

SPATIAL PLANNING FRAMEWORK FOR BANGLADESH

AUGUST 2023



Bangladesh Institute of Planners (BIP)

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ACKNOWLEDGEMENTS

Bangladesh Institute of Planners (BIP) is happy and proud to present the Spatial Planning Framework (SPF) for Bangladesh. BIP would like to express sincere gratitude to all the political, scholarly, and professional leaders and stakeholders who have instilled courage and imagination in BIP, allowing it to embark on the journey of realizing the dream of an SPF for Bangladesh. We remember that immediately after the independence of the country, with the leadership of Father of the Nation Banga Bandhu Sheikh Mujibur Rahman, our founder leaders laid the groundwork for planned development of the country in the first Constitution of the country. It was further reinforced by establishing the Planning Commission where one of the founding members of BIP Dr M Rahmatuallah worked and contributed. In this continuation, the importance and necessity of spatial planning of the whole country is directly stated and indicated in the First Five Year Plan (1973-78) prepared under the direct guidance of the then Minister for Finance and Planning Tajuddin Ahmad. Consequence of those strategic guidance and initiatives is the establishment of academic programs in universities through strategic collaborations with development partners and planning schools from developed nations after following decades.

The initiative to develop a SPF by BIP is not an arbitrary event; it has a rich historical background that has led the spatial planning community to envision a comprehensive framework as not only possible, but also necessary and beneficial. At the forefront of academia, dedicated faculty members have provided unwavering guidance and support to nurture successive generations of spatial planners. On the professional front, the community of planners has gradually come together under the umbrella of BIP, evolving into a dynamic, interactive, and committed collective over time.

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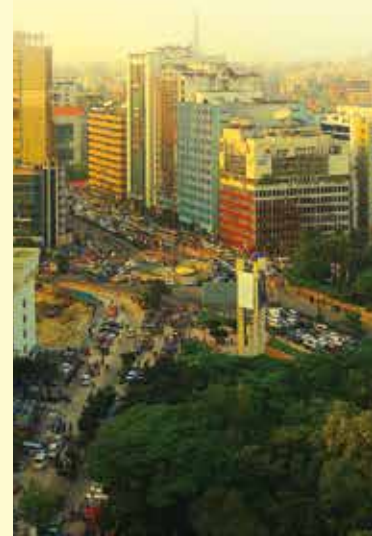
Planner A K M Riaz Uddin, professional pragmatism of Planners Syed Shahriar Amin and Planner Md Hisham Uddin Chisty. Planner Md. Mosheur Rahman added vital insights from his practice in Australia as a Planner. Planner Md Anisur Rahman and former Secretary to the Government Md Anwarul Islam Sikder, authored two chapters on planning rate schedule and organogram of spatial planning department respectively, two long overdue essential tasks for planning and planners in Bangladesh. We heartily acknowledge their contribution.

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In conclusion, the BIP recognizes its debt of gratitude to all individuals and organizations who have contributed to the development of the Spatial Planning Framework for Bangladesh. Their collective support, expertise, and dedication have been instrumental in advancing this crucial endeavor for the betterment of our nation. Despite all the supports this report may have errors, omissions and limitations. BIP is committed to make corrections in subsequent revisions.



EXECUTIVE SUMMARY

The journey of Bangladesh from “test case of development” to a notable example of economic growth and human development is remarkable. To continue this trajectory the importance of proper utilization of natural and human resources while ensuring social and inter-generational justice through spatial planning is paramount. This requires embracing the vision of the country’s founding leaders to establish a comprehensive spatial planning system in light of the First Five Year Plan (GoB 1972). The flagship Delta Plan 2100 also recognizes the need for an “integrated spatial planning system”. Spatial Planning, if duly instituted, can play a crucial role in translating national plans, policies and international agreements on geographical space and aligning them with aspirations of local and regional communities. By ensuring proper use and allocation of land and natural resources, it will also help form livable and vibrant places and communities. Countries with low land-man ratio, fast economic growth and transformation are in pressing need for effective spatial planning. In order to address this need Bangladesh Institute of Planners (BIP) has initiated a study to identify a suitable Spatial Planning Framework (SPF) that fits the country’s culture, economy and account for lessons from other countries. This study commissioned by BIP intends to fill the void and introduce a “spatially integrated planning regime” in place of sectoral planning.

The term “Spatial planning” used in the study is a relatively recent vocabulary that encompasses range of planning nomenclature such as physical planning, town/city planning, land use planning, urban planning, regional planning, rural planning or territorial planning, local economic development planning, strategic spatial planning, town and country planning, marine spatial planning or any sectoral planning with a clear spatial implication among other forms. For effective planning, integration of social, economic, environmental, physical or demographic domains are essential and it will not only be limited to landmass but will also include marine, sub-terrain and air space. **Spatial Planning can be defined** as the professional practice and deliberate act of organizing how people and their activities are distributed over space and places through policies, strategies, plans, standards, tools and techniques that considers political, economic, social and environmental aspirations of the country and nation as a whole and of places and communities in particular. Spatial Planners, the professional group involved with this practice, mediates between state, market and the community by involving stakeholders, integrating sectoral policies and thereby facilitating development projects and policy actions at different scales.

Spatial planning will consist of both contingent responses to larger socio-economic forces and also active changes in these forces that adjust between “planned” and “spontaneous” changes and developments at various scales. Spatial planning, especially in case of Bangladesh, is necessary to translate aggregative national plans (FYPs, PPs) down to projects, coordinate sectoral plans (agency/ ministry plans), to accommodate and respond to geo-physical plans (e.g., Delta Plan 2100), manage change over time. Four essential aspects of spatial planning, especially in the context of Bangladesh, are **translation, integration, monitoring** and **convergence**. **Translation** will entail reflection of the national and sectoral plans and policies over space at different scales. **Integration** will entail substantive and reflexive coordination across different sectoral plans and policies at different scales. Constant **monitoring** of spatial change to create a balance between natural and planned development will also be essential. In most cases urban agglomerations and centers of economic activities spontaneously emerge in different locations indicating local forces. These centers get planning attention in a much later

stage when much of the transformation has taken place and planning becomes less effective. This mismatch between planned and spontaneous growth needs bridging by a **convergence** of the top-down and bottom-up planning through a countrywide multi-scalar planning framework. This will enable constant monitoring of the changes in economic activities in a spatial lens and initiate in proactive rather than reactive spatial planning.

For Bangladesh the rationale for a spatial planning framework can be analyzed from various distinct perspectives, that reflect the **political and developmental philosophy** of the nation's **leadership, development planning legacy, unique country characteristics, integrative benefits** that spatial planning can bring to fill major void in development planning and the **continued cost** of not having a spatial planning framework. As for the **foundational aspects**, the historical six-point movement (Chhoy Dofa Andolon) was premised on regional imbalance between erstwhile east and west Pakistan which was a major driver of later independence movement. After independence the constitution has also stressed on rural development (article 16), equality of opportunity (article 19) for all citizens and planned economic growth (article 15) that can be better delivered by spatial planning. The First Five Year Plan has laid the ground for spatial planning and creation of the profession in Bangladesh. Subsequent public investments highlighted regional connectivity and subsequent policy documents have also emphasized the need for spatial plans.

The continued and staggering **cost of not having a spatial planning** framework includes disproportionately high population concentration in capital, sprawl and environmental decline and loss of livability. Between 1992 to 2021 Dhaka has lost 59% of wetland and 61% of forest and green space whereas built-up area has increased by 188%. This conversion is associated with 59.55% loss of Ecosystem Services Value (Rahman and Szabo, 2021). On any account this outcome is a major deterrent for quality of life of any city and Dhaka's struggle in scoring well in livability can also be partly explained by this. Due to lack of a legal and institutional framework for spatial planning state lacked the necessary mechanism to preclude such transformation at the expense of the value of its capital city which can be considered as a public good to the nation.

The perspective plan 2021- 2041 projected 80% urbanization by 2041 which will correspond to an estimated 24 thousand Sq Km of land area transformed to urban built-up area from rural area in next 20 years which may include forest, agricultural land, green space and wetland. A high rate of urbanization or rapid increase thereof, does not guarantee better quality of life or sustainable future in itself. Hence, we need to approach massive urbanization not just quantitatively but also in terms of quality. This massive transition of human settlement is closely linked with the goal of economic transition of Bangladesh from a lower-middle to an upper middle-income country by 2031 and high income country by 2041. Experience with Dhaka and other urban agglomerations suggests that to tackle the massive transformation current reactive planning approach is not sufficient in any account. The necessary element of the required transformative journey is a comprehensive spatial planning framework that ensures a **four-dimensional integration**, over space, sectors, hierarchies and time.

Integration over space entails spatial connectivity across locations and economic activities in spaces, recognizes spatial dependence and that spatial translation of sectoral and aggregative policies can ensure that their spatial footprint yield to optimal social outcome, hence the importance of location, connectivity, supply chain and spatial manifestation of value chain, to name a few. **Integration across sectors** entails translation of sectoral plans to space taking into account spatial differences and dependencies. Sectoral integration manifest best when they are laid out over space. However, this sectoral integration needs to be attained by proper institutional and functional design in the framework. Thirdly, **hierarchical integration** take place along administrative hierarchies, starting from union/ward, Upazila etc. up to the national level and along functional hierarchies of urban agglomerations, transport networks, market systems

and economic activities. In spatial planning “**time**” is very critical since planning is mostly about managing and monitoring change and spatial planning does that over space. In the continued journey of Bangladesh to urban transition and economic growth planning is essential to look into matters not for just how things are but also for how they will be in both normative and predictive sense. Places are changing rapidly and before a place is taken as ‘urban’ major irreversible changes take place. To reclaim this transition landscape spatial planning is necessary at all levels. This report presents a substantive and institutional framework for this transition.

Over the last few decades since independence Bangladesh has gone through tremendous change in terms of urbanization, expansion of manufacturing and service sector, infrastructural development, advancement of technology, change in economic structure, migration to urban areas and greater degree of openness of the economy among others. As regards the economy the share of manufacturing and service sector has substantially expanded. This was a major driver for spatial transformation and urbanization. A remarkable progress in Human Development Index (HDI) is recorded by 67% increase of the index. Despite all these remarkable achievements there are also tremendous challenges such as frequent natural disasters, salinity, sea level rise, river erosion, recurrent pandemic, external shock, environmental pollution, etc. poses threat to continued progress of the journey. Bangladesh has been ranked as the 5th most vulnerable countries in the world in terms of risks from natural hazards (GoB 2018). Also the rapid spatial transformation resulted in land use change, sprawling of urban activities, increase of intensity of economic activity over space, heightened pressure on natural resources, loss of valuable agricultural land, outrun of capacity of infrastructure etc. All the reasonable wishes of development in the face of remarkable economic change are therefore dwarfed due to lack of translating the national goals to a space-based translation and coordination.

The **current planning regime** of Bangladesh comprises of a long and systematic tradition of socio-economic planning for resource allocation under the purview of planning commission and the ministry of planning. This is supported by sectoral plans from respective agencies and ministries. Spatial planning practice, on the other hand, is only invoked when economic and infrastructural development generate negative externalities in the form of capacity overrun, environmental degradation and severe deterioration of living environment. Consequently, spatial planning in current regime is a sporadic and reactive exercise with meager institutional and legal support. Spatial planning is not exercised as a function of the central planning organizations, but is carried out by entities outside of its realm. This signifies a disjoint of spatial planning from the core planning endeavor of the nation. Bangladesh Planning Commission prepares national aggregative plans over long-, medium- and short-terms on a regular basis in the form of Perspective Plans (PPs), Five Year Plans (FYPs) or Annual Development Programs (ADP). General Economics Division (GED) of the Planning Commission prepares and sets national economic policy strategies and socio-economic plans with the assistance of other 5 divisions of Planning Commission. At the sectoral level there are different ministries and agencies who prepare sectoral policies and plans.

As regards spatial planning system, planning event for Bangladesh can be traced in the enactment of the Town Improvement Act 1953 and then formation of an authority named Dhaka Improvement Trust (DIT) in 1956 under that act. A more general Spatial planning started from 60s in the pre-independence era in the form of town planning under the leadership of local authorities. Urban Development Directorate (UDD) was established in 1965 to observe the trends and potential areas for urbanization. After that, town planning basically developed in this country through specific cities/big towns and later on local government authorities by provisioning legal mandates in the respective ordinance, rules and acts. The Government formed development authorities named CDA, KDA and RDA following the DIT model parallel to UDD under the ministry of Housing and Public Works) and also incorporated master planning provision in urban local

government ordinance/acts (The Pourashava Ordinance 1977, Local Government (Pourashava) Act, 2009, Local Government (City Corporation) Act 2009 etc. to ensure planned urbanization for rest of the Municipalities in Bangladesh. At the spatial level the 2 different ministries (Ministry of Housing and Public Works and the Ministry of Local Government, Rural Development and Cooperatives) are engaged with plan preparation with little or no engagement of the ministry of planning.

