. miles (1,528 KM<sup>2</sup>). (See below map)

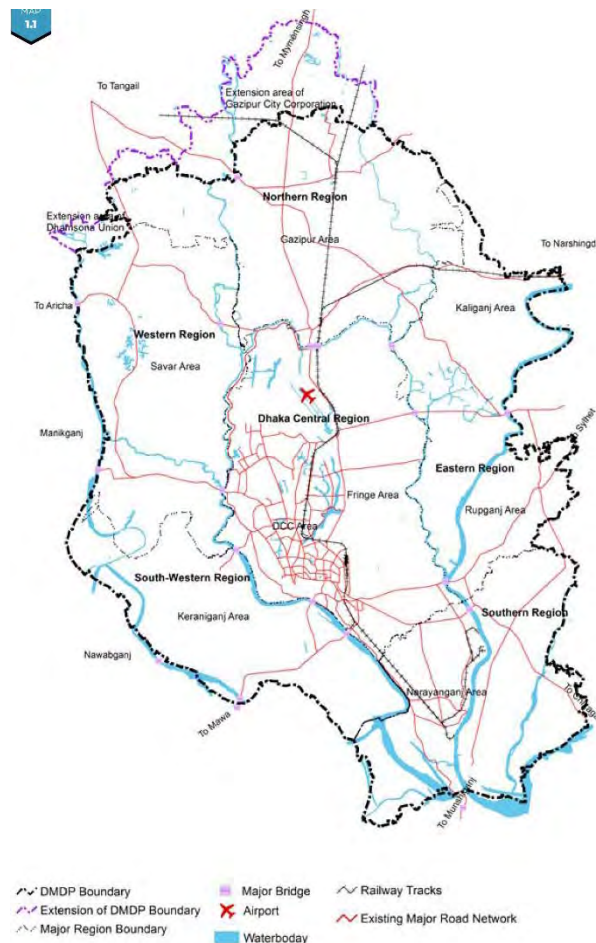


Figure 6.1 RAJUK Area

(2) Present Mandate and Function

Major existing functions of RAJUK can be broken down in to two major types.

Type one is Planning, Regulation, Development Controls and Approvals; preparation of Master Plan and Development Plans for Dhaka Metropolitan Area (DMA), including and the RAJUK area;

- Strategic Planning;
- Detailed Area Planning;
- Land Use Planning and Zoning Control;
- Approval of building plans and issuing of Building Permits;
- Monitoring of construction and ordering of demolitions of illegal constructions;
- Satellite Town planning;
- Planning public housing areas within the city; and
- Planning of new major roads, link roads, bridges and culverts.

Type two is acting as the Developer on behalf of the government, such as;

- Satellite Town construction and development;
- Construction of new major roads, link roads, bridges and culverts in DMA;
- Construction of planned housing areas within the city; and
- Construction of markets and shopping centers.

So, it is evident that RAJUK is acting both as: a) Planner and Regulator and b) Developer.

The same organization that plans and regulates, approves and controls development is also directly involved in the development business itself, may sound conflicting. But, in fact by such action on the part of the organization is providing a sort of safeguard to middle income and less privileged group. It is preventing the private sector to make exceptionally high profit by increasing the price of land or apartments at their wills and whims. If the price of the private developers is very high, people wait for sale of RAJUK plots or flats. Thus a balance in price of land and apartment in the greater Dhaka area is ensured, at least, to some extent. Further, there is less possibility on the part of the private sector to make high profit by making consortium within them. Being a very profitable sector, private sector is heavily involved in this area since the 1980's. They have by and large taken over the housing and commercial sectors. It is felt necessary to have some sort of indirect control of price of land and apartments for the sake of the city dwellers intending to have own home.

Moreover, there was no choice by the than Government but to entrust RAJUK (previously DIT) with the responsibility of planning and developing public housing areas. Even, in the present days, there are doubts on entrusting the development of public housing areas to the private sector developers. There are allegations against most of the private housing developers of not handing over plots/flats in time even after making the full payments by the buyers. Till date buyers feel most secured in making payment in favor of RAJUK for purchase of land/flat. Generally speaking, projects take so much time in implementing that flexibility study losses value at the time of their implementation. In order to remove these problems, RAJUK should be substantially structured as indicated elsewhere in the study for making its planning, infrastructure and service providing, land development and development control more effective.

However, it is very challenging on the part of a Government statutory body to work as planning & regulatory body and executing agency at the same time. The top management

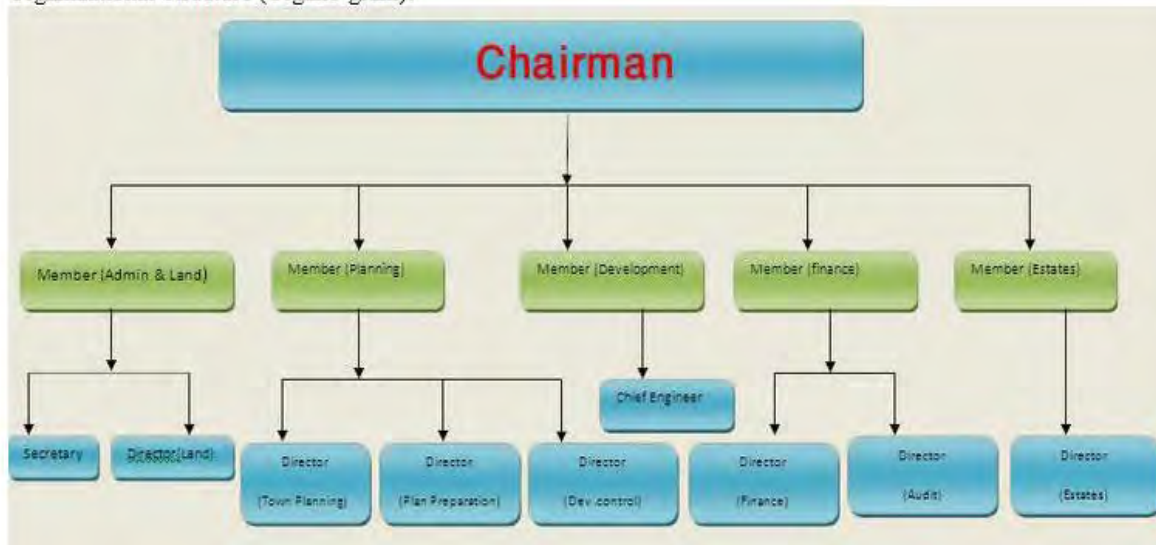
has to be highly professional and committed with high degree of integrity. Because, while execution of a project by RAJUK, if the existing policies are violated, there is none to point out. An organization cannot be expected to be a fair regulator and planner, when its sustenance and existence is tied to profits to be generated from developments. But the RSTP team gathered that the sustenance and existence of RAJUK is not tied to the profits to be gathered from development works only.

The RSTP team has proposed in later chapter that RAJUK can undertake an in depth independent study to update its functions to restructure its organization and to formulate a program for capacity building. The authority shall explore Technical Assistance for expatriate and professional input in association with local counterpart experts. The proposed study shall have special focus on the conflicting situation of RAJUK's function as a regulator and developer.

### (3) Organogram and Staffing

RAJUK is statutory public Authority, headed by a Chairman with the rank of Addl. Secretary to the Government of Bangladesh, reporting to the Ministry of Public Works and Housing (MPWH) through the Secretary of the Ministry. RAJUK is structured and governed by the Chairman and five other Members appointed by the Government. They are full time officials and the Chairman is the Chief Executive of the Authority. The overall responsibilities and functions of the Chairman and the Members are prescribed and assigned by the government. The Board members are usually the heads of different Divisions. Shown below is the top positions of sanctioned Organogram structure of RAJUK.

Organizational Structure (Organo-gram):



**Figure 6.2 Basic Structure of the Organogram of RAJUK**

Source: [https://www.rajukdhaka.gov.bd/rajuk/page/web/about/rajuk\\_organogram.jsp](https://www.rajukdhaka.gov.bd/rajuk/page/web/about/rajuk_organogram.jsp)

It is understood that the chairman and five members are to be appointed by the Government. Besides this, the services of other officers and employees are to be guided by the Rajdhani Unnayan Karttripakkha (Employee) Service Rule'2013 (S.R.O No. 294-Law/2013 published on September 4, 2013). According to this service rule the posts can be filled up in three ways: (a) By direct appointment, (b) By Promotion and (c) By deputation.

Lot of officers and staff of RAJUK at the higher positions are now working mainly on deputation from other ministries and departments. Officers on deputation normally are posted for a three years term. With the skill and experience earned at RAJUK, the officers (working

on deputation) cannot serve RAJUK for long time and at the same time growth of specialized skill for RAJUK officers are obstructed. Generally, deputation serves the short term interest of the persons concerned and there is no ownership, sense of belonging and commitment to the organization. Deputation is potentially blocking the prospect of promotion of the officers recruited in the organization and it is not an incentive for improved performance. The RSTP team is of the opinion that this not applicable for RAJUK only, it generally happens like that.

In the light of the above it is expected that RAJUK should develop its own technical and management skills and structures. Further, while appointments are made on deputation, skill and experience requirement for that post should be properly fulfilled. Policy makers may think of providing RAJUK officials more opportunity to be promoted to the higher positions so that their skills and experience could be better utilized.

The city has become very big and its population is increasing every day. To coup up with the increasing demand of planning and regulating unauthorized establishments/construction RAJUK needs more manpower and logistic support. As the RSTP team has the main focus on the urban transport system of Dhaka, the consultants would prefer RAJUK to have transport planners, GIS experts, modelers and more MIS experts, experienced surveyor, adequate member of town planners, PPP (Private Public Partnership) experts, urban planner etc.

#### (4) Recruitment Rules and Career Path

RAJUK is authorized to recruit most of its staff except for some senior positions which is filled by the Government. However, there had always been a problem in such recruitment due to the need of approved recruitment rule. Prompt action by the Government may, however solve such problems as and when needed.

It is expected that the scope of promotion of RAJUK officials shall be increased and they shall be promoted up to policy level provided eligible candidates are available. For example, GOB appoints the members and the chairman of RAJUK. If efficient, experienced and skilled officer in RAJUK is available, GOB may think to appoint such officer in any of those posts.

RAJUK should have strong Human Resource Development unit and also should have appropriate training program for its technical personnel. The activities of the authority towards the institutional strengthening should be a continuous process as the demand is increasing with the growth of the city and its multifarious problems.

#### (5) Identification of Problems

The concern of the present status of RAJUK; It has taken a lot of positive initiatives and facing a lot of problems due to its lack of manpower relating to enforcement and social coordination. In almost all cases RAJUK has to take the help of DMP.

Further, it is difficult on the part of few officials of RAJUK to look into the irregular construction activities going on over such huge area like 1528 sq. km. Creation of zonal offices with authority to handle such works along with authority of planning and approval may be helpful.

RAJUK's focus has been largely on land development, because this is what returns profit. RAJUK, essentially should acts more as a planner, regulator and controller; the planning, regulation arm and development control needs to be strengthened and RAJUK is trying to do that.

RAJUK is entrusted for the development of the DMA and the RAJUK Area as stipulated in the DMDP. This means that RAJUK is also entrusted with the task of developing its roads network. But, as the local Government institutions and RHD are largely engaged in construction of roads, bridges, culverts etc., RAJUK had little scope in constructing roads.

Still it has successfully constructed roads connect to new satellite towns. It has created all the internal roads of all the satellite towns and few peripheral roads (such as the Eastern Bypass) also.

RAJUK lacks action in public relation matters. As a result its good work is not publicized and its image is not properly presented to the people.

RAJUK has limited power for adopting legal measures dealing with building control, which hinders its regulatory function.

RAJUK lacks in adequate manpower in planning, zoning, building permit applications and mostly in development controls (monitoring). Supervision to stop the violation of rules and regulations of RAJUK by any organizations or person during construction/development needs huge manpower. RAJUK could also attempt to generate local interest or activity through community participation.

RAJUK as a planning and development organization has to be proactive and deliver efficient service. It is plagued by various issues of technical and manpower shortage.