Limitations of planning practice in Bangladesh should also be in order. Spatial planning initiatives are currently conducted in isolation from national plans and those are also disparate both geographically and institutionally. As a result, less than 10% the country's spatial extent are currently under spatial planning. Currently there is **no national organization** to carry out the massive undertaking necessary for carrying out spatial planning for the entire country. Ministry of Housing and Public Works and the Urban Development Directorate, are responsible to carrying out spatial planning for urban areas and their vicinities only. On the other hand, Local Government Division (LGD) of the Ministry of LGRD&C received responsibilities to carry out spatial planning works for local government institutions (either urban or rural) in 2014 without adequate institutional and legal arrangement. The focus of spatial planning dwells in **narrow physical domain** with little social, economic and political engagement. A more holistic approach considering regional and local economic development, water resource planning, environmental planning etc. and more multi-disciplinary approach needs to be an integral part of planning exercise at all levels. A **lack of commensurate implementation mechanism** and due authority renders plan to be ineffective. As for the aggregative and national plans there is a **lack of intermediate steps** that could ensure congruence with national aggregative and sectoral plans. Considerations of **regional and local economic development** are not yet an essential part of spatial planning. **Fiscal decentralization** aspects also need more work so that local authorities can take charge of development in the unitary system of government in Bangladesh.

A comparative analysis of spatial planning systems was deemed necessary to support this framework. National level Spatial Planning frameworks and systems are evolving rapidly in different parts of the world in response to rapid socio-economic changes that creates demand for new spatial organization of human settlement and activities. In this process many countries have country-wide and comprehensive system of spatial planning. Europe, as a supra-national region leaped one step forward to explore possibilities of harmonization of planning system across different European countries and transfer of best practice knowledge to other countries in that region. In the process of transitioning from current Spatial Planning practice to a nation-wide multi-scalar framework Bangladesh has a late adoption advantage of learning from success and failure of other countries. In the limited scope of this study two kinds of review were carried out. For several countries, namely, India, Malaysia, Japan, United States and Netherlands, a general overview and subjective review was carried out. However, for England and Ghana, more in-depth case studies are presented.

The **proposed framework** comprises of a 3-tier system of spatial planning for the country, and relevant plan types, namely, National Spatial Plan, Regional Development Plan and Local Plan. The hierarchy will be based on administrative jurisdiction. However, there will be consideration for Special regions based on geophysical characteristics (e.g. Haor, Barind or coastal region etc.) or functional in nature e.g. jurisdictions of RAJUK, CDA etc. These special territories are also considered as integral part of the framework, as they all have some kind of custodian institutions attached to them as well as some form of planning and development regime. These regions are generally overlays on top of the administrative structure as they are not mutually exclusive and are comprised of existing administrative units, fully or in part.

At **the National Level** the National Spatial Plan will cover the geographic extent of the entire country - all divisions and districts, and also the ocean territory of Bangladesh. A national plan is a strategic document, constructed on spatial terms that will provide a clear direction and a strategic pathway to achieve national goals and aspirations. National plan will construct the foundation and give directions for overarching (as opposed to local) and critical national, and even supra-national or

trans-boundary, spatial issues e.g. location of Economic Zones (EZ) throughout the country, network of national highways, alignment of national trade route or economic corridor, critical hub for national and international connectivity on road, rail ocean etc. Lower tier plans can then subsequently distribute these higher tier plan goals and targets – population, and its density, economic activity, infrastructure etc.

The second, and middle, tier in the overall hierarchy of spatial planning framework in the regional Plan. The term region has a wide range of implication, generally implying a comparatively larger territory. In that sense, the study envisions 3 different manifestations in this band of plan making: i) Division – all districts within the respective division, ii) District – all Upazila within the respective district and iii) Special Regions/territories – all district, Upazila and/or other LGI within the special region as defined by their legal jurisdiction territory. Regional plans are strategic in nature. These plans will provide future growth and development directions and guidelines for the region. Main inputs for the regional level development plans are guidelines and directions set by the National Spatial Plan for a particular region, and that region's inherent characteristics and major and significant features. Considering these guiding factors, the regional development plans will provide overall spatial planning and development direction for the entire region. Regional plan will coordination of conflicting and competing issues between the national and local, and also between local plans within the region, therefore, creating a 'point of convergence' between top-down and bottom-up agenda or global and local issues.

The Local level planning generally encompasses a single Local Government Institution/Unit (LGI//LGU). It mainly covers Upazila as rural LGI, and City Corporation and Pourashava as urban LGI. Local plans deal with 'local' issues. The extent of these plans is, generally, a particular LGI i.e. Upazila, Pourashava or City Corporation. Local plans would handle general spatial issues and also sectoral concerns. The elements dealt with at this level are more concrete in nature – providing tangible and precise proposals and guidelines that can be implemented straight-away in the respective city/community.

Special aspects of the proposed planning framework are integration of Spatial Planning, Schematization of Regions and Hierarchies and Spatial Decision Support Tools. In contrast to the current planning practice this framework proposes that spatial planning will work hand-in-hand with socio-economic and sectoral plan. In one hand National, Regional and Local level spatial plans will be prepared under technical supervision of the proposed organization (for detail see chapter 8) and in preparing the plans this organization will be in close communication with the socio-economic planners and the respective plans in one hand and will assess the projects by the sectoral agencies on the other. This will be the first-round integration (technical coordination) and a project will be recommended. For the purpose of spatial planning schematization of regions is very important. While different schematization is possible and useful, for spatial planning in Bangladesh it is proposed that the regions will be primarily conceived as administrative regions that follow current administrative boundaries and hierarchy. This proposed schematization recognizes that functionally human habitat does not follow administrative boundaries. The compromise in proposed delimitation will be later addressed in the functions of spatial planning at different levels and thematic integrations.

The functionality of a Spatial planning system depends heavily on availability of a comprehensive, integrated, complete, well organized, readily available, responsive and adaptable Planning Information System to help with decision support. Currently a National Spatial Data Infrastructure (NSDI) is being developed at Survey of Bangladesh (SoB) with support from JICA. NSDI needs to be formalized by brining spatial planning at the core of this initiative. The proposed Spatial Planning Department should also be a hub of this NSDI for ready access, management and adaptation of the system.

Institutional structure will serve as the backbone of the overall Spatial Planning Framework. The Task Force adhered to a number of **guiding principles** while preparing the institutional framework: i) Spatial planning should be done under the same umbrella as the long and mid-term Economic and Social plans and policies to ensure institutional proximity across different types of plans, ii) The ministry and agency to administer spatial planning should be cross-cutting in scope that have the necessary authority to have an oversight and coordinating role across ministries, iii) The extent of organizational reform needs to be minimal yet innovative so that the benefit of reform substantially exceeds the cost of establishment and subsequent operations etc. The institutional framework proposals are constructed in light of the planning approach, hierarchy and functions presented above. In this light two alternative institutional frameworks are proposed. In both options a distinct **Spatial Planning Department (SPD)** and national **Institute for Spatial Planning and Development (NISPD)** are common. The SPD will be supported by offices down to different administrative levels. The first option suggests that the department will be placed under a newly formed Spatial Planning Division in the Ministry of Planning which will work closely with both all the divisions of the Ministry of Planning as well as the Planning Commission. The second option suggests that a separate Ministry of Spatial Planning which will host the proposed SPD and NISPD. Since the sectoral and multi-sectoral development projects will be largely constituted by the spatial plans, the evaluation and approval processes for the plans, especially the national and regional plans will be under the purview of the National Economic Council (NEC). However, in view of the proposed new role, the NEC can be renamed as the **National Planning and Economic Council (NPEC)**.

As per the first option Spatial Planning Issues shall be administered by a newly formed Spatial Planning Division under the Ministry of Planning. The Division will administer at least two national agencies: i) Spatial Planning Department (SPD), ii) National Institute for Spatial Planning and Development (NISPD). Office of the Spatial Planning Department (SPD) will be set up down to District and Upazila Level. The SPD will act as the national agency of the country for both vertical and horizontal connectivity of the different levels of plans and agencies. Vertical connections among the national, regional and local level plans/agencies in the form of coordination, cooperation and integration (if and where necessary) and the horizontal interaction among region to region and local to local in the same forms. Spatial Planning Division will act as the apex national institution ensuring sectoral coordination, integration of spatial issues in national policies, plans in collaboration with Planning Commission and provide necessary support to NEC/ECNEC (to be reformed as NPEC/ECNPEC) regarding national spatial matters like approval and oversee of National Spatial Plan etc.

The SPD will act as the national agency of the country. The Spatial Planning Department shall not intervene at the local level urban areas (CC and Municipalities) directly as these Urban Local Government Institutions (LGI) have the legitimacy to exercise local level plans and development control. The district level office of SPD will provide technical support and overall guidance to the urban LGIs (CC and Pourashava) regarding preparation, approval and implementation their respective spatial as well as integrated development plan. On the other hand, Upazila Parishad is the apex Local Government Institution at upazila/local level (for whole upazila/rural areas) that coordinate and govern transferred government departments at this level ensuring peoples' participation. To support the Upazila parishad, lowest tier of the Spatial Planning Department at upazila level shall act as the transferred department of SPD under Upazila Parishad.

For ensuring peoples' participation under the democratic environment, three Spatial Planning and Development Coordination Committees are proposed under this proposal in parallel with the hierarchical order of the planning administration. The Committees are is multi-sectoral and interdisciplinary in nature, with public, private and civil society participation involving all concerned entities within a country. These committees need to be formed to foresee overall

coordination among ministries/departments and agencies as well as to ensure incorporation of peoples' voice at national, and district level respectively.

The alternative proposal for the institutional set up (**proposal-B**) to be supportive of the planning framework presented in previous chapter is nothing different of proposal-A except the governing Ministry. In this alternative proposal Spatial Planning Issues shall be administered in Bangladesh by initiating an independent ministry named "Ministry of Spatial Planning" rather under the Ministry of Planning. Spatial Planning Issues shall be administered in Bangladesh by the newly formed Ministry of Spatial Planning under the supervision of a high empowered national council. Couple of organizations proposed in the previous proposal are remain same in this proposal also means the Ministry of Spatial Planning will govern two national organizations named the Spatial Planning Department and the National Institute for Spatial Planning and Development (NISPD). Functions, jurisdictions, organizational set-up and related matters are remained same. At the apex level, the National Spatial Planning & Development Council (NSPDC) will be formed to provide overall guidance of the spatial Planning & Development of the country, approval of the National Spatial Plan etc. The Council is multi-sectoral and interdisciplinary in nature, with public, private and civil society participation involving all concerned entities within a country. The Council will be chaired by the Honorable Prime Minister of Bangladesh.

The Government of Bangladesh delegates special responsibilities to some respective ministries for ensuring proper coordination at central level in Chapter III- Inter Ministerial Confutation in the Allocation of Business of Ministries/Divisions. For example: every ministry/agency is responsible to consult with the Ministry of Law for any judicial/legal matter, In this case, while preparing the proposed Rules of Business for the proposed Spatial Planning Division (for the case of proposal-A) or the Ministry of Spatial Planning (for proposal-B) , an additional section need to be prepared and incorporated in **Chapter III – Inter Ministerial Consultation**. Add an additional clause: Consultation with the Spatial Planning Division/Ministry: The Division/Ministry of Spatial Planning shall be consulted – i) On all sectoral policy and plan related to spatial arrangement/space/land uses; ii) Plan regarding national infrastructure network; iii) Plan related to land use and space allocation at national and regional scale, iv) Plan related to area and settlement development.

The legal framework needs to be designed with a view to strengthening the role of states in securing property rights, reducing uncertainty, clarifying the extent of state intervention and in establishing rule of law with the effect that the boundaries of economic entities are well defined and externalities are internalized through innovative measures. For a country facing neoliberal conditions, safeguarding property rights and erasing externalities is of pivotal importance. An appropriate legal framework helps to institutionalize state's policies and intent and consolidate technical and normative intent in a manner that translates into daily practices and behavior. For operationalizing the SPF, it is necessary to be translated into and supported by a legal framework that accounts for different aspects of the framework. Some of them are: specification of institutional structure outlining the rules of business, specification of mandates, organograms, and recruitment procedures, integration of socio-economic plans, sectoral plans and spatial plans and specification of responsibilities of respective personnel and agencies, designation of respective agencies and offices at appropriate hierarchy to formulate, enact, review, disseminate and implement spatial plan/planning at all levels, standardization and modality of technical coordination in the process of spatial planning, creation of templates, guidelines, and standards to ensure that all planning documents based on their category have uniform content, standards, and color codes, creating a streamlined approach throughout the country, specification of time span, jurisdiction and address coordination mechanism of planning across hierarchies, institute process of amending any planning document by ensuring the involvement of relevant agencies, professionals, and concerned communities.

Bangladesh is currently presented with a unique opportunity to institute a comprehensive spatial planning framework. For successful transition to the proposed structure in spatial, institutional, and legal terms, a roadmap with active involvement from relevant stakeholders in different activities is essential. This process will start with a **complete proposal submission** to the competent authority and dissemination to relevant stakeholders. This will be followed by **sensitization and awareness creation** to ensure buy-in from major political parties, civil society organizations, and development partners. Outreach efforts should include engaging with major policy influencers, political party representatives, development scholars, and socio-economic planning experts to gather input and ensure collective ownership of spatial planning's agenda. **A Steering Committee and Working Group** could be formed to oversee the implementation of the spatial planning framework. The committee, with support from the Bangladesh Institute of Planners (BIP), will be responsible for various tasks such as preparing and enacting a legal framework, creating necessary institutional reforms, and ensuring sectoral coordination. The necessary changes can be implemented in a step-by-step manner.

This study has introduced the necessity of spatial planning, and outlined the essential building blocks for a spatial planning framework. The report has evidenced that the policy makers, right after our independence, envisioned the necessity of spatial planning. After more than five decades we face the unique opportunity to implement the long overdue reform to operationalize a countrywide and comprehensive spatial planning framework and a cohesive legal and institutional foothold to support that. There is no doubt that spatial planning has come a long way in terms of formal education and training, professional practice, and general acceptability in society. Spatial planning is as much about culture as it is about formal institutions, legal authorities and jurisdictions. Hence in order to embed spatial planning it should be 'culturally mainstreamed' to ensure organized spatial development.

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ABBREVIATIONS

BDP	Bangladesh Delta Plan
BIP	Bangladesh Institute of Planners
BUET	Bangladesh University of Engineering and Technology
CDA	Chattogram Development Authority
CUET	Chittagong University of Engineering and Technology
ECNEC	Executive Committee for National Economic Council
EU	European Union
FYP	Five Year Plan
GoB	Government of Bangladesh
HDI	Human Development Index
JU	Jahangirnagar University
KDA	Khulna Development Authority
KUET	Khulna University of Engineering and Technology
LGD	Local Government Division
LGED	Local Government Engineering Department
MVMT	My Village My Town (<i>amar gram amar shohor</i>)
NEC	National Economic Council
NPEC	National Planning and Economic Council
OECD	Organization for Economic Cooperation and Development
PRSP	Poverty Reduction Strategy Paper
PUST	Pabna University of Engineering and Technology
RAJUK	Rajdhani Unnayan Kartripakkha
RUET	Rajshahi University of Engineering and Technology
SDG	Sustainable Development Goal
SFP	Spatial Planning Framework
UDD	Urban Development Directorate

1. Introduction

1.1 Background

From a “test case of development” to a notable example of economic growth and human development is a remarkable journey for Bangladesh. This has set the bar high for development and growth through proper utilization of natural and human resources while ensuring social and inter-generational justice. Among various possible adjustments necessary to achieve this goal is to embrace the vision of the country’s founding leaders to establish a comprehensive spatial planning system in light of the First Five Year Plan (GoB 1972)¹. The flagship Delta Plan 2100 also recognizes the need for an “integrated spatial planning system”. Spatial Planning, if duly instituted, can play a crucial role in translating national plans, policies and international agreements on geographical space and aligning them with aspirations of local and regional communities. By ensuring proper use and allocation of land and natural resources, it will also help form livable and vibrant places and communities. Countries with low land-man ratio, fast economic growth and transformation are in pressing need for effective spatial planning. In order to address this need Bangladesh Institute of Planners (BIP) has initiated a study to identify a suitable Spatial Planning Framework (SPF) that fits the country’s culture, economy and lessons from other countries. Considering Bangladesh’s long history of colonial governance, SPF appropriate to Bangladesh needs a fresh look at the planning process. This study commissioned by BIP intends to fill the void and introduce a “spatially integrated planning

Box 1: Salient Features of the Proposed Spatial Planning Framework (SPF)

- The SPF reflects the vision of the founding leaders of the country crafted in the first five-year plan (Ch12), Delta Plan and 2018 election Manifesto.
- Spatial plan to integrate with national socio-economic plans in the scope of work of National Economic Council (NEC). Accordingly, NEC will be renamed National Planning and Economic Council (NPEC).
- Planning of both Urban and Rural Areas will be under the same framework in the spirit of the “My Village-My Town” program.
- Planning regions will follow administrative boundaries and hierarchies.
- A Three-tiered planning system will be in place: National, Regional and Local. Supra-national aspects such as regional trade integration should also be integral of spatial planning practice.
- All of Bangladesh, including land, water and sea, will be the planning territory. Marine spatial planning should also be an integral element of spatial planning.
- A dedicated agency Department of Spatial Planning (DSP) has been proposed.
- Two institutional framework options have been proposed.
- A Planning Decision Support System will be introduced in the spirit of desired digital revolution in Bangladesh for more effective planning.
- A consistent legal framework has been proposed to support the implementation of the SPF.
- The SPF also includes a roadmap for instituting an SPF making it easier for the government to execute.

¹See Box 2 in this report for a review of the First Five Year Plan.

regime". The recommendations relied on institutional innovation that can deliver tremendous benefit with introducing an integrative function in the development planning. Responding to rapid urbanization in the postindustrial era, a large number of countries have either implemented or are in the process of implementing a comprehensive multi-scalar spatial planning system. Bangladesh, with its alarmingly low land-man ratio² and high vulnerability to climate change stands to greatly benefit from a robust spatial planning framework. Addressing spatial manifestation of development plans at national, regional and local levels and coordination across the hierarchy is essential for ensuring effectiveness of national plans and the sectoral plans in their full potential.

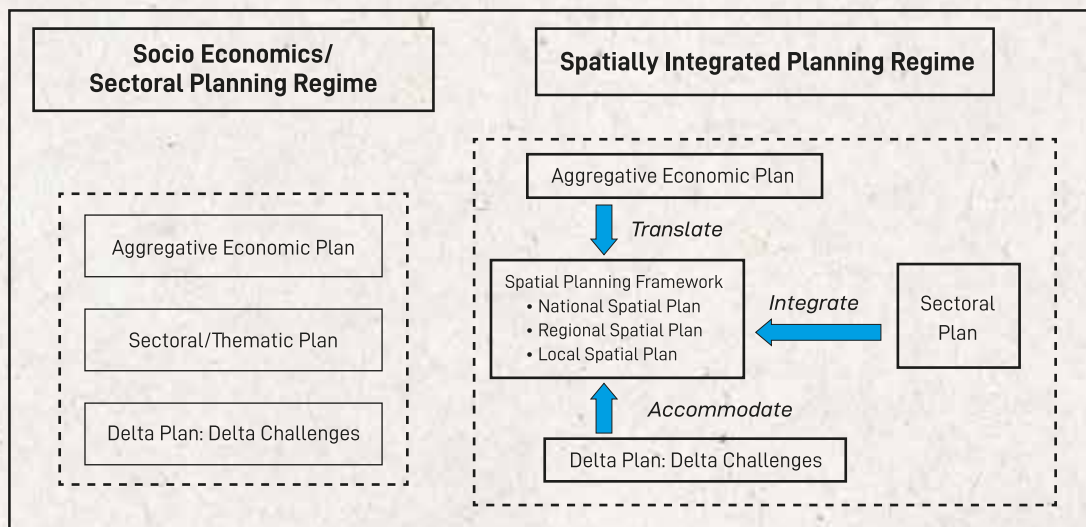


Figure 1.1: Proposed Change in Planning Regime

The adoption of a comprehensive spatial planning framework will help reduce regional disparities, promote decentralization of economic activity, strengthen economic value chain, support regional and local development, harness locational advantage and regional niche, develop regional clusters, and integrate spatial economic activity across space. Furthermore, it will also address the heterogeneity across different hydrological and agroecological zones as identified in Bangladesh Delta Plan 2100.

However, the success of the framework will depend on the availability of accurate and up-to-date data and effective data management systems to provide decision-making support. Hence spatial planning framework will also include a planning information system supported by congruent data generation and management system suitable for decision support and incremental learning to further continued enrichment of the SPF. Sharing of data across agencies and making spatial and a spatial data available for spatial planning needs to be instituted³. More detail of the proposed information system can be found at Chapter 7. A process of continued evaluation will also be necessary and hence a knowledge management system should also be integral to the SPF to help it evolve over time.

²Estimated at 0.06 ha per person (GoB 2018, p341)

1.2 Structure of the Report

This report is intended for policy makers, legislators and politicians, planning professionals, development theorists and practitioners, public officials, sectoral representatives, academics and researchers in the relevant field among many others. This ten-chapter long report starts with the introductory chapter that presents the background and report structure. The idea of spatial planning and spatial planning framework is discussed in chapter two. Methodology and study approach is presented in chapter three. Chapter four and five presents the country context and current planning regime respectively. A modest comparative analysis of spatial planning framework in different countries is presented in chapter six. Some essential aspects of the proposed spatial planning framework, namely, the planning process, hierarchy, geographical coverage, scope and content and stakeholders are elaborated in chapter seven. Chapter eight presents an analysis of the proposed institutional framework in light of the findings of the study; and a congruent human resource plan to support the institutional framework. Chapter nine presents a review of current spatial planning related legislation and practices and proposes the key aspects of a legal framework that will support the proposed spatial planning framework. A roadmap for transitioning to the proposed framework is presented in chapter ten. Chapter eleven concludes. Apart from these chapters, two supportive studies, namely, the human resource proposal and schedule of rates to standardize planning across different agencies are also included in the annexes 6 and 7 of this report.

Box 2: First Five- Year Plan (1FYP, GoB 1973)

The 1FYP (First Five Year Plan) was remarkably visionary with regard to spatial planning (then commonly termed as physical planning). An entire chapter was dedicated to this (Chapter 12).

According to 1FYP "Physical Planning deals with the geographic expression of a country's economic and social policy and relates directly to planning of land, physical structures, and various construction activities on national, regional and local levels. It thus assists in better use of land and resources".

1FYP identified a number of shortcomings and imperatives:

- Due to shortage of planners and the war of 1971 and consequent suspension of a UN assisted project, a comprehensive Physical Planning and Development strategy and Town and Country planning legislation could not be put in place.
- To overcome shortage of planners both long term program and short term "crash programs" were suggested centering the technical universities including offering scholarships, job opportunities, bringing teachers from abroad etc. (p. 393, 398)
- Subsequent rural to urban migration, overcrowding in cities with limited amenities, gradual decrease of agricultural land, uneven regional development etc. were clearly predicted in 1FYP.
- Need for strengthening existing organizations and creation of new ones for "eventual planned environment" were identified. A number of alternative possibilities were suggested.
- Four types of planning documents were identified as necessary: i) Regional Plans including metropolitan Region Plans, ii) District Plans, iii) Thana level Plans, iv) Urban Plans
- Emphasis has been given on both urban and rural areas.

2. Spatial Planning: What and Why

A comprehensive Spatial Planning Framework (SPF) for Bangladesh stands on a shared understanding of distinct meaning and characteristics of spatial planning and its scope, a general and context specific awareness of rationale for introduction of a spatial planning approach and essential components of an SPF. Despite a general notion, for a specific country the meaning and definition of spatial planning would be unique and must evolve over time to address the changing needs and priorities. In this chapter a working definition of special planning, a review of its meaning and scope and rationale for introducing a spatial planning framework is discussed.