RAJUK is an insular organization. It is not accountable, open to public reviews. It does not answer well to ordinary people for its actions. There is no effective outside review or appeals process against RAJUK actions.

## **6.2 Consultant's Observation**

Strategic urban planning is the fundamental issue in the process of balanced development of a city and RAJUK is the institution vested with the responsibility for Dhaka. By 2005 RAJUK should have completed all the detailed area plans and started their implementation at the local level but till now people are not still aware of the DAP and its contents

Special attention of the authority is required so that its involvement in new land development do not hamper the long term planning, regulatory and building control activities and planning for housing development.

In order to ensure planned and coordinated development of the city; land use and transport planning shall be integrated. However, transport planning is presently being shared by many organizations including RAJUK, DCC and DTCA. As a result, urban planning and development management in Dhaka has become fragmented and uncoordinated. Consequently at present, the integration of transport and land use plans cannot be ensured.

The expansion of the road network could not keep pace with the population growth and transport demand. At the same time, physical infrastructure is being developed in Dhaka without much regard to the transportation facilities to serve it. Whereas transportation and land use planning should go side by side, it is seen that transportation facilities lag far behind the physical infrastructure development.

In order to avoid this continuing situation and to bring some order into the development of Dhaka, it is imperative to integrate transport and land use planning and the responsibility. An efficient and effective integration between land use and transport planning of Dhaka needs proper coordination among the institutions responsible so that the transportation and land use planning can progress side by side.

It is understood that the revenues received by RAJUK from the proceeds of the sales of developed plots, together with the fees and charges for rendering services to the clients are inadequate to invest in the development projects needed to be taken up for the public interest. In such cases GOB may solve the requirements or RAJUK can come forward with PPP concept.

However, the problem of lack of funds could be resolved by RAJUK from borrowing money on debentures with the approval of government. This is permissible under clause 107 of the Town Improvement ACT, 1953. RAJUK can invest the borrowed money for development of new lands and then recover it from the proceeds of the sales of these lands. The fund thus released from the land development could be invested to develop new roads and connecting roads for newly developed areas. This possibility is considered to have merit and is worth exploring.

RAJUK is an important and vast organization which needs major restructuring after conducting detailed study by engaging consultants from home and abroad. This RSTP team is mainly focusing on the revision of the STP documents and these observations are a small part of the study, while the task requires a complete and detailed study. The proposed study for institutional restructuring and human resource development will include the review of its present functions in order to make them suitable to meet the increasing demands of the people.

### **6.3 Consultant's recommendation for RAJUK**

RAJUK shall undertake a detailed study to review and update its functions in order to match present demand and to meet the changing conditions.

- i. RAJUK shall staff the organization with qualified and trained personnel. A program of institutional strengthening and human resource development shall be established through the study. The proposed study shall have special focus on the conflicting situation of RAJUK's function as a regulator and developer.
- ii. The existing strength of the organization appears to be insufficient compared with the demand of RAJUK's clients. The structure of organization and its staff need shall be reviewed. The future size of the organization shall be determined by the study.
- iii. As land use and transport planning shall be integrated for the controlled and planned development of the city, the STP consultants, in 2005 recommended these two functions to be discharged by a single authority. However, the RSTP consultant recommends to take necessary steps for an effective coordination between DTCA and RAJUK so that proper integration between land use and transport planning is possible. GOB may consider to entrust a single institution for discharging these duties after thorough consultation with RAJUK, DCC and DTCA.
- iv. For an area of 1,528 sq. km and 15 million people, RAJUK as the planning and regulatory and development control authority shall be properly staffed with technical people. Deputation of officers in key technical positions shall be avoided if not altogether stopped.
- v. The whole city (RAJUK Area) shall be divided zones for compliance of zoning and building control regulations. The inspection and monitoring division shall have sufficient inspectors trained in zoning control, building structural experiences and building code expertise.

### **6.4 Action Plan for Implementation**

- i. RAJUK shall undertake an in depth independent study to update its functions to restructure its organization and to formulate a program for capacity building. The authority shall explore Technical Assistance for expatriate and professional input in association with local counterpart experts.
- ii. RAJUK shall initiate actions on a priority basis to create and fill the key posts, notably in planning and engineering departments.

- iii. RAJUK shall take up with DTCA and also with the Government to reach an understanding on its future role on the Strategic Planning of the Dhaka area.
- iv. Priority should be given in sectoral plans and the preparation of integrated development plans and building construction approval should be moderated.
- v. RAJUK should give more emphasis on planning, monitoring, regulatory and building control activities than on commercial activities.



## **7. BANGLADESH ROAD TRANSPORT AUTHORITY (BRTA)**

### **7.1 General**

#### (1) Organization

BRTA is the regulating body of the Government for many functions and activities relating to motorized vehicles. The activities of BRTA are also not confined to the DMA, spreading all over the country. However, the STP study has focused on the planning of DMA only. In the past, the motor vehicle license and driving licenses were issued & controlled by the Deputy Commissioner of Districts till 1983 and later by Deputy Commissioners (Traffic) of Metropolitan Police and district Police Superintendents up to 1989.

Vehicle inspection for road worthiness (fitness certificate), for issuance of registration certificate, for maintenance of Government vehicles etc. was done by Superintendent of Road Transport and Maintenance (SRTM). Afterwards it was renamed as Director of Road Transport and Maintenance (DRTM) under the Ministry of Communication (MOC). These functions along with Route Permit, Fitness Certificates of vehicles etc. were administered under Motor Vehicle Act 1939 (Act IV of 1939) and regulation 1940 prepared under this Act.

In 1983 a new Motor Vehicle Ordinance was promulgated titled as “Motor Vehicle Ordinance 1983” (Ordinance No. LV of 1983) repealing the previous one. Bangladesh Road Transport Authority (BRTA) was formed in 1987 making amendment of the 1983 Ordinance by inserting Section 2A of the Ordinance. BRTA actually started functioning during 1989-1990 with its Chairman as the Chief Executive Officer. Even though it is set up as an authority, since its inception, BRTA has been functioning as an understaffed, weak and unorganized government department under the Ministry of Communication (MOC). It is also accused often as an organization affected with difficulties.

#### (2) Functions and Mandates

The main functions of BRTA are:-

- Regulation and registration of motor vehicles in Bangladesh;
- Issuance of driving licenses to individuals;
- Issuance of route permit for transport vehicles;
- Identification of new bus route and public transport services;
- Identification of defective and faulty vehicles;
- Issuance of certificates of road worthiness for motor vehicles;
- Responsibility for road safety and the control of overloading of trucks, motor vehicles;
- Formulation of rule and guidance for motorized transport in general;
- Inspection of government vehicles for repairing and condemnation; and
- Inspection of vehicle involved in road accident; and registration of driver training schools, repair and maintenance of workshops.

#### (3) Organogram and Staffing

BRTA is the only motor vehicle regulatory authority of the country. In course of executing the regulatory functions the agency has to execute field works also. Considering this aspect BRTA has field works as well as regulatory functions. The inclusion of some vital positions to deal with the Road Safety, Environmental Aspects, Accident Research, Training of Personnel etc. has to be considered. The requirement of present day demands for creation of a separate wing to deal with ICT, Road Safety, Training, Environmental issues as these have vital importance in urban transport system, especially in the context of Bangladesh/Dhaka.

BRTA had long been working with sanctioned posts of only 286 persons headed by the chairman who is appointed by the Government. An increased manpower of total 573 no. was sanctioned in 2006 but the posts could not be filled up for a long time due to the absence of recruitment rules for the newly created positions and had to work with a manpower of 280. This had a very overarching effect on the efficiency of the whole BRTA as a service and a regulatory organization. At present the total sanctioned post are 819 out of which around 500 posts are filled up. The rest of the posts are still suffering from the absence of recruitment rules. In the headquarter the Chairman is now supported by 4 Directors, 6 Deputy Directors and a number of office staff and some Assistant Directors. At present there are 57 field offices (circle office) headed by Assistant Director (Engineering). For supervision of the field offices there are 6 Division level officers designated as Deputy Director (Engineering).

#### (4) Recruitment Rules and Career Path

To give incentives to the officers of BRTA this study observed some differences in the administrative promotional set ups. In the Departments and Ministries like the RHD, PWD, Public Health Department etc. the salary of Class-I officers have started with grade-9 of the New National Pay Scale (NNPS) designated as Assistant Engineer. After 4 years, they are fit for promotion to the post of Sub-Divisional Engineer (SDE) in the 6th grade of the NNPS. Afterwards, they are fit for promotion to the post of Executive Engineers (XEN) in the 5th grade of the NNPS after another 5 years. However, in case of BRTA officers, they start as Assistant Director, AD (Starting of class -I posts with grade 9 of NNPS), they become fit for promotion in the 6th grade as Deputy Director after 7 years of service. After that they have to work for 12 years to be fit for promotion to the post of Director in the 4th grade of NNPS.

Although there are ample scope of promotion of the departmental officers, all the posts above the post of Deputy Director are now filled up by officers on deputation from other agencies and civil service. Avoiding the hierarchy, the field officers are to report to the Chairman directly.

#### (5) Identification of Problems

- Lack of proper organizational structure, manpower resulting not proper enforcement of transport regulation.
- Lack of skilled and experienced manpower.
- BRTA suffers from severe manpower shortage as the national vehicle regulatory authority.
- BRTA unable to fill even sanctioned positions, due to lack of departmental approvals.
- Licensing and route permit procedures for Dhaka city, Chittagong city and some other major cities should be restructured.
- There is no effective monitoring and supervision of the field offices.
- BRTA does not have its own HQ building although it is functioning for last 25 years. At present BRTA HQ is housed in a Government building owned by Roads & Highways Department. One of the AD's office (maintenance) is about 4 km. away from the HQ. There is no own office campus for the field offices except in 5 (five) locations (out of 62 field offices).
- Most of the officers are on deputation from other department. This results in lack of ownership, skill and motivation to the authority's task. It adversely effects the development of expertise and offers little opportunity for the line officers.
- BRTA is set up as an Authority. However, BRTA has very little administrative and financial freedom or freedom of recruitment of staff. BRTA works as a Government Department lacking operational authority, although by name it is authority.
- There is provision of formation of Board but its functions and authority are not defined.

- Financial activities are performed on post audited system and not like an Authority or a Board.
- There is no Research & Development wing neither have any Planning wing.
- The route allocation in DMA is arbitrary and technically not sound. The licensing and route permit procedure should be client friendly and transparent.
- Accountability of the field offices with the Head Quarter is not properly defined.
- BRTA's mandate activities and its restructuring and capacity building need to be reviewed to make it more proactive.
- The examination system by driving competency test board for issuance of driving license should be reviewed and the examinations should be conducted by professional enlisted examiners. BRTA inspector/AD are not supposed to be professional examiner.
- BRTA shall enlist repair workshops and make certification system as to which workshops are capable of repairing or doing the major repair of the motorized vehicles.
- BRTA shall have approved vehicle inspection manual for different category of vehicles.
- Due to external pressure, especially in the field offices, BRTA is sometimes forced to issue license and registration of buses even in undeserving cases.
- Motor vehicle inspection centers are to be established to avoid the present practice of physical inspection for issuing fitness certificate.
- BRTA lacks action in public relation matters. As a result its good work is not publicized and its image is not properly presented to the people.

#### (6) Functions and Output

As a regulatory body BRTA performs many functions, which they are delivering with difficulties. Their client include rich people as well as bus and truck owners and drivers all of whom are capable of applying pressure on BRTA to issue permits and licenses. In addition there are some undesirable elements in and around the office premises who try to lure new and innocent clients with promise of getting things done. As a result it is understood that many fake licenses are produced although a very few of these could be detected. Even though, in terms of earning revenue BRTA is continuously doing better every year.

### 7.2 Consultant's Observation

From discussions and review it appears that the main problem lies with the re-structuring and re-organizing BRTA, review and modification of the Motor Vehicle Ordinance, review of the mandates and development of expertise and skills to enhance the effectiveness of the institution. It has been observed that the fees and taxes collection system has been modernized to on-line payment system.

Providing retro-reflecting number plate for all types of vehicles has been introduced which may be treated as positive achievement within the limitations. The registration certificate has also been digitized.

Records are now being available in the computer system and dependence on paper file will slowly be reduced.

Over and above, the licensing system and issuance of road worthiness certification shall be reviewed and improved. BRTA may think of setting up modern automatic Vehicle Inspection centers and at the same time outsource the vehicle inspection part to the modern workshops having the electronic testing devices.

It is understood that the legislation is being modified and is now at the final stage which is going to be renamed as Road Transport and Traffic Act (RTTA)

Issuing route permit is the responsibility of BRTA. However, it is a complex activity and for obvious reasons other stakeholders have to be involved. There are different committees' e.g. district/ metro, regional committee and offices for issuing route permits for area and region basis. Route permits once issued are valid for three years.

### **7.3 Consultant's Recommendation for BRTA**

#### **(1) Short-term Measures**

- i. The efficient functioning of BRTA has been suffering from poor accommodation and facilities. Suitable and adequate office accommodation both for headquarter and field offices shall be arranged at an early date. Sufficient fund shall be allocated for the procurement of furniture and office equipment at headquarter and field offices.
- ii. Organization of BRTA shall be designed so that it can plan the long-term transport regulatory needs of the country with special attention to DMA with budgetary and staffing supports. To take care of those who drive as well as those who take public transport. The ultimate goal is a smooth and seamless journey for all commuters.
- iii. BRTA shall stop issuing unscientific and random route permits without proper reasoning and demand studies. BRTA needs to improve transport network for public transports by issuing proper route permits and to regulate these for effectiveness (not allowing unfit vehicles to ply on the road network). BRT shall develop and implement policies to encourage commuters to choose the most appropriate transportation mode.
- iv. BRTA shall improve services to its client by increasing its skilled manpower and by introducing ICT based activities.
- v. Equip the organization with adequate proper and skilled and technical manpower to be able to deliver mandated services to its clients.
- vi. Fitness Certificates are issued by the Motor Vehicle Inspectors. Issuance of the fitness certificates needs to be modernized because of the fact that it is being done now on the basis of eye estimation. Moreover, the matter of CNG system is totally ignored while issuing the fitness certificate.
- vii. BRTA is also responsible for regulating the speed limit, weight limit, axle load limit, propose regulations for any new services to be introduced for the benefit of the commuters, make proposal about the fare of both stage carriage and contract carriage. These works are at presented not done except the fare calculation. There is acute shortage of skilled and experienced manpower to perform these tasks which shall be taken care of.
- viii. BRTA is responsible for reporting on any accident after physical inspection by an inspector, on estimates of repair of Government vehicle, on survey reports prepared by any Government Department for disposal of condemned/BER vehicles.
- ix. Formation of a strong Road Safety Cell is not only the demand of the day but it is urgent and necessary. BRTA shall take up the road safety issue seriously and urgently.
- x. BRTA shall provide an annual report detailing their activities and the status of the vehicle and driver licensing condition.
- xi. Currently, BRTA activities are being hampered for want of transport facilities. All deputy directors and assistant directors at the field should be provided with inspection vehicles and all inspectors at field level shall be provided with motor cycles for efficient delivery of works entrusted upon them.

- xii. The RSTP Consultant recommends the option of increase in skilled and experienced manpower with a balanced organizational structure that will be able to face the challenge of present situation and also the future needs in implementing the STP recommendations in DMA. Moreover, BRTA shall render the similar services throughout the whole country.
- xiii. Emphasis on creation of new positions on ICT/MIS, Procurement, Planning & Research, Development and Training etc. Personnel training and service delivery shall be new motto of BRTA
- xiv. BRTA shall develop an IT database of not only all drivers' license and vehicle license but also of traffic volumes & pattern.
- xv. There are no training facilities of the staff and officers. Officials of BRTA, especially working in the field shall be trained properly so that they can perform their duties and be able to understand what they are supposed to do & what they are doing. Currently, most of the field officers do not themselves understand what they are doing. They have no or very little idea about the mechanical, electrical or hydraulic system of vehicles for issuing Road Worthiness Certificates of vehicles.

## (2) Long-term Measures

- i. After the revised and improved legislation named RTTA is finalized, BRTA shall be re-structured to coup up the mandated responsibilities efficiently. While re-structuring, emphasis shall be given on process of recruitment of proper and skilled manpower. Creation of posts to take care of R&D, Road safety, ICT/MIS, procurement, training, controlling the operation of vehicle inspection centers etc.
- ii. While re-structuring, attention shall be given to create posts so that the organization gets 6-stages of positions like other Government departments/institutions (like RHD, LGED, PWD, PHE etc.). They have positions in the 9th, 6th, 5th, 4th, 3rd. grade positions below the head of the institution. In case of BRTA there are positions in the 9th, 6th, and 4th grade under the head of the institution. This will encourage the line officers expecting promotion and motivate them for better performance.
- iii. The current poor working condition shall be eradicated by arrangement of having own new premises of BRTA headquarter and field offices with better and suitable working atmosphere for conducting such an important operation. This move to new premises shall be associated with better and adequate office equipment and communication arrangements.
- iv. In case of BRTA, the RSTP consultant think that there is limited scope of private participation as this is exercising the power of authority. However, it appears from the regulation that the vehicle inspection and fitness certification can be privatized without amendment of the legislation. The officials of the organization, after it is re-reorganized will be able to take decision in this respect later on.
- v. To achieve the targeted mandates BRTA shall be equipped with manpower skilled in the field of Transport Engineering and Traffic Engineering along with the missing positions of ICT, Road Safety, Training, Procurement, Environmental affairs etc. A re-structuring of BRTA shall be considered with these provision in mind.
- vi. BRTA shall build up its own officers and staff in order to ensure continuity and to develop the skill of the staff. The recruitment rule for officers and staff shall be updated. Once this is done, the appointment of officers from other departments on deputation will be reduced to a minimum.

#### **7.4 Action Plan to Implementation**

- i. BRTA should be proactive to get the proposed RTTA approved at an early date and step into re-structuring the organization.
- ii. Particular attention to be given for the involvement of private sector participation in testing of vehicles for road worthiness certification. Emphasis shall be given to establish training facilities for officers and staff of BRTA and at the same time motivational training for the drivers.
- iii. BRTA shall prepare project concept papers based on the STP consultant's recommendation for (i) the construction of its own HQ building and field offices (ii) strengthen manpower by re-structuring, recruitment and proper training (iii) procurement of transport, furniture, office equipment and other logistic supports.
- iv. Provision for professional input in the form of short term consultancy to be made, especially in the field of training, motivational classes, organizing workshop/seminar with the drivers and owners with specific focus on safety etc.

## **8. BANGLADESH BRIDGE AUTHORITY (BBA)**

### **8.1 General**

#### (1) History and Background

Bangabandhu Bridge, commonly called the Jamuna Multi-purpose Bridge is a bridge opened in June 1998 which connects Bhuapur on the Jamuna River's east bank to Sirajganj on its west bank. It was the 11th longest bridge in the world when constructed in 1998. It was constructed over the Jamuna River, one of the three major rivers of Bangladesh, and fifth largest in the world in discharge volume.

After Bangladesh attained independence in 1971, the new government publicly stated its intention in 1972 to construct a bridge over the Jamuna and budgetary provisions were kept for the purpose in the 1972-73 budget. On being invited by the Bangladesh government, the Japan International Cooperation Agency (JICA) funded a feasibility study through Nippon Koei Co. Ltd. in 1973 on the construction of a road-cum-rail bridge over the Jamuna.

Finally, after arrangement of financing the construction of the dream bridge, The Jamuna Multipurpose Bridge Authority (JMBA) was set up under the than Ministry of Communication by an ordinance promulgated by the President on 3 July 1985 to implement the project (ordinance no, 34 of 1985). After completion of the construction, the JMBA was entrusted with the O&M of the bridge. Before JMBA was created, all the bridges were being constructed and maintained by the Roads and Highways Department under the same Ministry.

After successful completion of this mega project by JMBA, the GOB decided to create a specialized institution for construction and maintenance of bridges over 1500m. Thus the creation of Bangladesh Bridge Authority (BBA) became a reality.

Bangladesh Bridge Authority is an autonomous organization under Bridges Division of the Ministry of Road Transport & Bridges, created through Government Gazette in 2008. It came into existence by replacing the names/sentences of the JMBA act (ordinance no. 34 of 1985) as and where necessary. The service rule of BBA was published by Law Ministry, SRO-36/Law-2011 on March 24, 2011.

Projects of BBA:

Completed Projects: (a) Bangabandhu Multipurpose Bridge.

(b) 6th. Bangladesh - China Friendship Bridge (Mokterpur Bridge).

Ongoing Projects: (a) Padma Multipurpose Bridge project.

(b) Dhaka Elevated Expressway PPP Project.

(c) Greater Dhaka Sustainable Urban Transport Project (BRT Gazipur to Airport) -Elevated 4-lane bus route part.

Projects in pipeline: (a) Construction of Bridge on Rahmatpur - Baugonj - Muladia - Hizlakok Road at Mirgaganj Ferry Ghat.

(b) Construction of Bridge on Lebukhali - Dumki - Boga - Dosmina - Golachipa - Amragachi Road.

(c) Construction of Bridge on Patuakhali Amtoli - Barguna - Kakkchira road over the river Amtoli.

(d) Construction of Dhaka-Ashulia Elevated Expressway

- (e) Construction of 2nd Padma Multipurpose Bridge at Paturia - Goalando.
- (f) Mukterpur Bridge Access Road
- (g) Construction of Paira Bridge at 17th km on Kachua - Betagi - Patuakhali - Lohalia - Kalaya Road (Z8052)
- (h) Construction of Charkhali Bridge at 53rd km on Barisal - Jhalokati - Bhandaria - Perojpur Road (R870)
- (i) Construction of Golachipa Bridge at 70th km on Lebukhali - Dumki - Boga - Dasmina - Golachipa - Amragachi Road (Z8806)
- (j) Construction of Bekutia Bridge on Pirojpur - Jhalokati road over the river Kocha under Jhalokati District



**Figure 8.1 Bangabandhu Multipurpose Bridge**

## (2) Present Mandate and Function

BBA has been playing an important role in the transport sector of the country. As per the Rules of Business, implementation & maintenance of bridges & tunnels having length of 1500m or over, toll road, flyover, expressway, causeway, ring road etc. have come under the purview of this Division as shown below:

- All Matters relating to development of planning (including feasibility study), implementation, monitoring and evaluation of construction of bridges of 1500m or over, toll road, flyover, expressway, causeway, link road etc.
- Undertake steps to secure required funds both from external and internal sources for the implementation of such plan.
- Take all necessary steps to enter into agreements with various agencies for securing funds for the implementation of the bridge projects and other projects like Jamuna Multipurpose Bridge subject to the approval of the Government.
- Enter in to Contracts/agreements with contractors and consultant as approved by the Government for the execution of different components of such projects.



- Operation and maintenance of the Multipurpose Bridges and other projects and allow other agencies like Bangladesh Railway, GTCL, PDB and T & T Board, mobiles operator etc. to operate and maintain their facilities located within the designated area and enter into contracts with concerned agencies including private concerns for these purposes.
- Determined and collect toll for various classes of traffic using the Multipurpose Bridges, Toll Roads etc.
- Take steps to secure and control development within the designated area and controlled zones at the entry and exit terminal ends of the Multipurpose Bridges.
- Employ and use traffic officers and other officials to enforce the by-laws, collect tolls and carry out such duties as the Division may consider necessary to discharge its functions.
- Liaison with International Organizations and matters relating to treaties and agreements with other countries and world bodies relating to subjects allotted to this Division.

It is evident that this is a specialized organization created for construction of large (150m or over) bridges, tunnels, expressway etc. In the context of Bangladesh, there is not many large projects taken up under Public Private Partnership (PPP) finance. But the BBA has come up with big projects under PPP financing. However, generally large projects under PPP broadly depends on Government policy. Presently GOB is rather promoting PPP projects providing public utility and transport sector. This provides opportunity to the BBA to eye upon large transport projects under PPP finance along with other sources. It is worth mentioning that at present BBA is executing the biggest ever bridge project named the Padma Multipurpose Bridge Project under GOB finance costing about USD 3.50 billion (Tk. 28,000.00 crore).