2.1 Spatial Planning – A Working Definition

Spatial Planning is the professional practice and deliberate act of organizing how people and their activities are distributed over space and places through policies, strategies, plans, standards, tools and techniques that considers political, economic, social and environmental aspirations of the country and nation as a whole and as well as of places and communities. Spatial Planners, the professional group involved with this practice, mediates between state, market and the community by involving stakeholders, integrating sectoral policies and thereby facilitating development projects and policy actions at different spatial scales. Incorporating learnings from deterministic form of spatial planning, spatial planning strives to be more participatory and inclusive by accounting for rights and needs of diverse group of people and in that way prioritize social and intergenerational justice thorough recursive adjustment between knowledge and collective action. Despite a significant role of the private section in determining spatial outcome spatial planning is primarily a public sector activity which defines the boundary of state and the market through and legal and institutional framework. Spatial planning can yield best outcome if it acts as a bridge across

- stakeholders ranging from political representatives, landowners, experts, NGOs, private sectors, professional groups, poor and marginal communities, cultural and heritage organizations, environmental agencies among others.
- geographical scales (local, regional, national and supra-national),
- spatial typologies (landmass, maritime boundary, air-space, sub-terrain territory or reclaimed land etc.)
- time that maintains continuity in anticipatory rather than reactive form that help choose the future of a community or nation.

The following section provides a general review of the meaning and the scope of activities involved in spatial planning.

2.2 Meaning and Scope of Spatial Planning

The term “Spatial planning” used in the study is a relatively recent vocabulary in planning that encompasses various forms of planning nomenclature such as physical planning, town/city planning, land use planning, urban planning, regional planning, regional

development planning, rural planning or territorial planning, local economic development planning, strategic spatial planning, town and country planning, marine spatial planning or any sectoral planning with a clear spatial aspect among other forms. This appreciates that for effective planning, integration of different domains such as social, economic, environmental, physical or demographic aspects are essential and it will not only be limited to land-mass but will also include marine⁴, sub-terrain and air space. Spatial Planning was chosen as the terminology for a number of reasons. Firstly, the term is already a part of the policy vocabulary of many countries (e.g. Acheampong 2019, Reimer et al. 2014, Wong et al. 2008, EU 2017 among many others) and international forums. Hence a terminology that is congruent with similar practice around the world both in public policy and academia would pave way for collective learning, communication and shared understanding. Secondly, this term in essence brings together the different forms of spatial planning e.g. urban, rural, marine and other domains of planning under the same umbrella. Thirdly, it recognizes spatial planning as distinct from but complementary to aspatial socio-economic or sectoral planning that fills a void in the current planning practices. Fourthly, the need for multi-scalar rural and regional plans are increasingly being recognized, requiring a departure from exclusive urban focus. Recent policy emphasis of the incumbent government in rural planning through the “My Village-My Town” also champions this inclusive approach. While this general understanding of “spatial planning” is useful to acknowledge that its definition may vary across countries and context based on functions, institutional structure, legal framework, culture and planning norms in that country.



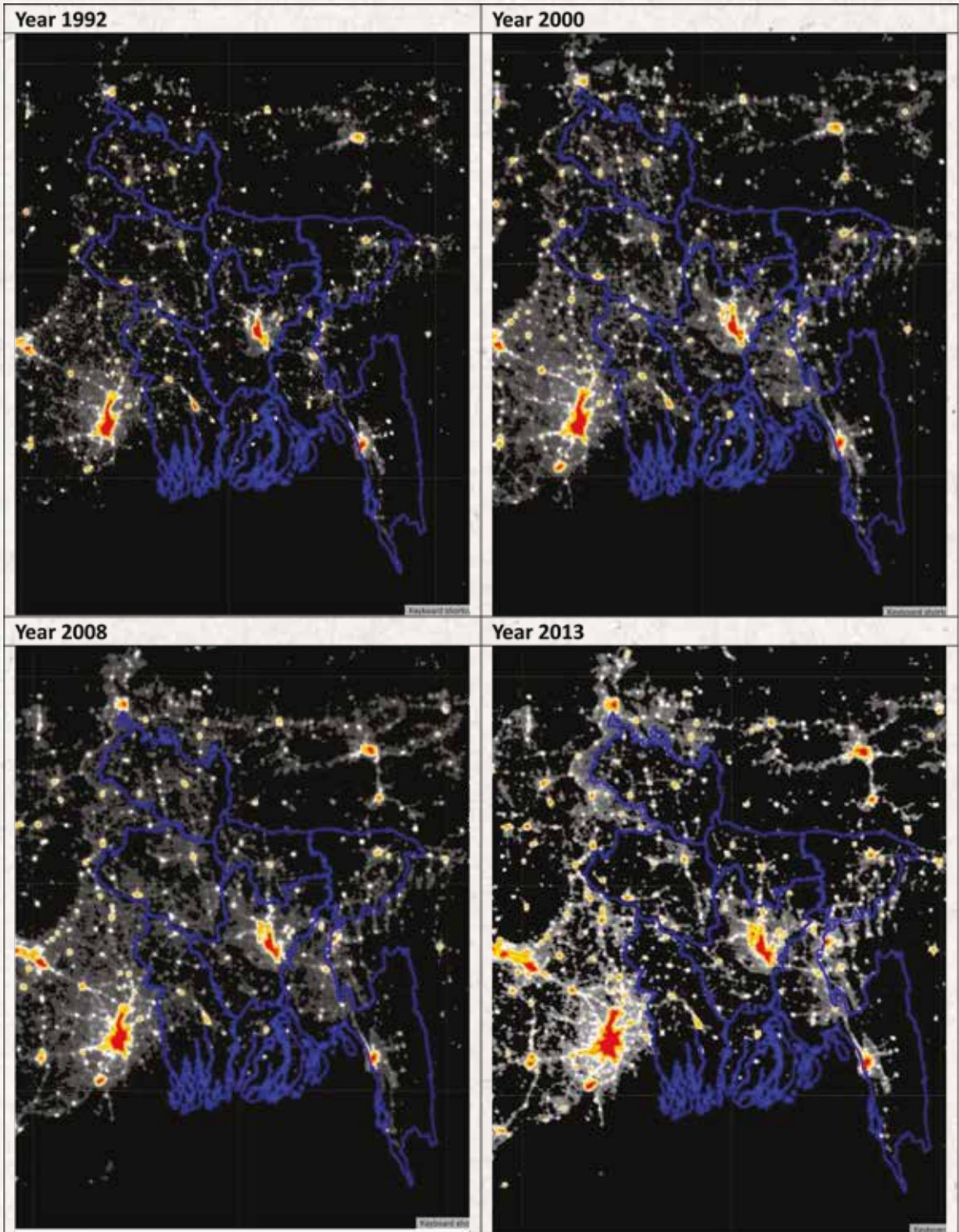


Figure 2.1: Spatial Expansion of Economic Activities over time (1992 - 2013) shown in terms of Nightlight Intensity (Maps Created by the authors using Google Earth Engine based on Nighttime Lights Time Series Version 4, Defense Meteorological Program Operational Linescan System)

The concept of spatial planning in the context of Bangladesh could be traced back to the first five-year plan which presents an intuitive definition of spatial planning⁵ “the geographic expression of a country’s economic and social policy and relates directly to planning of land, physical structures, and various construction activities on national, regional and local levels” (GoB 1973). In the subsequent decades there has been substantial expansion in the concept and the notion of Spatial Planning has now been adopted in policy vocabulary of many countries including Bangladesh. Not surprisingly, the Delta Plan has captured this evolution and categorically and repeatedly stressed the necessity for “integrated spatial planning” (GoB 2018).

Definitions from various global forums and academia are quoted here for creating an informed understanding of spatial planning. According to European Union (1997)

“Spatial Planning refers to the methods used largely by the public sector to influence the future distribution of activities in space. It is undertaken with the aims of creating a more rational territorial organization of land uses and the linkages between them, to balance demands for development with the need to protect the environment and to achieve social and economic objectives. Spatial planning embrace to coordinate the spatial impacts of other sectoral policies, to achieve a more even distribution of economic development between regions than would otherwise be created by market forces, and to regulate the conversion of land and property uses.” (EU 1997)

According to Healy (1997) spatial planning is “about setting frameworks and principles to guide the location of development and physical infrastructure.” Based on elaboration from Healy (1997) and interpretation by Acheampong (2019) and Morphet (2010) and observation from the context of Bangladesh broad scope of Spatial can be summarized as below:

- Spatial planning will consist of both contingent responses to larger socio-economic forces and also active changes in these forces, that adjust between “planned” and “spontaneous” changes and developments at various scales.
- Spatial planning consists of a set of territorial governance practices for:
 - developing and implementing strategies, plans, policies and projects &
 - for regulating the location, timing and form of development.
- The practice of spatial planning is shaped by dynamics of social and economic change that give rise to demands for space, location and quality of places. These dynamics shape expectations about how demands will be met and the values will be attributed to the places which will evolve with time.
- Spatial planning, especially in case of Bangladesh, is necessary to translate aggregative national plans (FYPs, PPs) down to projects, coordinate sectoral plans (agency/ ministry plans), to accommodate and respond to geo-physical plans (e.g. Delta Plan 2100), manage change over time.

Spatial planning is used by governments for different purposes, including, fostering regional economic development, create more rational organization of land uses (at different levels), balance demand for development with requirements of sustainability, strengthen social cohesion, make the best of opportunities and respond to challenges presented by globalization and technological innovations (OECD 2001).

As regards the political economy of spatial planning, identification of planning in general with coercive forms of government control had been a matter of contention which attached an adverse connotation with planning. After that major transition took place in global political economy and many countries have shifted towards market economy and neoliberalism. This transition has transformed cities and localities into places of constant change, where ensuring optimum outcome for the society by managing market failure and negative externalities became increasingly challenging (for debate on this see Correia & Roseland 2022, Berry 2014 and Beaton 2018 etc.). For countries like Bangladesh neoliberalism came as a surprise and management of urban growth and change in neoliberalism requires serious preparation in terms of setting boundary between state and market. However, with continued spatial transformation and the underlying force driving this transformation, planning practices started to emerge in many democratic countries for different goal and in different forms (Alterman 2001). Rise of neo-liberalism, decentralization and waning of role of state has also made it difficult for the central government to implement their national spatial objectives (Savini 2013). Continued learning in the face of transformation led to adoption of and reform in spatial planning framework in different places (Roodbol-Mekkes et al 2015).

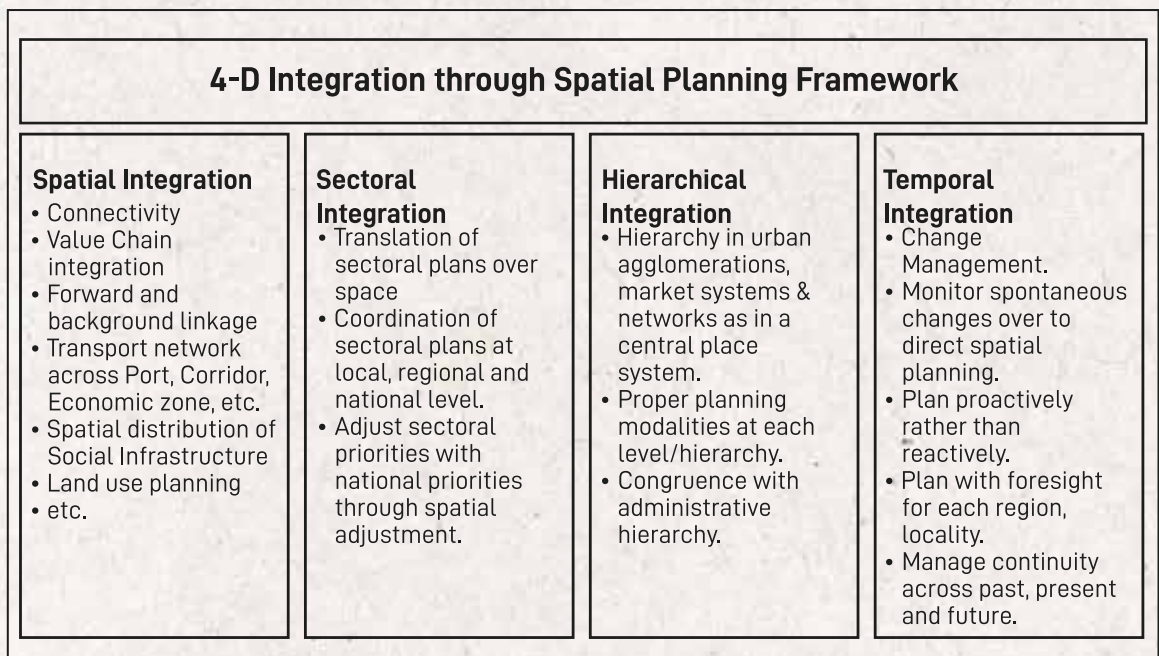


Figure 2.2: Integration in Spatial Planning

Four essential aspects of spatial planning, especially in the context of Bangladesh, are **translation, integration, monitoring and convergence**. Firstly, effective implementation of aggregative national plans and sectoral plans depend on appreciation of their spatial manifestation. **Translation** will entail reflection of the national and sectoral plans and policies over space at different scales. **Integration** will entail substantive and reflexive coordination across different sectoral plans and policies at different spatial scales. Constant **monitoring** of spatial change to create a balance between natural and planned development will also be essential. In most cases urban agglomerations and centers of economic activities spontaneously emerge in different locations indicating local forces. These centers get planning attention in a much later stage when much of the transformation has taken place and planning becomes less effective. This mismatch between planned and spontaneous growth needs bridging by a **convergence** of the top-down and bottom-up planning which needs a countrywide multi-scalar planning framework. This will enable constant monitoring of the changes in economic activities in a spatial lens and plan in proactive manner rather than reactive manner.

Search for a spatial planning framework is not unique to Bangladesh. Some notable recent precedence of quest for national SPF includes Alterman (2001), Faludi and Waterhout (2012), Acheampong and Ibrahim (2016) among many others that take place through commissioned studies or as a result of collaboration of academia with public sector.

2.3 Rationale for a Spatial Planning Framework

Increasing adoption of spatial planning framework in various countries is a response to urbanization and spatial transformation in the post-industrial era. At a point in time when more people live in cities than in villages it is predicted that 95% of global urban growth will occur in developing countries such as Bangladesh (UN-DPAC 2010). For each country, however, the necessity of spatial planning manifest itself in different ways contingent to factors such as history, political economy, and developmental path. For the purpose of this study, the rationale for a spatial planning framework can be analyzed from various distinct perspectives, including:

- i) the foundational aspects that reflect the political and developmental philosophy of nation's founding leaders and the subsequent political leadership.
- ii) development planning legacy which increasingly stress the need for spatial planning.
- iii) unique country characteristics of Bangladesh such as population density, deltaic geology, climate change, disaster risk, economic structure, and rapid economic growth, external dependencies and need to overcome colonial legacy, legal reform and institutional formation.
- iv) along this line the integrative benefits spatial planning will also help fill major void in development planning in Bangladesh.



Figure 2.3: The historical six-point movement (1966), the precursor of the independence has been an outcome of regional disparity in resource allocation between erstwhile west and east Pakistan

As for the foundational aspects, the historical six-point movement (Chhoy Dofa Andolon)⁶ was premised on regional imbalance between erstwhile east and west Pakistan. Discontent fueled from this injustice has been a major driver of later independence movement. After independence the constitution has also stressed on rural development (article 16), equality of opportunity (article 19) for all citizens and planned economic growth (article 15) that can be better delivered by spatial planning. The First Five Year Plan has dedicated a full chapter (Chapter 12) on spatial planning with a note that due to lack of trained professionals in the field a national physical plan or relevant act could not be promulgated. But strategies to stated in 1FYP to fill the voids gradually. This study intends to prepare the roadmap to materialize the foresight of our founding leader.

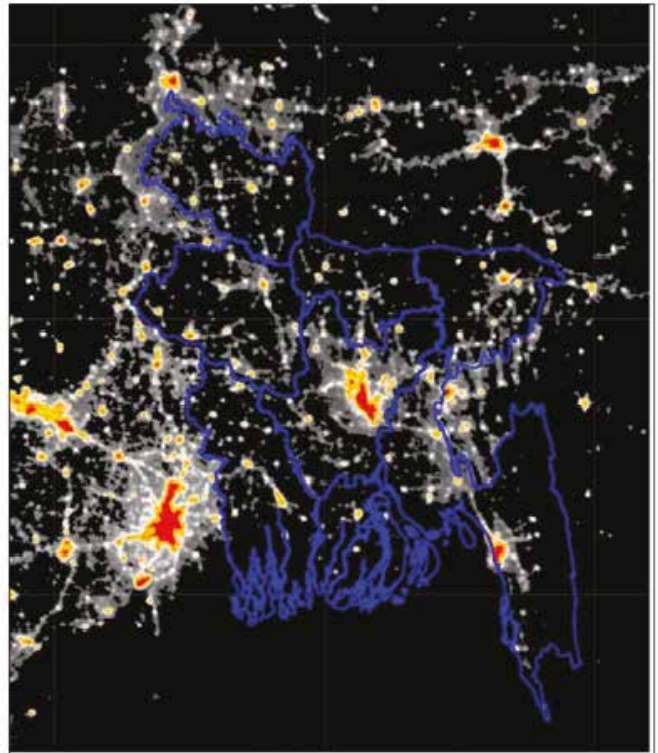


Figure 2.4: Disproportionately high concentration of economic activities in Dhaka represented by Night lights data visualized (Map composed by the authors using Google Earth Engine Base on Nighttime Lights Time Series Version 4, Defence Meteorological Program Operational Linescan System (DMSP/OLS Dataset for year 2013))

⁶For more detail see Banglapedia article on this topic: https://en.banglapedia.org/index.php/Six-point_Programme

Currently seven universities⁷ have undergraduate spatial planning programs in various form and some of them have post graduate programs also. Also, there are 2095 members⁸ in Bangladesh Institute of Planners (BIP), the professional organization of planners in Bangladesh. This would not be possible without visionary leadership of the founding leaders and policy makers of the country.

In the subsequent decades considerable public investments were made to enhance regional connectivity and subsequent policy documents such as Five-Year Plans, Perspective Plans, Poverty Reduction Strategy Paper (PRSP) and Delta Plans have also highlighted the need for spatial plans.

Despite all well-intentioned initiative, due to a lack of spatial planning, Bangladesh has witnessed disproportionately high population concentration, sprawl and environmental decline and loss of livability in the capital. Between 1992 to 2020 Dhaka has lost 59% of

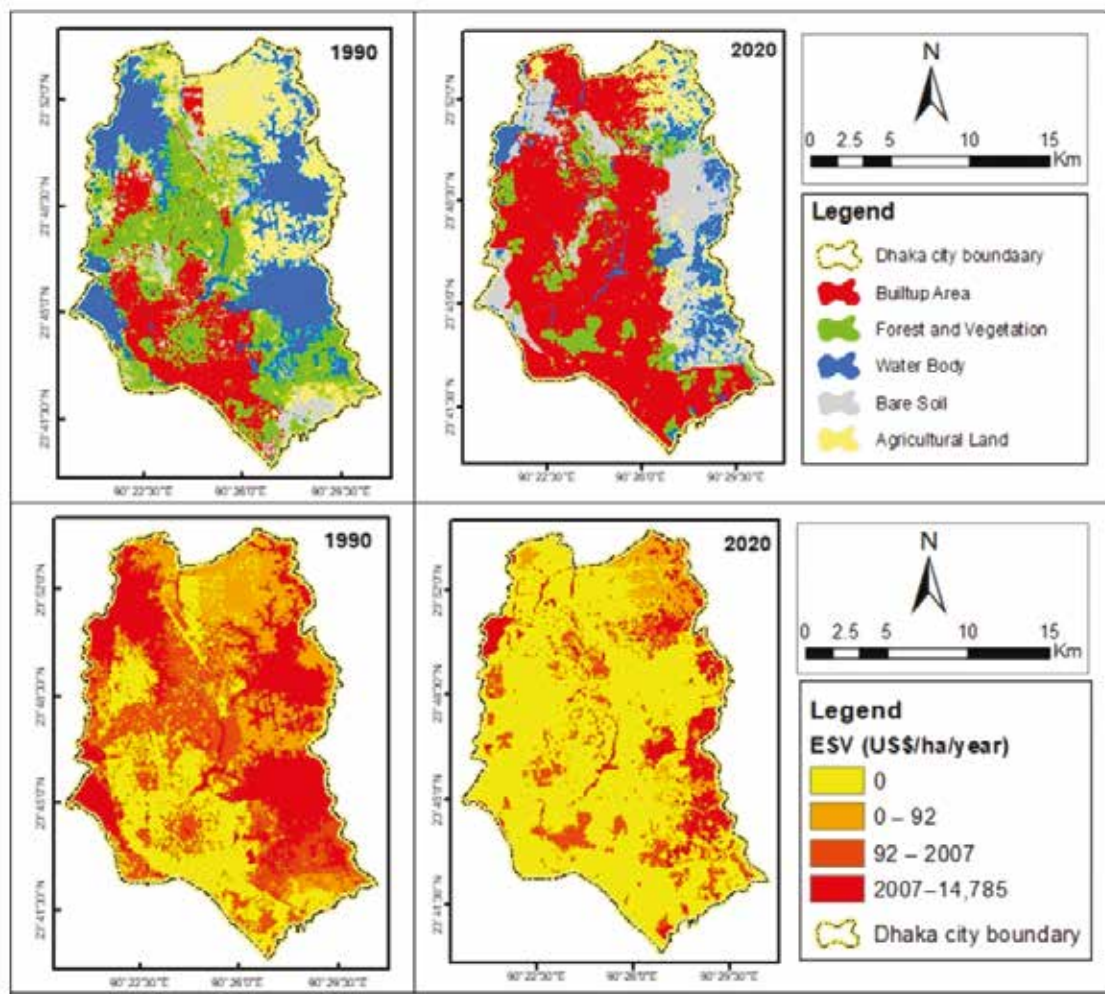


Figure 2.5: Land Cover Change in Dhaka and Consequent loss of Ecosystem Services Value (ESV) between 1990 to 2020 (Rahman and Szabo, 2021)

wetland and 61% of forest and green space whereas built-up area has increased by 188%. Rahman and Szabo (2021) have estimated that this conversion is associated with 59.55% loss of Ecosystem Services Value (See figure 2.5). On any account this outcome is a major deterrent for quality of life of any city and Dhaka's struggle in scoring well in livability can also be partly explained by this. Decline of groundwater table at a rate of 1-2 meter per year or mix of waste water with storm water, recurring bout of extreme heat event all could be avoided by a well-established spatial planning framework. Due to lack of a legal and institutional framework for spatial planning state lacked the necessary mechanism to preclude such transformation at the expense of the value of its capital city which can be considered as a public good to the nation.

This dismal pattern of transformation calls for an approach that does not measure urbanization merely as a number. The perspective plan for 2021-2041 containing the vision 2041 projected 80% urbanization by 2041. A high rate of urbanization or rapid increase thereof does not guarantee better quality of life or sustainable future in itself. Hence, we need to approach urbanization not just quantitatively but also in a qualitative perspective. Even at the quantitative level some arithmetic should be in order. If materialized, 80% urbanization will correspond to an estimated 24 thousand Sq Km of land⁹ area transformed to urban

include forest, agricultural land, green space and wetland. This entails a massive transition of human settlement that is closely linked with the goal of economic transition of Bangladesh from a lower-middle to a higher middle-income country by 2031 and a high-income country by 2041.

Meanwhile, economically potent rural centers that shows promise of potent urban centers mostly face peril of sprawl due to lack of spatial planning. A representative case study in this respect could be the Chalakchar bazar of Narshingdhi. The Growth Center (GC) in Chalakchar have seen massive growth in recent years in terms of non-agricultural economic activities. However, to cater to this increasing demand new housing areas and commercial establishments were have sprawled across the highways meeting at the GC (see figure 2.6). While a planned development could accommodate the commercial activities in 2-5 acres (shown in yellow at

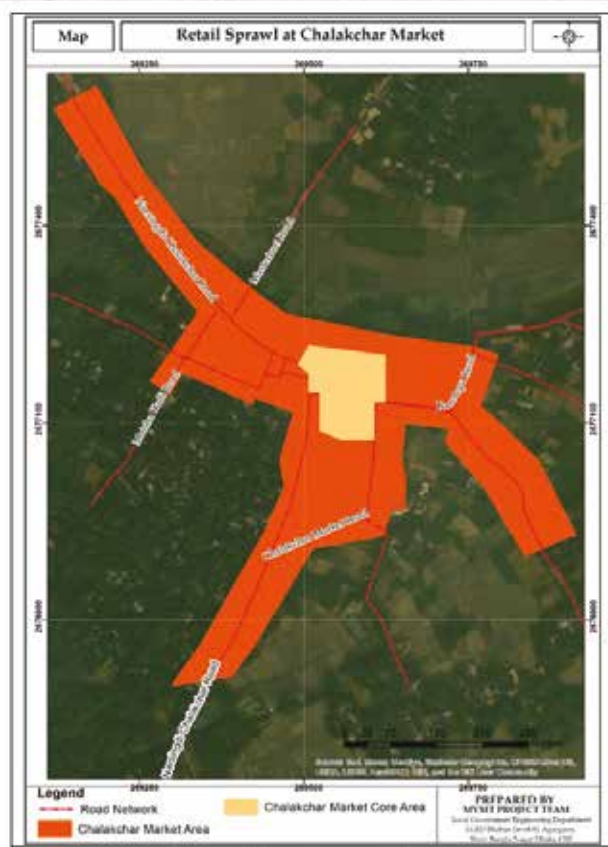


Figure 2.6: Retail Sprawl along major Highways around Chalakchar Growth Center (Courtesy: My Village - My Town Technical Assistance Project)

⁹Currently 30% level of urbanization is accommodated in ~10% of the total land. Hence a crude estimate of 80% urbanization would require additional 24,000 sq km of land area.

the center) of land currently the road side retail sprawl has occupied more than 40 acres of land (shown in orange cover) which have led to transformation of valuable agricultural land or wetland at the expense of long-term sustainability. Currently both commercial and residential land use are spreading in the area without any planning control. With increasing agglomeration this area will gradually draw attention of the policy makers and if this center is like most other similar places sometime in next decade this place may be declared as a municipality and the process of planning may start when planning will have little to offer.