It is known that this is the only institution under the Bridge Division of the Ministry of RT&B. As such it gets more attention and cooperation of the Ministry. Moreover, the secretary of the Bridge Division seats in the same Building where the Executive Director along with all other officers seats. This is obviously a favorable situation for BBA and much helpful in quick decision making procedure.

### (3) Organogram and Staffing

BBA is statutory public Authority, headed by an Executive Director (ED) with the rank of Addl. Secretary to the Government of Bangladesh, reporting to the Ministry of Road Transport and Bridges (RT&B) through the Secretary of the Bridge Division of Ministry. BBA is structured and governed by the ED and four other Directors appointed by the Government. They are full time officials and the ED is the Chief Executive of the Authority. The overall responsibilities and functions of the ED and the Directors are prescribed and assigned by the government. The Directors are usually the heads of different Divisions. Shown below are the top positions of sanctioned Organogram structure of BBA.

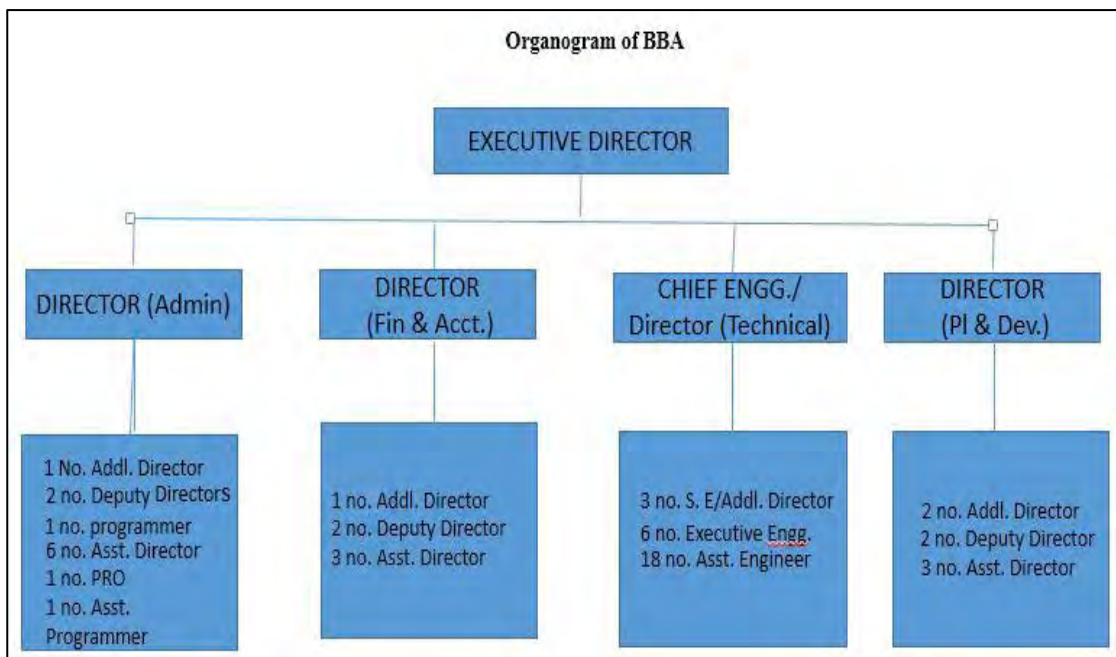
It is understood that the ED and Directors are appointed by the Government. Besides this, the services of other officers and employees are to be guided by the Bangladesh Bridge Authority Service Regulation, 1989 (published in 2011). In fact the service regulation of JMBA published in 1989 was amended by replacing words/sentences etc. in 2011. According to this service rule, the posts up to the Directors can be filled up by promotion of the officers of the authority subject to the availability of competent candidate as per requirement of the Service Regulation. Posts of the officers of the authority can be filled up in three ways: (a) By direct appointment, (b) By Promotion and (c) By deputation.

Lot of officers and staff of BBA at the higher positions are now working mainly on deputation from other ministries and departments. Officers on deputation normally are posted for a three years term. With the skill and experience earned at BBA, the officers (working on deputation) cannot serve BBA for long time and at the same time growth of specialized skill for BBA's departmental officers are obstructed. Generally, deputation serves the short term interest of

the persons concerned and there is no ownership, sense of belonging and commitment to the organization. Deputation is potentially blocking the prospect of promotion of the officers recruited in the organization and it is not an incentive for improved performance. The RSTP team is of the opinion that this not applicable for BBA only, it generally happens like that.

In the light of the above it is expected that the BBA should develop its own technical and management skills and structures for facing the future challenging jobs. Further, while appointments are made on deputation, skill and experience requirement for that post should be properly fulfilled. Policy makers may think of recruiting qualified and skilled personnel for BBA and providing these departmental officials more opportunity to be promoted to the higher positions so that their skills and experience could be better utilized.

More and bigger projects are expected to come in the transport sector to be executed by the BBA. Although, the BBA outsources the works to the established consultants, construction firms and also to NGOs (in case of resettlement), the RSTP team thinks that BBA needs more manpower and logistic support to coup up with the increasing demand. As the RSTP team has the main focus on the urban transport system of Dhaka, the consultants would prefer BBA to have transport planners, GIS experts, modelers and more MIS experts, experienced surveyor, PPP (Private Public Partnership) experts etc.



**Figure 8.2 Organogram of BBA**

**(4) Recruitment Rules and Career Path**

It is understood from the Service Regulation (clause 5 (3) & (4)) that the authority can make appointment of officers and staff through open advertisement and scrutinized by a committee formed by the authority. However, it might require prior approval of the GOB. The JMBA was created in 1985 while the service regulation was published in 1989. But till-date the authority doesn't have its own employee as a single Director, not even additional Director level. Proper career planning and prompt action by the Government may, however solve such problem.

It is not expected that an institution should operate with having most of the top management officials on deputation from other departments for decades together. The BBA should take

initiative to build up its own technical and management skills. There is an Administration division headed by Director. GOB may think of strengthening this division and take initiative for recruitment of BBA's own staff and officers. Train them properly and eventually fill up the higher positions by the departmental officers in future.

BBA should have strong Administration unit and also should have appropriate training program for its technical personnel. The activities of the authority towards the institutional strengthening should be a continuous process as the demand is increasing with the increasing numbers of projects coming up.

#### (5) Identification of Problems

The concern of the present status of BBA; It has taken a lot of positive initiatives and going to start a good number of big projects. The biggest challenge so far BBA has taken is the construction of Padma Multipurpose Bridge Project. This project is directly related with the national commitment and also prestige of the country. In the meantime construction works have already started and BBA is not facing serious problem, it is understood. However, the commitment of the GOB is firm and Government policy makers are always taking care of the solution of problems if there is any. Bangladesh Army has been entrusted with the responsibility of overseeing and supervising the design and construction works, which might not be available to BBA in all cases.

Further, it is difficult on the part of few officials of BBA to look into the large numbers of very huge construction projects going on over different areas of the country. Creation Special Project Organizations (SPO) with sufficient qualified and skilled manpower along with the approval of the DPP might be a solution. However, the BBA should achieve the capability to oversee the activities of the SPO.

For smooth execution of the developments BBA should be provided with budget/fund and logistic support.

Proper training of technical personnel on handling the technical matter as well as management of large projects should be taken up on priority basis.

BBA should give more attention on public relation matters. For want of strong public relation activities, its good work is not publicized and its image is not properly presented to the people. It has been observed that the Padma Bridge Project always gets publicity for obvious reason. But people do not know about its other activities.

### **8.2 Consultant's Observation**

Proper planning and development of transport infrastructure is the fundamental issue in the process of balanced development of a city and BBA is the institution vested with the responsibility for execution of such projects as listed in the mandate. With the economic and industrial development of the country, more and more such projects shall come up and the BBA should be equipped with efficient institutional development and skilled manpower.

Special attention of the authority is required so that its involvement in new development projects do not hamper for want of professional and technical expertise.

BBA has to take up projects like DEE which plays important role in the urban transport system of the capital city. In order to ensure planned and coordinated development of transport projects in the city; planning and execution is being shared by many organizations including RAJUK, DCCs and DTCA. When physical works are in progress the role of DMP is notably important.

Projects of BBA are executed under GOB finance, PPP financing or financing by the

development partners. Unlike RAJUK or DCCs this organization does not take up projects under own budgetary provision. It is understood that BBA do not face problem of lack of funds.

BBA should also give emphasis on development of its management capabilities in the field of resettlement, fixation and collection of toll, land/estate etc.

The scope of works of BBA is important and vast and as such the organization may need major restructuring after conducting detailed study by engaging consultants from home and abroad. This RSTP team is mainly focusing on the revision of the STP documents and these observations are a small part of the study, while the task requires a complete and detailed study. The proposed study for institutional restructuring and human resource development will include the review of its present mandated functions in order to make them suitable to meet the increasing demands of the transport sector.

### **8.3 Consultant's recommendation for BBA**

BBA shall undertake a detailed study to review and update its functions in order to match present demand and to meet the changing conditions with increasing workloads.

- i. BBA shall staff the organization with qualified and trained personnel. A program of institutional strengthening and human resource development shall be established through study.
- ii. The existing strength of the organization appears to be insufficient compared with the demand of BBA's workload. The structure of organization and its staff need shall be reviewed. The future size of the organization shall be determined by the study.
- iii. Authority shall be properly staffed with people with proper education and technical & management skill. Deputation of officers in key technical positions shall be avoided if not altogether stopped.
- iv. The whole city (RAJUK Area) shall be divided zones for compliance of zoning and building control regulations. The inspection and monitoring division shall have sufficient inspectors trained in zoning control, building structural experiences and building code expertise.

### **8.4 Action Plan for Implementation**

- i. BBA shall undertake an in depth independent study to update its functions to restructure its organization and to formulate a program for capacity building. The authority shall explore Technical Assistance for expatriate and professional input in association with local counterpart experts.
- ii. BBA shall initiate actions on a priority basis to create and fill the key posts, notably in planning and engineering departments.
- iii. BBA shall take up with DTCA and also with the Government to reach an understanding on its future role on the Urban Transport System of Dhaka area.
- iv. Priority should be given in long term plans and the preparation of development plans for construction of transport sector in coordination with other institutions like RHD, LGED etc.

## **9. BANGLADESH RAILWAY (BR)**

### **9.1 General**

Bangladesh Railway, a principle transportation agency of the country, is a Government owned and Government -managed organization. It covers a length of 2,877.10 route kilometers employing a total of 25,083 regular employees. Railway is a very important mode of inland transport, linking the entire length and breadth of the country.

Till June 2, 1982, the management and development of railway was vested with a Railway Board, comprising of a Chairman and four members. But, for administrative convenience and operational reason the Railway Board was abolished with effect from June 3, 1982 and the function of the Railway Board was vested with the Railway Division of the Ministry of Communications with the Secretary of the Division working as the Director General of Bangladesh Railway.

For the same purpose the Railway bifurcated into two zones, East & West, under the administrative control of two general managers, who are accountable to the Director General of Bangladesh Railway. Subsequently on August 12, 1995 the day to day operation of the Railway was separated from the Ministry and entrusted with director general drawn from the Railway professionals. For policy guidance, a 9(nine) member Bangladesh Railway authority (BRA) was formed with the Minster Ministry of Communications as its Chairman. The Director General is assisted by Additional Director General and Joint Director General to perform all administrative and policy making jobs.

The General Managers of the two zones are assisted by various specialized departments who are responsible for operation, maintenance and financial management. Each zone is again divided in two divisions, which are the basic unit of operation. The division is headed by a Divisional Railway Manager, who is assisted by Divisional Officers of various specialized Departments such as Personnel, Transportation, Commercial, Finance Mechanical, Way and Works Signaling & Telecommunication, Electrical, Medical, Nirapatta Bahini etc. Besides there are two workshop Divisions, one in each zone, located at Pahartoli and Syedpur, each being headed by a Divisional Superintendent .Further there is a locomotive workshop headed by Chief Executive at Parbatipur for general overhauling of both BG&MG locomotives.