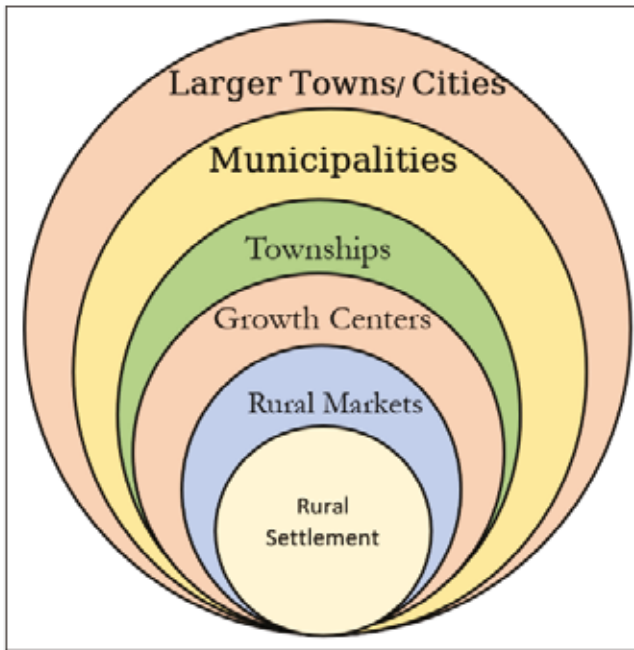


Figure 2.7: Schematic Diagram showing the transformation across hierarchies and networks over space that need to be integrated through spatial planning. This includes determination of location, land use, infrastructure, connectivity, value chain development and social analysis for best outcome. Spatial Planning should move from reactive to proactive mode

With regard to country characteristics the result of a global comparison stemming from a simulation exercise published in Nature Journal (Gao and O'Neill 2020) is rather revealing. This shows the severity of land resource management challenges faced by Bangladesh by a global urban land expansion projection at national level. As shown in the quintile maps of projection for year 2100, in figure 2.8 above, panel 'a' shows that in terms of rate of urban land expansion Bangladesh belongs to the highest quintile indicating that the rate of urban expansion will be among the highest (>483%). Contrarily, with respect to per capita urban land availability Bangladesh is likely to belong to the lowest quantile (<72 m²) by the year 2100 (panel 'b'). Very few country in this world and none other in South Asia exhibits this extremity. The time line for simulation coincides with that of delta plan. This is evident from this observation that countrywide spatial planning is an urgent necessity for Bangladesh, much more compared to any other country in the world.

With regard to dealing with the challenges explained above, what can spatial planning do? Experience with Dhaka and other urban agglomerations suggests that to tackle the massive transformation current planning approach is not sufficient in any account. The necessary element of the required transformative journey is a comprehensive spatial planning framework. The design of this framework needs to ensure a four-dimensional integration, over space, sectors, hierarchies and time.

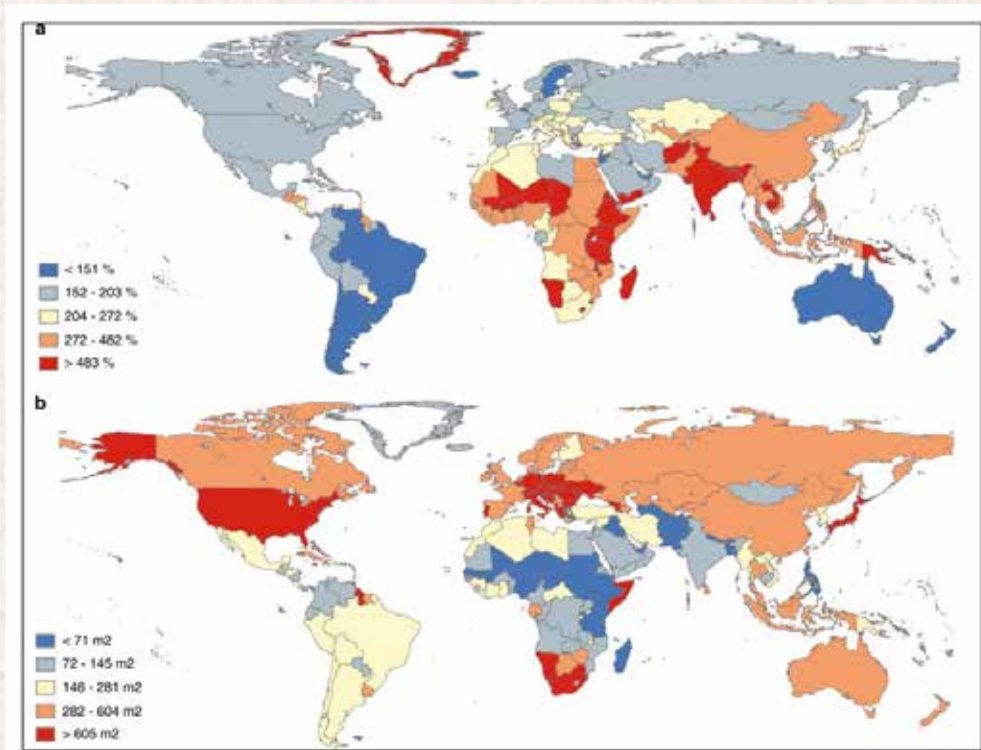


Figure 2.8: Projection of National Urban Land Expansion: a) Global Quintile Map of Urban Land Expansion (%) 2000-2100, b) Global quintile map of per capita urban land area (m²) in 2100

Spatial planning offers a number of integrative benefits that will help fill significant void in development planning and implementation. Integration over space entails more than spatial connectivity across locations and economic activities in locations and spaces. It also recognizes that what happens in one place also affects the outcome in other places and that spatial translation of sectoral and aggregative policies need to be coordinated and negotiated to ensure that their spatial footprint yield to optimal social outcome, hence the importance of location, connectivity, supply chain and spatial manifestation of value chain, to name a few.

The map (Figure 2.9) gives a glimpse to the major spatial economic infrastructures and thus shows how regional economics, local economic development, planning for growth centers, value chain integration is essential for economic growth as a synergistic outcome of planning at various spatial scales. However, these infrastructures, which are just a small part of many, involve several economic sectors and thus agencies and ministries. When the entities are put in space the consolidation and negotiation of sectoral priorities become easy with proper institution and legal support. Since all the projects, after the proper implementation will outcome of spatial planning that bring in all sectors in one place.

Integration across sectors is very critical for Bangladesh since current national level planning is essentially aggregative and sectoral. On one hand this sectoral plan needs translation to space taking into account spatial differences and dependencies. On the other hand, integration of sectoral policies also manifest best when they are put in place over space.

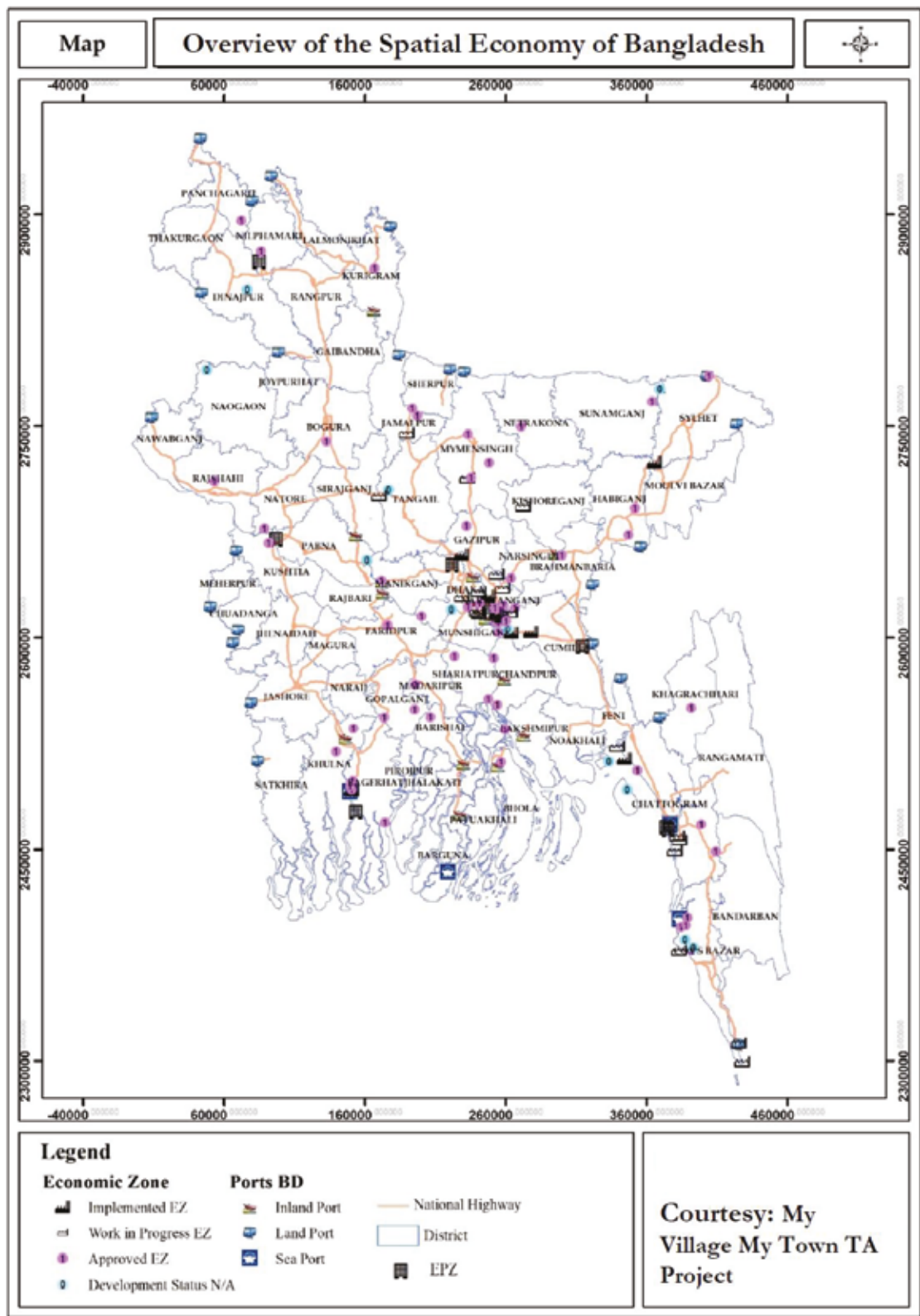


Figure 2.9: Overview of the Spatial Economy of Bangladesh

However, this sectoral integration needs to be attained by proper institutional and functional design in the framework. Thirdly, hierarchy over space take place in various forms. There are administrative hierarchies starting from union/ward, Upazila etc. up to the national level which reflect the decision-making units over space. On the other hand, there are functional hierarchies of urban agglomerations, transport networks, market systems and economic activities that need to be accounted for in planning. Last but not the least, in spatial planning “time” is very critical since planning is mostly about managing and monitoring change and spatial planning does that over space. In the continued journey of Bangladesh to urban transition and economic growth planning is essential to look into matters not for just how things are but also for how they will be in both normative and predictive sense. Places are changing rapidly and before a place is taken as ‘urban’ major irreversible changes take place. To reclaim this transition landscape spatial planning is necessary at all levels. This report presents a substantive and institutional framework for this transition. This also lays out necessary input for legal framework to enable the changes in practice and institutions.

Effective translation of the vision held by our political leaders and society as a whole into concrete development projects depends on recognizing and leveraging the various forms of integration highlighted above. The success of this translation process hinges on the quality of its execution, which requires us to pay close attention to the nuances of the original vision and to ensure that it is captured with proper understanding in the resulting projects. This can only be achieved by filling in the institutional void that will ensure this translation. The spatial planning process actually is the vehicle of the translation of visions and policies to tangible projects.

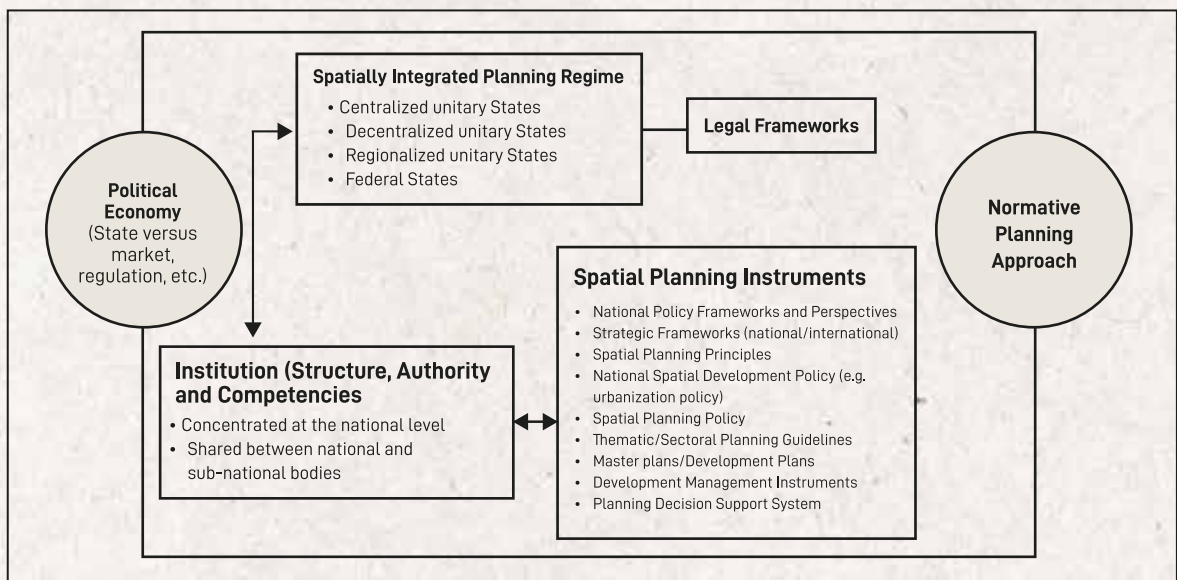


Figure 2.10: Components of Spatial Planning Framework (Adapted from Acheampong, 2018)

2.4 Components of a Spatial Planning Framework

Spatial Planning Framework for any country need to encapsulate a few essential components as shown in the above diagram and based on the particular setting of the country may vary greatly based on the characteristics of each component and the mix of them. Following are the essential components in brief:

- The choice of political economy sets the normative approach in which spatial planning can be exercised in any country. In case of Bangladesh the gradual adoption of a market-oriented practices aligns Bangladesh more in the camp of mixed economy. For such countries spatial planning plays a vital role in setting the boundary between state and market.
- However, whether a country has a functional spatial planning system depends largely on the degree of institutionalization, institutional cohesion and the nature of institution the country has adopted (e.g. concentrated or decentralized planning institution). This is defined by the institutional framework of any country.
- The institutional structure of spatial planning will also be determined by the system of governance. In many places of the world this emerging realization gave rise to the notion of (multi-level) territorial governance that can span within a country and even beyond (e.g., in case of Europe). When introducing a new framework the procedural implications with regard to the pre-existing governance structure and its presumed advantages need to be understood appreciated and accordingly brought into praxis through institutional design.
- A planning framework should also be supported by corresponding legal framework. Presence of a legal framework consolidates the shared and agreed upon understanding and enables incremental development of the same with new learning. Implementation of a planning framework without a legal framework can subject its future to uncertainty and indeterminacy.

Hence the scope of the study includes these components and their structure that is expected to guide spatial planning reform of the country.



3. APPROACH & METHODOLOGY

3.1 Approach to the Study

Globally spatial planning practices and scholarship has now arrived at an advanced stage. Therefore, learning from spatial planning practices from other countries is both possible and necessary. Planning schools have also contributed to creating a vibrant community of professional spatial planners who could support the government in creating a new institutional capacity. In this backdrop the following approaches are adopted for this study.

- Each country has its unique pathway for economic, social, cultural and institutional development that informs desirable form of future spatial planning. This is also important to account for current institutional framework, geo-physical and climatic aspects, resource availability, policy priorities, and social and policy understanding with regard to spatial planning.
- Spatial planning is a useful tool for territorial governance. In this regard the proposed framework will also entail reform in current governance at different territorial scales.
- Learning from different countries were assembled either because they represent best examples or because they have similarity with Bangladesh or even because they have learned from some mistake in their practice.
- The proposed framework, once adopted, also need to entail a process of adaptive development. Hence a knowledge management approach for further development of spatial planning framework with evolving policy requirement and learning should be instituted/embedded. Many advanced countries have gone through such adaptations (See Roodbol-Mekkes & Brink, (2015) for Denmark, England and Netherlands, OECD 2017 for a review of Israel among others).
- In dealing the contingent response and planned intervention this exercise advocates a convergence approach. In one hand national priorities are translated to smaller geographical scales, on the other hand contingent response to spontaneous signals will aggregate to national shift in priorities over time.
- In the view of the path dependence of institutional changes this framework resorts to a realistic minimal approach as opposed to a radical change in transforming to a spatial planning regime that fits with the current institutional framework.

3.2 Operational Methodology

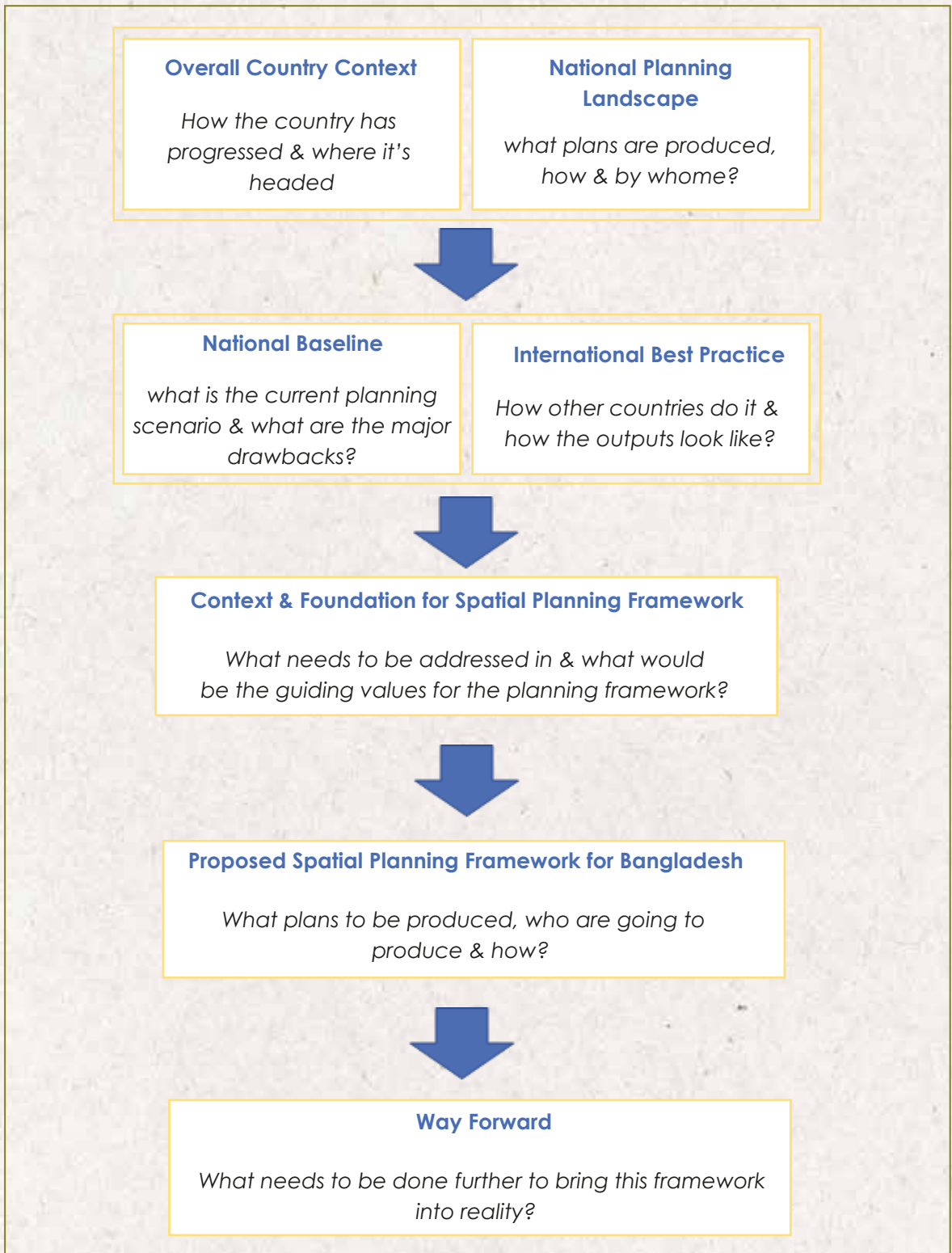


Figure 3.1: Working methodology of the study at a glance

Step 01: Overall Country Context Study

In order for the spatial planning framework to be grounded firmly in the everyday operational reality, it would have to be contextual to the broader physical, socio-economic, and political reality of the country. Therefore, a country context beyond the domain of spatial planning was deemed essential. Some relevant issues and sources are:

- National development trajectory – progress in development parameters -UN, WB etc.
- National & international commitments – 8FYP, Perspective Plan 2041, Bangladesh Delta Plan 2100, SDG, New Urban Agenda, Regional Integration with respect to SAARC, SASEC, BIMSTEC, BBIN etc.

Step 02: National Planning Landscape Study (Business-as-usual)

Spatial planning is not a novel concept or practice in this country. It has quite an old legacy of more than 60 years at least if we consider formal planning documents, and even more than that if we consider semi-formal planning initiatives. The key fact here is that plans are being produced on an ad hoc and piecemeal basis, without any overarching and holistic planning framework or strategy at the very top i.e. the national level. A study, therefore, of the current types and nature of plans, and their custodian institutions is elementary in the scenario assessment. Some key issues and relevant sources are:

- Substantive (content): Draft Urban Sector Policy, ToR of major planning projects, important planning documents etc.
- Procedural (institution, mechanism etc.): Jatiyo Tothyo Batayon (National Info Portal), Draft URP Act, SRPG study (ADB), National Spatial Data Infrastructure (NSDI) Initiative, Institutional Report of major planning projects etc.

Step 03: National Baseline Preparation

General country context on one hand, and planning landscape, on the other, would create the ground for the national baseline for preparing a national level spatial planning framework. Combining these two aspects would help identify the general strategic direction of the proposed framework, and also the critical issues to focus on. Major expected outcomes here are:

- Characteristic features
- Major gaps & limitations

Step 04: International Best Practice

The intention of this step is, obviously, learning from experiences, and also avoiding mistakes that have been committed by other countries previously on their way to construct an overall spatial planning structure at various tiers – national, regional, local etc. Key outcomes are:

- Country Characteristics.
- Tiers and hierarchies of planning
- Type, content and coverage of plans
- Institutional and procedural aspects of plan making, integration and implementation

Step 05: Context and Foundation for Spatial Planning Framework

This part is more like a substructure for the proposed planning framework. It will hold the main structure and guide it implicitly. But it wouldn't express itself in an explicit way in the framework itself. In other words, it would help answer why the proposals are the made the way they are. Key outcomes:

- Critical issues
- Adherence to national & international policies
- Principles, guidelines & strategies

Step 06: Spatial Planning Framework Proposal

This section will explicitly elaborate the intended structure of spatial planning for the country. All the critical studies of the previous sections would culminate in the proposals made here. It would comprise of two major aspects:

- Substantive aspects will identify schematization of regions, number of tiers in the planning system, function, content and jurisdiction of plan types etc.
- Procedural – institutions, mechanism and processes etc.