Bangladesh Railway also has Railway Training Academy headed by a Rector, a planning cell headed by a Chief Planning Officer, stores Department headed by a Chief Controller of Stores and Accounts Department headed by an Additional Director General/Finance for coordinating and advising Accounting and financial management activities of the two zones.

Bangladesh Railway is one of the principal modes of transportation in the country. During 2004-2005, about 42 million passengers were transported by Bangladesh Railway. Bangladesh Railway introduced Intercity Train services in 1985. At present there are 54 Intercity Trains running. Around 38.5% of the total passengers of Bangladesh Railway are being carried by the intercity trains which contribute approximately 73.3% of the total earnings of passenger traffic.

### **9.2 Mandates and Functions**

BR is operating some shuttle services between Dhaka- Narayanganj and Dhaka Joydebpur and BR can appreciate it and further BR expressed to introduce more services to ease the urban traffic congestion. Vision and Mission is given below;-

#### **(1) Vision**

To provide safe, reliable, cost effective and time efficient rail transport service in the country through modernizing, expanding & maintaining rail system in a manner which supports

government strategies for economic, social & environmental development.

## (2) Mission

- Develop & maintain railway tracks & station infrastructures throughout the country.
- Maintain & upgrade locomotives, coaches & other rolling stocks.
- Maintain & modernize signaling & interlocking system & Telecom system of Bangladesh Railway.
- Ensure safe, speedy & efficient train operation.
- Implement Government transport policy in rail sector.
- Procure modern technology related rolling stocks, Track materials & signaling systems suitable for Bangladesh Railway.
- Manage land asset of Bangladesh Railway.

Based on the above vision and Mission, BR is not for serving the Urban Transportation but the whole of the country so that BR is as an important stakeholder as well. The function is described the following:-

- Develop & maintain railway tracks & station infrastructures throughout the country,
- Maintain & upgrade locomotives, coaches & other rolling stocks,
- Maintain & modernize signaling & interlocking system & Telecom system of Bangladesh Railway,
- Ensure safe, speedy & efficient train operation,
- Implement Government transport policy in rail sector,
- Procure modern technology related rolling stocks, Track materials & signaling systems suitable for Bangladesh Railway,
- Manage land asset of Bangladesh Railway,
- Ensure optimum utilization of Development Budget & Revenue Budget of Bangladesh Railway.

## 9.3 History

Railway operation in today's Bangladesh began on 15 November 1862 when 53.11 kilometers of 5 ft. 6 in (1,676 mm) (broad gauge) line were opened for traffic between Dorshona of Chuadanga District and Jogotee of Kushtia District. The next 14.98 kilometers 1,000 mm (3 ft. 3 3/8 in) (meter) line was opened for traffic on 4 January 1885. In 1891, the construction of then Bengal Assam Railway was taken up by the British Government assistance but that was later on taken over by the Bengal Assam Railway Company. On 1 July 1895, two sections of meter gauge lines were opened between Chittagong and Comilla, a length of 149.89 kilometers and between Laksam Upazila and Chandpur District, a length of 50.89 kilometers. Railway Companies formed in England took up the construction and operation of these sections in middle and late 19th century.

At time of the partition of India in 1947, Bengal-Assam Railway was split up and the portion of the system, about 2,603.92 kilometers fell within the boundary of then East Pakistan and control remained with the central Government of Pakistan. Later with the effect from 1 February 1961, Eastern Bengal Railway was renamed as Pakistan Eastern Railway. Then in 1962, the control of Pakistan Eastern Railway was transferred from the Central Government to the Government of East Pakistan and placed under the management of a Railway Board with the effect from the financial year 1962-63 by the presidential Order of 9 June 1962.

As of 2005, the total length of railroad is 2,855 kilometers. Of that, 660 km are broad gauge tracks (mostly in the western region), 1,830 km are meter gauge tracks (mostly in the central and eastern regions) and 365 km are dual gauge tracks. The gauge problem is being tackled by adding third rails to the most important broad and meter gauge routes, so that they become dual gauge. A major road-rail bridge at Jamuna opened in 1998 to connect the previously detached east and west rail networks in dual gauge. On March 2008, the broad gauge reached Dhaka, the national capital. Funding is being sought to upgrade the network and transform Bangladesh Railway into a profitable business. BR exceeded its target revenue earnings in the fiscal year 2007-2008

#### 9.4 OBSERVATIONS:

From the facts mentioned in the History and its mandates, it may be seen that the BR was created to transport people and goods from one place to the other throughout the country and not within a city. There are train services in cities like Sydney where there are train services for the transportation of the passengers from one place to another within the city. But the BR is meant for transporting the passengers and goods within the country.

As such, this is evident that the BR is not meant for serving the purpose of Urban Transport System. However, there are limited shuttle services being operated between Dhaka-Narayanganj and Dhaka Gazipur.

## 10. GAZIPUR CITY CORPORATION

### 10.1 General

The city of Gazipur was commissioned as an urban administrative unit in British period. Gazipur, is one of the ancient and historical regions with hundreds years old tradition. . The previous name of the region is “Joydebpur”. Once, the region was under the deep jungle of Vowal Pargana (Sub- Division). Gazipur was previously a sub-division of Dhaka district. It was upgraded to a district in 1984 under Dhaka Division.

Gazipur was formally declared as a city corporation on Jan 16, 2013. This is the largest and 11th city corporation of Bangladesh. Government Order of the formation of the City Corporation was issued under power vested by the Local Government (City Corporation) Act of 2009 and under the Local Government (City Corporation) Establishment Rules, 2010.

On 16 January, 2013 former Tongi and Gazipur municipalities were upgraded as Gazipur City Corporation to take care of the development needs of this city and to ensure necessary citizen services according to commitment of Hon'able Prime Minister. Some Union Parishads like Pubail, Kashimpur were also merged within this new CC. The first mayoral election was held on 06th. July, 2013 after which the formal activities under an elected Mayor started.

The total area of this newly formed Gazipur City Corporation (GCC) is be 329.53 square kilometers comprising a population of 2,550,758. Gazipur City Corporation has 57 wards and Ward Councilor 76 (Male-57, Female-19). There are 5 zones under the GCC.

Various establishments (19 KPIs) such as Islamic University of Technology, Bangabandhu Sheikh Mujibur Rahman Agricultural University (BSMRAU), Bangladesh Rice Research Institute (BRI), Bangladesh Agricultural Research Institute (BARI), Dhaka University of Engineering and Technology, and others are located there. The Tongi Industrial area is also within this CC. This is considered as the gateway from Dhaka towards the North and North-East part of the country.

According to the existing law, the executive power of the GCC vests in and is exercised by the Mayor. The term of the elected body is five years. It meets at least once a month for the transaction of business. The Mayor is assisted by the Chief Executive Officers, who in turn, are assisted by the Secretaries, the Heads of Departments and 5 nos. of Zonal Executive Officers.



Figure 10.1 Map of Gazipur City Corporation



## 10.2 Present Mandate and Function (Similar to NCC)

The Local Government (City Corporation) Act of 2009 has stipulated a number of functions to be performed by the city corporation. These are divided into two broad categories—mandatory and optional. The mandatory functions of the city government include—preparation of urban master plan and control over construction and reconstruction of buildings.

In addition to the mandatory function like preparation of urban master plan, there are three major areas of work for which the GCC is responsible and are important to the RSTP. These are;-

- Maintenance and development of the city streets/ roads/lanes,
- Maintenance and operation of street lights and traffic signals, and
- Sweeping and clearing of streets/roads/lanes, drains, markets and public places.

In addition to the above, there are various other types of activities run by GCC similar to the other CCs, some of which are linked to the above- mentioned areas. These are noted below;-

- Maintain, repair and improvement of bridges and culverts, footpaths and drains,
- Conservancy work through disposal of solid waste,
- Setting up and maintenance of traffic signals at all important road crossings of the city,
- Issuance of trade licenses, rickshaw license and rickshaw driver's licenses,
- Tree plantation on public streets and other public places,
- Slum development,
- Construction and maintenance of bus terminals,
- Construction and maintenance of car parking,
- Construction and maintenance of markets (of fish, vegetables & other merchandise), and
- Implement development schemes using GCC's own funds, ADP funds and donor's Funds.

## 10.3 Major Transport Related Activities

It is well understood that the City Corporations have a lot of duties and activities of different nature. The RSTP team concentrated more on their activities related to the urban transport system notably for Gazipur City and Tongi Industrial Area. The highway passing through Gazipur and Tongi connecting the North and North-East part of the country is of great concern so far as the Transport Related activities are concerned.

If we look at the list of mandatory functions, it becomes clear that the major function of the city corporations, as described in the current law, is to ensure that the citizens of the corporation have adequate access to basic services which have enough facilities. There are just two specific functions which require other skills— like development planning and/or long term planning— which are: the development of the master plan, and disaster management. While the elected councilors and also the officials are not very much aware and skilled of this mandatory job of the corporation.

It is important to note that there is no Traffic Engineering Department (TED) under the Engineering department of the GCC.

However, the design & control the traffic movement in the city corporation area is the most challenging job of the GCC. Deficiencies faced by GCC are two folded. First, the absence of

TED with adequately & technically manned. Secondly, the roads of the city are unplanned, drivers are not skilled, and traffic on road is more than the capacity of road. Specially, the traffic police face difficulties to control traffic at the peak hours when there are traffic jams in most of the intersections. This has been further increased due to the Highway connecting the North and North-east part of the country.

To control the traffic movement means essentially Traffic Planning and does not necessarily mean Traffic Management. The police is now doing the job of traffic management and also the enforcement in GCC area and also the city corporation area of the highways. This is because of the fact that the GCC does not have the organizational set up.

Investigating the road accidents and, storing of data and analyzing the data by experienced and IT skill personnel are absent. There is a separate ICT Department under GCC but it appears that adequate and skilled manpower is absent. This part of the job should also be coordinated with the respective police Department.

#### **10.4 Key Sectoral Development Affecting City Traffic**

More than 10 km of the highway connecting the north and north-east part of the country passed through the cc area and by the side of this road/highway a number of factories have been built and of these mills and factories, more than 80% are producing readymade garments (RMG). This garment sector plays an important role in the economic development of the city, especially in terms of providing employment opportunities and thus transportation requirement.

However, these are in addition to the industries being operated in the Tongi industrial area. There are textile factories, dyeing factories and many other small factories and industries. All in all, it is an important industrial belt.

Outside the GCC area there are large manufacturing plants like animal/fish feed plants, pharmaceutical industries and a lot of poultry farms. Besides, there are lots of places of tourist interest and all these created high traffic demand.

However, the growth of the industries and opportunities of employment have affected the demographic and economic dynamics of the entire region including the GCC area. For instance, due to the construction of the large number of factories and various important institutions and organizations, a number of people have migrated to this city and, it is estimated that at least 50% to 60% of the people currently living in this city corporation have come from the rural portion of the country.

#### **10.5 Revenue Earnings**

Taxation of various types is imposed based on the City Corporation (Taxation) Rules, 1986 and the City Corporation Model Tax Schedules, 1985. These were updated in 2002.

Like any other Municipality, Gazipur city corporations (GCC), render various services to those who live like within their jurisdictions. To meet the costs of providing these services, The City Corporations imposed a number of taxes. Even so the revenue derived is hardly sufficient to meet the needs of running the corporations and carrying out the mandate activities satisfactorily. The following taxes and levied;-

- Holding tax (on land and building),
- Conservancy charge, and
- Street lighting charge.

The above taxes are charged on the owners of the holding, both private and government. This levy is applicable to all properties (domestic, commercial, industrial, and institutional).

Besides these taxes, GCC also issues trade license following payment of the prescribed fee, which depends on the nature and volume of the business. There are many other sources of income including grants from the Government as noted below;-

- Salary Support Grant,
- Grant in Lieu of Octroi; Grant from central government to compensate municipalities for the abolition in 1985 of their powers to levy import and export taxes transmitting their territories,
- Annual Developmental Program (ADP); Development Grants: These are equity contributions from central government towards capital project implementation costs. Typically, these are made for the funding of no cost or indirect cost recovery programs such as roads, flood protection and drainage, whether from internally generated central government revenues or from external loan/grant proceeds. and

Besides the GCC has some other earnings like;-

- The Fixed Property Transfer Tax ,
- The Trades and Profession License Tax,
- An Entertainment Tax,
- Rickshaw License (an annual fee),
- Income from Residential, Market and Other Properties and
- Road Excavation Fees.

## **10.6 Organogram and staffing**

The city corporation is headed by elected Mayor. The Mayor of GCC is assisted by the elected Commissioners together with nominated Commissioners appointed to seats reserved for women. Together, the Mayor and Commissioners constitute the Board and take all major decisions.

For day- to-day work, The Mayor is assisted by the Chief Executive Officer who is appointed by the Government. All files are routed through the CEO to the Mayor from the departments in the Corporations. Out of these departments- Engineering and Town Planning departments are directly related to the Urban Transport activities whereas the Mayors exercise overall control of some matters.

Theoretically, the works of the CC is being done with the present manpower, though the RSTP team thinks that the organization and manpower requirement with proper experience and skill is low and insufficient and should be determined by engagement of Consultancy for Institutional Strengthening and Capacity Enhancement for the GCC. It is worth mentioning that posts are filled on the basis national recruitment rules in which educational qualification and experience are well defined.

It has been reported that, staff of the NCC has very little training. There is no proper training program or plan for capacity building of the staff. At present, training is imparted through the Government program for both local and foreign training. There is no well-designed training program for the personnel.

A major numbers of high officials who participates in policy making decisions are posted on deputation from other Departments. Program should be chalked out so that the GCC officials can go up to the positions of policy level which will encourage a belongingness for the organizations. Deputation is potentially blocking the prospect of promotion of the officers recruited in the organization and it is not an incentive for improved performance.

### 10.7 Consultant's Observation

- While there is no denying the fact that political considerations cannot be ignored, it will be prudent on the part of GCC management to ensure that the actions taken under such circumstances also satisfy the people's needs and thus safeguard the Corporation's interest.
- It has been noted that so far the transportation of goods or passengers are considered, it is difficult to separate the problems and solutions needed from that of Dhaka City. Lot of commuters every day travel to and from Dhaka and neighboring areas and vice versa. There is an urgent need of coordination between DCCs and GCC. NCC may seek the assistance of the Government to do the needful.
- Problems due to the proper maintenance of the roads resulting in localized traffic congestion, the road cutting for telephone lines, gas lines, sewerage line and deep drains is an age- old issue and is still unresolved causing constant problems for GCC like other city corporations.
- On the other hand a number of government agencies including WASA, T&T, TITAS Gas and Electric Supply Companies have a need to dig into the road surface to implement their respective development works throughout the year. While the digging and setting up of the sewer, telephone or electricity line takes a long-time, the restoration work to put the surface back into its original condition takes a longer time creating a negative image of GCC in the public eye.
- As this is still a new City Corporation, detail observation on the part of the RSTP team is not possible to be made at this stage of study where this is not the main focus of RSTP study.

### 10.8 Consultant's Recommendations

Technically, it is difficult for the RSTP team to make specific recommendation on the GCC for the fact that it is very new and the operation is still being carried out with the concept of previous working experience of Municipal Corporation.

In general terms, the consultants agree generally to the training needs of the staff and officers of the GCC in order to deliver the mandated duties and responsibilities efficiently and effectively. The full range of institutional changes including human resource development and restructuring the organization have not been defined in this RSTP study, as they do not fall within the scope of this study. However, a limited range of the institutional changes are recommended by the RSTP Consultants to make the corporation pro-active in respect of transportation related activities. The Consultants recommendations are as follows:

The GCC shall undertake or commission comprehensive study on institutional and human resource development in order to make them more efficient and job-oriented organizations. The re-structured GCC should be able to take responsibility for managing the increased staff and responsibilities of the fast growing city. Among other things, the proposed study is required to identify the needs of training, restructuring of the organizations to meet the present day needs, scaling down the size of staff and personnel and other logistic support for the re-structured GCC. The study should also draw up a short term training program for the GCC staff so as to meet the existing shortfall.

The GCC shall undertake a review to upgrade and restructure its Engineering and Planning Departments in order to make these sections capable of accepting the responsibilities resulting from the implementation of the Revised Strategic Transport Plan for Dhaka City, which will affect the transportation system of the GCC. The primary change in GCC in terms of the impacts of the Revised Strategic Transport Plan will be in relation to traffic management issues. GCC should establish the Traffic Engineering Department to a level suitable for

carrying out its new role having transportation connectivity with the DCCs. This will include such studies of a traffic engineering and management nature as are required together with the improved skill of personnel who will be involved in the implementation of those new assignments.

Proposed Traffic Engineering Departments of GCC should be responsible for the control of all traffic signals within the city boundaries, their proper functioning and the optimization of their timing. The private sector could be engaged under contract to GCC for the maintenance of these signal installations. In addition TED personnel should be trained in Intelligent Transport System (ITS), which will play an increasingly important role in the control and management of traffic in the future.

GCC shall make a detailed inventory of all city roads and identify suitable locations for on-street parking together with locations where parking should be banned. On the basis of this inventory, the locations for construction of Bus Bay and Bus Stoppages should be identified.

The TED should develop the approach for non-motorized transport and they should manage and control NMTs including rickshaws. TED shall plan and develop routes and networks, parking spaces and waiting areas at convenient locations, close to the entrances between and arterial roads and secondary side-roads and adjacent to major bus stops.

In order to bring in speed and efficiency to perform their mandated functions GCC needs to enhance their capacity of Information Technology (IT) system. This system shall be designed by specialists in consultation with the Corporation. The IT specialists shall be given overall responsibility for maintenance and management of all the computerization activities, the coordination of the future IT functions and also for development and operation of the MIS. This is an ideal opportunity to involve the private sector and harness the available knowledge already existing in the city.

Within next 10 years the traffic problem will also multiply, may be several times. Therefore, advance technology incorporating Intelligent Transport Systems (ITS) will be required for traffic management and control in the future. GCC shall anticipate such development and become acquainted with the ITS opportunities and techniques. As a short term measure some staff of the traffic engineering department shall be trained on some aspects of ITS relating to traffic control and management. Thereafter a training program based on long-term needs shall be designed and implemented.

## 11. NARAYANGANJ CITY CORPORATION

### 11.1 General

#### (1) History and Background.

The city of Narayanganj was commissioned as an urban administrative unit in British period. Narayanganj, one of the oldest and most prominent river ports, was a sub-division of the former Dhaka district. It was upgraded to a district on 15th February, 1984 and declared as a city corporation on 21 March, 2011. Government Order vide SRO no. 115-Law/2011 under power vested by the Local Government (City Corporation) Act of 2009 was issued for establishment of the CC on 5 May, 2011. The city corporation started its activities from 23 June, 2011 with the first elected Mayor starting her tenure on December 1, 2011.

Former Narayanganj Municipality was constituted on 8 September 1876 to control an area of 4.5 square miles with a population of 27,876. On 5 May, 2011 former Narayanganj, Siddirganj and Kadamrasul municipalities were upgraded as Narayanganj City Corporation to take care of the development needs of this city and to ensure necessary citizen services according to commitment of Hon'able Prime Minister. The first mayoral election was held on 30 October, 2011.

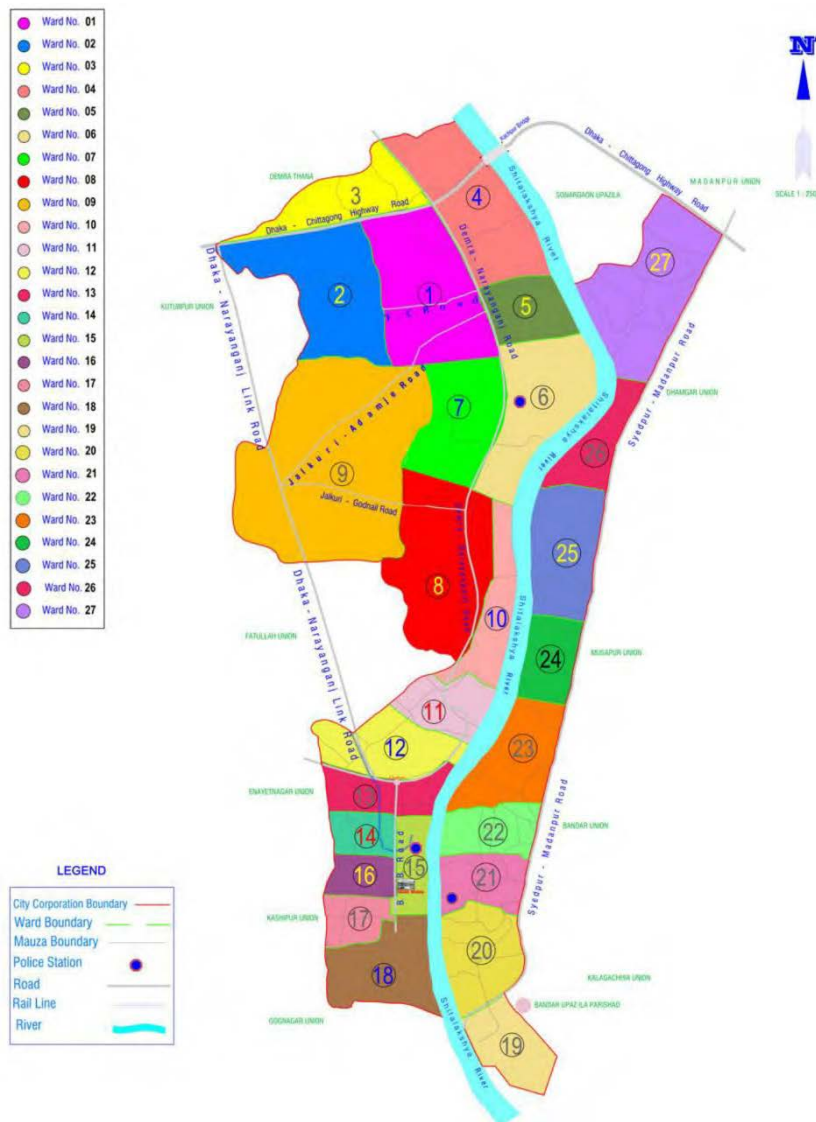


Figure 11.1 Map of Narayanganj City Corporation

The total area of this newly formed Narayanganj City Corporation (NCC) is 72.43 sq.km (including Shitalakhya River) with 709,381 population. Narayanganj City Corporation has 27 wards and three Zones- Narayanganj, Siddhirganj, Kadam Rasul. The city has a unique natural landscaping due to the presence of a number of canals and the River Shitalakha. Shitalakha flows through the middle of Narayanganj City Corporation. This river makes commercial importance of the City. Once upon a time it was called the Dandee of the east for importance of jute business. Many Industry & Garments Factory Stand here and day-by-day it is increasing. The newly created City Corporation is working to transform Narayanganj City into a Well-Planned, Environment Friendly, Clean and Healthy City.

According to the existing law, the executive power of the NCC vests in and is exercised by the Mayor. The term of the elected body is five years. It meets at least once a month for the transaction of business. The Mayor is assisted by the Chief Executive Officers, who in turn, is assisted by the Secretaries, the Heads of Departments and Zonal Executive Officers.

## (2) Present Mandate and Function

The Local Government (City Corporation) Act of 2009 has stipulated a number of functions to be performed by the city corporation. These are divided into two broad categories—mandatory and optional. The mandatory functions of the city government include—preparation of urban master plan and control over construction and reconstruction of buildings.

In addition to the mandatory function like preparation of urban master plan, there are three major areas of work for which the NCC is responsible and are important to the RSTP. These are;-

- Maintenance and development of the city streets/ roads/lanes,
- Maintenance and operation of street lights and traffic signals, and
- Sweeping and clearing of streets/roads/lanes, drains, markets and public places.

In addition to the above, there are various other types of activities run by NCC, some of which are linked to the above- mentioned areas. These are noted below;-

- Maintain, repair and improvement of bridges and culverts, footpaths and drains,
- Conservancy work through disposal of solid waste,
- Setting up and maintenance of traffic signals at all important road crossings of the city,
- Issuance of trade licenses, rickshaw license and rickshaw driver's licenses,
- Tree plantation on public streets and other public places,
- Slum development,
- Construction and maintenance of bus terminals,
- Construction and maintenance of car parking,
- Construction and maintenance of markets (of fish, vegetables & other merchandise), and
- Implement development schemes using NCC's own funds, ADP funds and donor's Funds.

There are some services that are provided only by the Narayanganj City Corporation. For example, in some slum areas of the city corporation, the local government provided unconditional loans to the extreme poor women at an interest rate of 5%.

At the same time, the City Corporation has 22 standing committees to deal with different kinds of economic, political and social challenges, which are not functioning properly at

present. It is quite evident that the City Corporation is currently more concerned about providing services rather than planning for the future economic development of the city.

### (3) Major Transport Related Activities

It is well understood that the City Corporations have a lot of duties and activities of different nature. The RSTP team concentrated more on their activities related to the urban transport system for Narayanganj city.

If we look at the list of mandatory functions, it becomes clear that the major function of the city corporations, as described in the current law, is to ensure that the citizens of the corporation have adequate access to basic services which have enough facilities. There are just two specific functions which require other skills— like development planning and/or long term planning— which are: the development of the master plan, and disaster management. While the elected councilors and also the officials are not very much aware and skilled of this mandatory job of the corporation.

It is important to note that there is no Traffic Engineering Department (TED) under the Chief Engineer of the NCC.

However, the design & control the traffic movement in the city corporation area is the most challenging job of the NCC. Deficiencies faced by NCC are two folded. First, the absence of TED with adequately & technically manned. Secondly, the roads of the city are unplanned, drivers are not skilled, and traffic on road is more than the capacity of road. Specially, the traffic police face difficulties to control traffic at the peak hours when there are traffic jams in most of the intersections.

To control the traffic movement means essentially Traffic Planning and does not necessarily mean Traffic Management. The police are now doing the job of traffic management and also the enforcement in NCC area. This is because of the fact that the NCC does not have the organizational set up.

Investigating the road accidents and, storing of data and analyzing the data by experienced and IT skill personnel are absent. There should be a separate MIS/IT section for this purpose. This part of the job should also be coordinated with the respective police Department.

The river flowing through the city corporation has given a separate dimension to the transportation system of the city corporation. In future, the planners and designers shall have to consider the transportation to the industrial hub, business hub and at the same time to and from the river port terminals in order to have a properly coordinated transportation system. Attention should also have to be given on the water ways transportation of passengers and freight.

### (4) Key Sectoral Development Affecting City Traffic

The river Shitalakshya flows through the city corporation and by the side of this river a number of factories have been built and of these mills and factories, more than 70% are producing readymade garments (RMG). This garment sector plays an important role in the economic development of the city, especially in terms of providing employment opportunities and thus transportation requirement. However, there are a significant number of heavy industries, which are situated on both sides of the river. There are a number of cement factories. There are ship-building factories here and also textile factories, dyeing factories, etc. All in all, it is an important industrial city.

However, the growth of the industries and opportunities of employment have affected the demographic and economic dynamics of the entire city. For instance, due to the construction of the large number of factories, a number of people have migrated to this port city and, it is



estimated that at least 50% to 60% of the people currently living in this city corporation have come from the rural portion of the country.

#### (5) Revenue Earnings

The activities of Narayanganj City Corporation are being run based on the SRO No. 115-Law/2011 under power vested by the Local Government (City Corporation) Act of 2009. Taxation of various types is imposed based on the City Corporation (Taxation) Rules, 1986 and the City Corporation Model Tax Schedules, 1985. These were updated in 2002.

Like any other Municipality, Narayanganj city corporations (NCC), render various services to those who live like within their jurisdictions. To meet the costs of providing these services, The City Corporations imposed a number of taxes. Even so the revenue derived is hardly sufficient to meet the needs of running the corporations and carrying out the mandate activities satisfactorily. The following taxes and levied;-

- Holding tax (on land and building),
- Conservancy charge, and
- Street lighting charge.

The above taxes are charged on the owners of the holding, both private and government. This levy is applicable to all properties (domestic, commercial, industrial, and institutional).

Besides these taxes, NCC also issues trade license following payment of the prescribed fee, which depends on the nature and volume of the business. There are many other sources of income including grants from the Government as noted below;-

- Salary Support Grant,
- Grant in Lieu of Octroi; Grant from central government to compensate municipalities for the abolition in 1985 of their powers to levy import and export taxes transmitting their territories, and
- Annual Developmental Program (ADP); Development Grants: These are equity contributions from central government towards capital project implementation costs. Typically, these are made for the funding of no cost or indirect cost recovery programs such as roads, flood protection and drainage, whether from internally generated central government revenues or from external loan/grant proceeds.

Besides the NCC have some other earnings like;-

- The Fixed Property Transfer Tax,
- The Trades and Profession License Tax,
- An Entertainment Tax,
- Rickshaw License (an annual fee),
- Income from Residential, Market and Other Properties,
- Road Excavation Fees

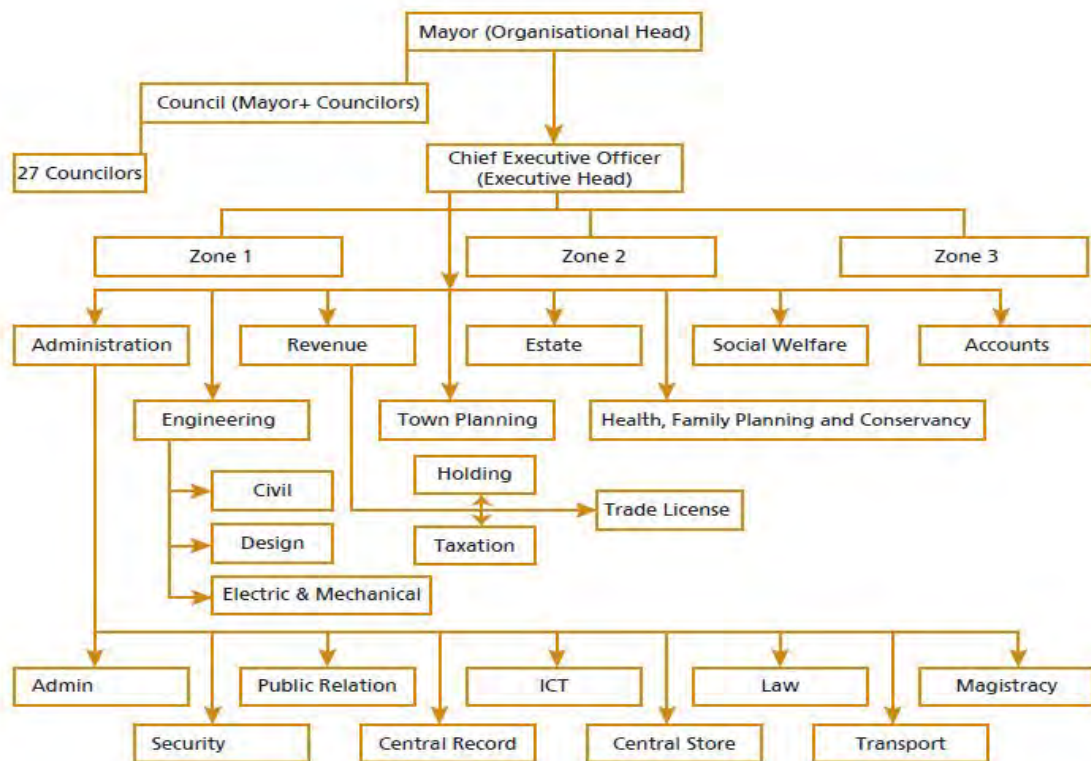
#### (6) Organogram and staffing

The city corporation is headed by elected Mayor. The Mayor of NCC is assisted by 27 elected Commissioners together with nominated Commissioners appointed to seats reserved for women. Together, the Mayor and Commissioners constitute the Board and take all major decisions.

For day- to-day work, The Mayor is assisted by the Chief Executive Officer who is appointed by the Government. All files are routed through the CEO to the Mayor from the departments

in the Corporations. Out of these departments- Engineering and Town Planning departments are directly related to the Urban Transport activities. Whereas the Mayors exercise overall control of some matters, some powers have been delegated to the head of departments.

According to the Ref No. 05.154.028.02.13.012.2011.214 of Ministry of Public Administration dated on 17 July, 2012, the total manpower approved by the GOB for NCC is only 172. Theoretically, the present hierarchy is acceptable, though the RSTP team thinks that the organization and manpower requirement with proper experience and skill is low and insufficient and shall determine by engagement of Consultancy for Institutional



**Figure 11.2 Organogram of Narayanganj City Corporation**

Strengthening and Capacity Enhancement for the NCC is necessary. It is worth mentioning that posts are filled on the basis national recruitment rules in which educational qualification and experience are well defined.

It has been reported that, staff of the NCC has had very little training. There is no proper training program or plan for capacity building of the staff. At present, training is imparted through the Government program for both local and foreign training. There is no well-designed training program for the personnel.

A major numbers of high officials who participate in policy making decisions are posted on deputation from other Departments. Program should be chalked out so that the NCC officials can go up to the positions of policy level which will encourage belongingness for the organizations. Deputation is potentially blocking the prospect of promotion of the officers recruited in the organization and it is not an incentive for improved performance.

## 11.2 Consultant's Observation:

- While there is no denying the fact that political considerations cannot be ignored, it will be prudent on the part of NCC management to ensure that the actions taken under such

circumstances also satisfy the people's needs and thus safeguard the Corporation's interest,

- It has been noted that so far the transportation of goods or passengers are considered, it is difficult to separate the problems and solutions needed from that of Dhaka City. Lot of commuters every day travel to and from Dhaka and Narayanganj and vice versa. There is an urgent need of coordination between DCCs and NCC. NCC may seek the assistance of the Government to do the needful. The newly mandated coordinating authority DTCA may also look into this matter to resolve the problems, if there is any,
- Problems due to the proper maintenance of the roads resulting in localized traffic congestion, the road cutting for telephone lines, gas lines, sewerage line and deep drains is an age- old issue and is still unresolved causing constant problems for NCC like other city corporations,
- On the other hand a number of government agencies including WASA, T&T, TITAS Gas and Electric Supply Companies have a need to dig into the road surface to implement their respective development works throughout the year. While the digging and setting up of the sewer, telephone or electricity line takes a long-time, the restoration work to put the surface back into its original condition takes a longer time creating a negative image of NCC in the public eye, and
- As this is still a new City Corporation, detail observation on the part of the RSTP team is not possible to be made at this stage of study where this is not the main focus of RSTP study.

### **11.3 Consultant's Recommendations**

In general terms, the consultants agree generally to the training needs of the staff and officers of the NCC in order to deliver the mandated duties and responsibilities efficiently and effectively. The full range of institutional changes including human resource development and restructuring the organization have not been defined in this RSTP study, as they do not fall within the scope of this study. However, a limited range of the institutional changes are recommended by the RSTP Consultants to make the corporation pro-active in respect of transportation related activities. The Consultants recommendations are as follows;-

## **12. FUTURE FUNCTIONS OF THE ORGANIZATIONS**

### **12.1 Strategic Planning of Land Use and Transportation Systems.**

The term “Strategic Planning” is taken in its widest sense and includes both land use planning and transportation planning. The two functions shall be integrated and the responsibilities, at the level of overall coordination, are recommended to be entrusted with DTCA. The guiding policies shall be developed by DTCA and shall be detailed and debated before adoption by all relevant agencies in the metropolitan area. A Consultation Program shall be organized by DTCA with presentations to the related organizations. The RSTP consultant recommendations shall be revised by taking the views of the consultation programs.

The RSTP has produced a long term transport plan for the year 2035 and inherent in this plan is a phased program of studies and infrastructure works. This shall be used to control the investment plan and agencies shall be required to produce schemes, which fall within the phased program. DTCA shall scrutinize and prioritize the schemes for approval by the appropriate authority and monitor their progress. DTCA shall also set out the rules by which it can attract private investors into Dhaka and define shall the government can provide the business environment in which private sector partners shall be encourages to become involved. This will include a review of the legal situation with regard to foreign investments and advice to the governments for necessary improvements to be made in the current practices for attracting foreign investment. DTCA shall also assist in drafting and negotiating a suitable concession agreement for individual schemes and partnerships.

The municipalities, notably DSCC and DNCC, shall play a major role in making this strategic development take place in a planned way. In addition to the role of DSCC and DNCC in implementation of infrastructure projects and public development, there shall be close cooperation between the DTCA and the city corporations. The detailed area plans (prepared by RAJUK) shall be integrated with and nested within the overall strategic plan. This integration shall be ensured by establishing a Liaison Committee to be housed in the DTCA which shall meet on a regular basis to coordinate strategic and local development activities.

In addition to the general liaison with the DCCs, the municipalities shall take on the role of traffic management, traffic systems planning and the control of traffic signalized intersections. In the case of the DCCs, this shall require that the Traffic Engineering Department be increased both in numbers and in professional ability. New signals were installed at 59 locations by DUTP which required an immediate activity by the TED of the DCCs. It has been observed that the DCCs could not take up the responsibility quickly and effectively. It was anticipated that these 59 locations would be the start of a much wider program of similar improvements and the system would be gradually automated and linked into an area wide signal-controlled system. It was intended that this system be controlled by the DCCs and not the police. However, the DMP shall be closely and regularly linked with the DCCs Traffic Engineering Department so that the most efficient use can be made of the new signalized systems. The role of the DMP is absolutely key in that, without enforcement, the strategic concepts are not successful.

RAJUK shall continue with the main functions in which it is currently engaged namely - the planning and construction of large scale and smaller scale development projects. Since the completion of the Structure Plan, their activities in land use planning have not been maintained effectively and this has resulted in a vacuum being created. Lack of financing and appointment of proper technical and skilled manpower has been the main reason for this.

In order to integrate land use and transportation planning, the future land use planning functions shall move from RAJUK to the DTCA. However, RAJUK shall play a major role in assisting the DTCA to integrate the Structure Plan with the area plans. A new department shall be formed to continue the work recommended by the RSTP and develop it further

toward implementation. At the same time, RAJUK shall continue its work on developments but will work within the strategic planning controls inherent in the RSTP. One of the main functions which RAJUK shall be able to contribute in a positive manner is the integration of its developments with the new transport infrastructure systems being developed by the RSTP transportation strategy.

## **12.2 Development of the Strategic Highway Systems**

The construction of the links in the strategic highway system has been continued to be with RAJUK, DCCs, RHD, LGED and other agencies all of whom shall conform to the Work Program set by DTCA within the RSTP guidelines.

The development of the Strategic Highway System shall remain with the main construction agencies, who expected that this department continue to play its present role in the future. However, all schemes will fall within the phased development program included within the RSTP. The DTCA as the newly constituted Unitary Authority will set the program which will be organized into four periods of five years. The Authority shall continue the review of the construction and integration of planning functions. It shall coordinate and shall monitor the projects implementation to ensure compliance with the overall revised the strategic plan.

DMP will increase police surveillance and enforcement on these highways and the police will need to create a fast moving and skilled highway patrol to perform this function effectively. This will require pursuit training and equipment procurement.

BWDB shall coordinate with DTCA to develop the eastern dyke and dyke service road, linking this road into strategic highway system.

DOE, in collaboration with DTCA and DMP, shall oversee the implementation of an Environmental Impact Assessment for major highway schemes. All schemes shall need to undertake an EIA before approvals are granted.

## **12.3 Development of a Mass Rapid Transit System**

The RSTP has recommended the planning and implementation of a MRT system. As per previous STP study, for the first 10 years at least, this was recommended to be based on high capacity buses but these shall give way on certain corridors to rail based systems after the decade. In the meantime, with the laps of time and increase of transport demand by manifold, it is likely that the demand of rail based mass transit system is demand of present day. On the other hand, the mass transit system, whether bus or rail, should be organized and operated by new organization. Whether this is a government body or a PPP needs to be decided and DTCA shall draft the agreement. Whatever model is selected the Mass Transit Company shall be responsible to the DTCA since its services will extend to all municipalities in the area. In practice, for the construction and O & M of MRT Line-6 a government owned company named DMTC has been formed and its first phase has started functioning.

RAJUK shall take advantage of the increased accessibility resulting from this new system by linking its developments to routes and stations and by ensuring that new developments maximize the potential that the new mass rapid transit system offers.

BRTC, BR and BIWTA will liaise with DTCA and the DMTC so as to provide linkage between their services in an integrated manner.

The DMP shall play a major role in passenger protection. It is likely that the DMTC shall employ its own security force. However, they shall not have powers of arrest and a strengthened and metropolitan force shall be required for the protection of riders.

## **12.4 Development of the Public Transport System**

DTCA shall undertake systematic public transport planning based on a cycle of monitoring, planning and implementation by adjustments to the network. All of this work shall take place within the context of the RSTP. The route plan of the public transport systems shall be coordinated with the regional transportation services. The DTCA shall formulate Concession Agreements for the contracting arrangement with the private sector operators and shall administer and regulate strategic route franchising arrangements with the private operators.

DCCs shall play a vital role in the public transport system by facilitating the efficient operation of transport services. This shall be ensured by creating traffic signal priority systems and lanes on the city roads for buses to operate on a priority basis. DCCs shall also design and provide bus priority schemes for the city. Intersections will be designed and constructed for easy movement of buses and for the convenience and safety of the general public.

RAJUK shall coordinate its development schemes and take advantage of the increased accessibility resulting from the improved public transport system. In addition, RAJUK can allow the densification of the existing built up areas at the intersections of lines and along routes of mass transit system. This shall not only benefit RAJUK financially but also allow the city dwellers to live close to their work places and other facilities.

DMP's main function shall be to protect the travelling passengers through enforcement of rules and regulations and by maintaining law and order en-route. DMP shall also keep close watch on the behavior of the bus and train drivers so that they do not operate vehicles recklessly and this endanger the lives of pedestrians and other road users.

BRTA shall determine and set standards for bus operations for the city routes. This shall include consideration of the use of specialized or bigger buses for major corridors and smaller ones for the feeder routes. The authority shall also set practices for the best for the operation of bus services. In addition, BRTA shall undertake research and development into the preparation of a specification for bus design so as to improve ridership and to reduce the cost of the buses. This could be accomplished by avoiding unnecessary fittings and fixtures and by simplifying the superstructure design in order to suit the local environment whilst at the same time not compromising the comfort and safety of passenger.

BRTC, BR, BIWTA shall liaise closely with DTCA so as to streamline their services with a view to integrating all the sub modes of public transport into a coordinated system.

## **12.5 Traffic and Transportation System Management**

The DTCA being the custodian of the STP and subsequently RSTP shall review and revise the existing design standards for strategic highways in the metropolitan area. It shall review the design specification of highway schemes from all the agencies involved in road construction works affecting the RSTP. The authority shall also monitor the compliance of highway design standards by other agencies during the implementation of their respective schemes.

DCCs shall continue to discharge its chartered functions with respect to traffic engineering and transportation management in coordination with the DTCA, DMP and other concerned agencies. It will set design standards for arterial and secondary roads within its jurisdiction. It shall also plan, control and manage traffic within the city in collaboration with the DMP.

DMP shall remain responsible for enforcement of traffic rules and regulation and for prosecuting those who violate these traffic rules. In addition, DMP shall prosecute owners and users of vehicles, which fail to comply with road worthiness and environmental legislations. In discharging its mandated functions in respect of enforcement, DMP shall remain in constant touch with the concerned agencies such as DCC, BRTA and DOE.

RHD and LGED's role shall be limited to assisting the DTCA, DCC and RAJUK in setting design standards for strategic highways and city roads and adopting best practices in the building of highways. They shall also construct intersections or schemes, which are assigned to them by the Government.

## **12.6 Development and Maintenance of Database**

The DTCA shall act as the provider of information on transportation and land use at the level of strategic planning within the metropolitan area in order to ensure that all schemes are designed and evaluated with a common set of standards. For this purpose, a database should be established and maintained at DTCA and at BUET. The database shall comprise information on traffic conditions and flows, project proposals and their status, data collection standards, formats for surveys, traffic forecasting methods, and other socio-economic data used for transportation planning, exhaust emission standards and air quality data. DOE shall furnish exhaust emission and air quality data. DTCA shall ensure that information on the database is issued to the designers and planners who are employed on agreed government and private sector projects. BRTC, BR and BIWTA shall furnish information on a regular basis in connection with ridership and other related statistics.

DCC, RHD and LGED shall use the databases for highway and street design for the area. They shall also ensure that Traffic Impact Assessments (TIA) is undertaken for all schemes within the area noncompliance with the methods provided by the DTCA. The road safety cell will devise a new pro-forma for incident investigation and recording and police officers will be trained in the use of the pro-forma for use at the scene of incident.

DMP shall update and monitor the information on violators of traffic regulations and transfer all information to the main database administered by the Road Safety Cell of NRSC.

BRTA shall establish a database containing up-to-date information on vehicle registration, roadworthiness certification and driver's licenses. This database shall be maintained in an up-to-date condition and be used for the purpose of monitoring of various aspects of traffic operations.

RAJUK shall provide data on Area Planning, Detailed Area Planning, Land Development and other schemes to the DTCA databases for the purpose of coordination and monitoring by the DTCA. RAJUK while according permission for building the residential and commercial complexes shall take into account their impacts on the RSTP and be constantly in touch with DTCA to ensure proper coordination between the land use and the transport plan. The Road Safety Cell of BRTA shall maintain up-to-date data on incidents and safety matters.

## **12.7 Implementation of Safety Aspects**

DTCA shall devise guidelines for the implementation of road safety policies formulated by NRSC and approved by the Government. DTCA shall formulate the Pedestrian First Policy and will prepare guidelines for its control and implementation. It will also define design standards of highways to ensuring a high level of safety for traffic and pedestrians.

DMP shall enforce road safety rules and guidelines and prosecute the violators. DMP shall also undertake an immediate safety awareness campaign in the city. This shall be repeated from time to time and will ensure that information on violators of traffic and safety rules is entered into the DTCA/BUET database.

BRTA shall undertake revision of the Highway Code in order to bring it into line with the new road safety guidelines. The procedures for vehicle inspection for roadworthiness, driver training, testing and vehicles licensing shall be updated to suit the new road safety standards. BRTA shall also draft guidelines so as to impose some control on imported vehicles to ensure compliance with the safety standards set by NRSC and monitored by DTCA.

BRTC, BR and BIWTA shall ensure compliance with new safety rules drafted by DTCA and contribute to improving the performance specifications.

## **12.8 Enhancement and Protection of the Environment**

The Department of Environment shall compile a database on air quality and noise pollution and make this available to those agencies implementing schemes.

DTCA shall coordinate the compliance of environmental pollution policies and the rules and regulations relating to motor vehicles emission within the metropolitan area. It shall set the definition of design standards for vehicles so as to ensure compliance with the emission standards to be determined by the DOE, DTCA shall also produce the guidelines for traffic Impact Assessment (TIA) for all the schemes, which affect the traffic and transport system of the area.

DCC, RHD, LGED and RAJUK shall comply with Environmental Impact Assessment Procedures for all their major highway projects and will have them vetted by DOE before proceeding to construct.

DMP shall enforce the vehicle exhaust emission regulations and noise control regulations. In order to perform these functions, DMP staff will be trained and properly equipped.

BRTA shall prepare the manual for exhaust emission regulations and noise control regulations and noise control regulations. In order to perform these functions, DMP staff shall be trained and properly equipped.