Step 07: Identification of a Transition Roadmap

This step is meant to portray a clear pathway, at least in the short term, for adoption of the proposed planning framework as it would require significant legal and operational adaptation in order to make proposed framework functional. Major outcomes are:

- Pathway for legitimization
- Further studies & action

3.3 Stakeholder Consultation

The task force is grateful to a range of persons and organizations for input and support in the consultation process that is an essential part of furnishing this report. Different activities with regard to consultation can be summarized as below:

- i) A draft version of the task force report was presented in the Annual General Meeting (AGM) of BIP on January 27, 2023. Apart from that a select group of academic and practicing planners were consulted on January 25, 2023 in online platform.
- ii) Task force members have also personally reached out to practicing, academic and veteran planners in their personal capacity to gather views on different aspects of the spatial planning framework. An incomplete list of experts, academics and government officials is presented in annex 4.
- iii) This draft final report has been circulated to all members of BIP and consultation meeting was held to finalize the report before presenting in the ICURP 2023 seminar. This meeting will include spatial planners with wide range of professional and academic background with experiences from home and abroad.
- iv) UN-Habitat has also supported in furnishing this report through continuous engagement with the task force from the outset. A series of joint meetings and presentations took place as part of collaboration with UN-Habitat with presentation of Spatial Planning Frameworks from a number of countries including Turkey, Australia and

Finland. Support from Niina Rinne, Sevgi Kaplan, Maia Simillie and Jing Ren are thankfully acknowledged in this regard.

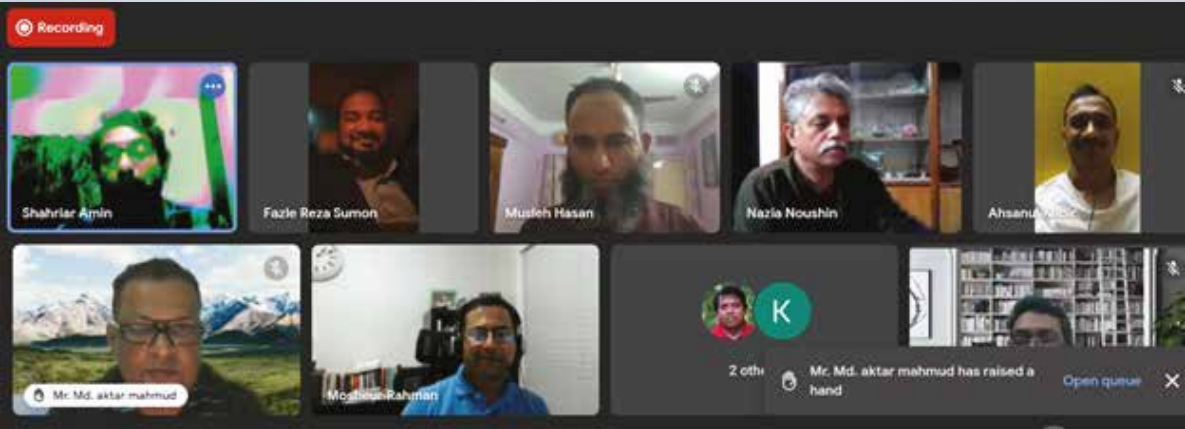


Figure 3.2: Screenshot from online meeting January 25, 2023



4. Bangladesh Country Context

Since more people live in urban areas in per square km basis, urbanization can be a major saver of land resources. However, this phenomenon does not hold when rural to urban transformation is an outcome of sprawl and spatial planning is invoked after major changes has taken place. The low land-man ratio and pervasive urban sprawl lead to inefficient utilization of scarce land resources. As is evident in figure 4.1, urban areas occupy a disproportionately large area compared to many countries. Globally 3 of the 500 major urban agglomerations (Dhaka 16th, Chittogram 96th and Khulna 490th) are in Bangladesh (Uddin 2016). However, the growth of major urban agglomerations is not uniform across space and time. Considering the relative growth of the capital Dhaka one can easily detect its primate city characteristics that have emerged over time (Figure 4.2). From a temporal sense, growth has soared after 1990s.

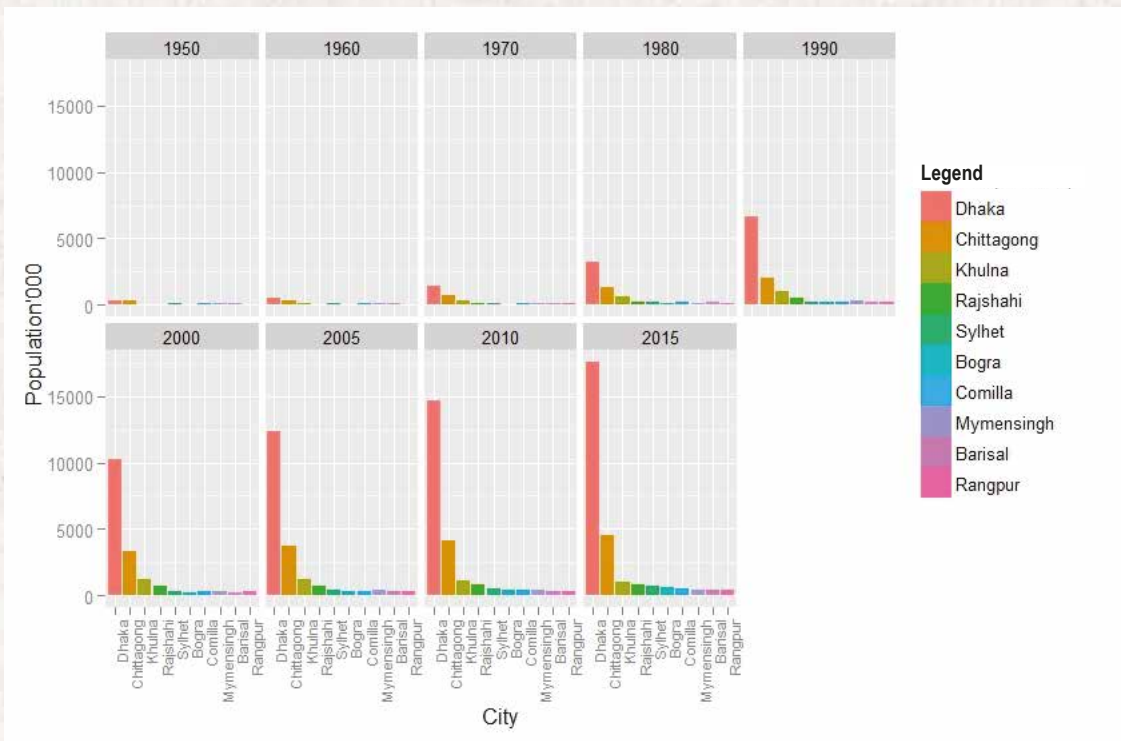


Figure 4.1: Spatial Distribution and Change of Structure of Urbanization over time (adapted from Uddin 2016)

4.1 Transformations, Achievements and Challenges

Over the last few decades, since independence Bangladesh has gone through tremendous change in terms of urbanization, expansion of manufacturing and service sector, infrastructural development, advancement of technology, change in economic structure, migration to urban areas and greater degree of openness of the economy among others. The economy of Bangladesh once ridiculed as a “test case of development” is now been

praised for its remarkable economic and social development.

Some of the major changes that the economy of the country had experienced since early 1990s can be summarized as below:

- Despite high rate of population growth per capita GDP of the Bangladesh has grown by more than 6 times, from 890USD in 1990 to 6,600USD in 2021. This indicates a raising demand for services and amenities and public sector investment for further growth and development.
- Economy of Bangladesh has gone through significant structural transformation. Both in terms of production and employment the share of manufacturing and service sector has substantially expanded. Considering the green revolution this decline of share of agriculture is a relative decline indicating significant net growth within the sector. Such transformation is a good indicator of the country's march to progress. However, this is also a major driver for spatial transformation and urbanization.
- Bangladesh has exhibited remarkable progress in Human Development Index (HDI). The value has increased from 0.394 in 1990 to 0.661 in 2022, a remarkable 67% increase. Hence the achievement of Bangladesh in MDG attainment has been highly applauded. Hence this is not surprising that the aspiration to be among the high-income country by 2041 has been echoed in the national policies. Part of this gain is also attributed to density dividend.
- As a result of globalization, trade liberalization and adoption of Export Led Development Strategy, the degree of openness of the economy of Bangladesh has risen from 17% in 1971 to 27% in 2021. Several years back the openness had also risen to 48%. Admittedly, the rise of RMG sector in Bangladesh has been a major determinant of spatial structure of economic activities. Remittance flow due to low skilled labor migration has also been a major source of external earning. Policy response to relocate economic activities outside of the capital was also evident in national agenda.

Despite all these remarkable achievements there are also tremendous challenges facing Bangladesh. Frequent natural disasters, salinization of some coastal regions, sea level rise, river erosion, recurrent pandemic, external shock, environmental pollution, etc. poses threat to continued progress of the journey. Bangladesh has been ranked as the 5th most vulnerable countries in the world in terms of risks from natural hazards (GoB 2018). The remarkable change presented above translates into tremendous spatial transformation in the form of land use change, sprawling of urban activities, increase of intensity of economic activity over space, heightened pressure on natural resources, loss of valuable agricultural land, outrun of capacity of infrastructure etc. All the reasonable wishes of development in the face of remarkable economic change are therefore dwarfed due to lack of translating the national goals to a space based translation and coordination.

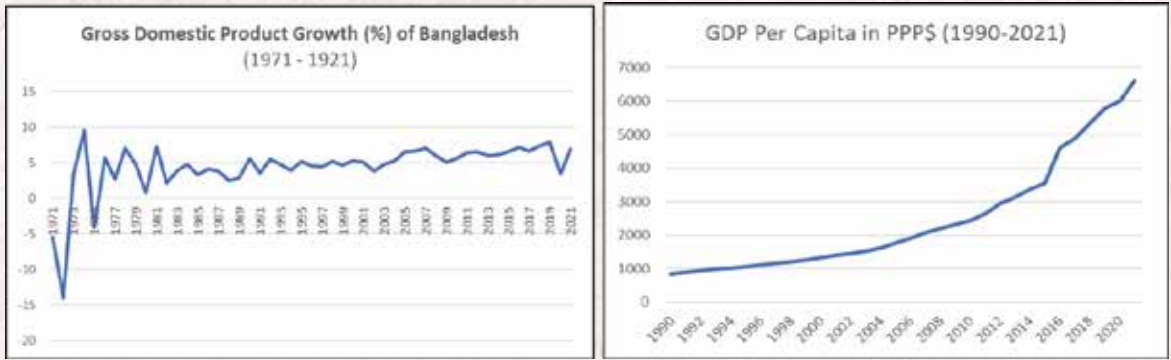


Figure 4.2: Economic Growth over time; a) GDP growth %, b) Growth of GDP per capita

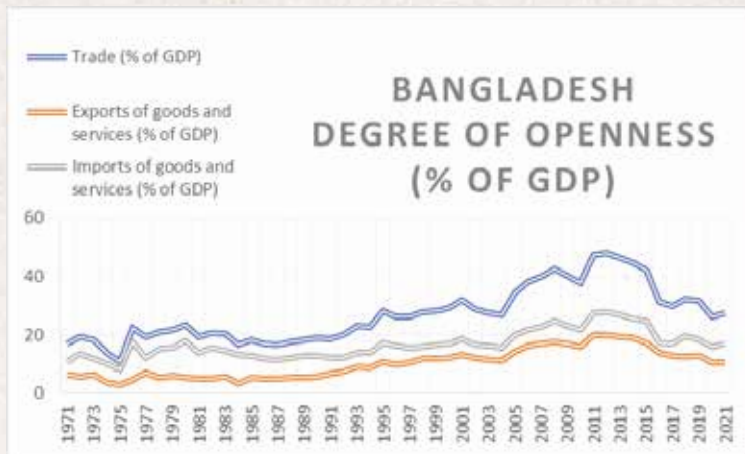


Figure 4.3: Trade Globalization of Bangladesh over time

4.2 Future Directions and Scopes

Bangladesh has listed as a lower-middle income country and was recommended for graduation to a developing country from Least Developed country by 2024 (WB 2022). Vision 2041 in the perspective plan PP41 (GoB 2020) has set out a number of targets, including, elimination of extreme poverty and reaching Upper Middle-Income Country (UMIC) by 2031 and reaching High Income Country (HIC) status by 2041. This PP41 has also emphasized the need for good institutions with four pillars, namely: i) Governance, ii) democratization, iii) decentralization and iv) Capacity building. There has also been a priority in favor of increasing the tax to GDP ratio from 9% to 20% that will require a rise in public trust in tax expenditure leading to a greater need for deliberate planning. The limited land resources can be considered as a blessing in disguise due to the density dividend in the form of economies of agglomeration. However, this can only materialize if anticipatory spatial planning can be extended throughout Bangladesh. On the other hand, the advent of demographic dividend may dissipate over time with change of population composition. We therefore need to respond soon enough to replace the current “impair then repair” paradigm to make way towards more prosperous Bangladesh.

5. Current Planning Regime

Bangladesh has a long and systematic tradition of socio-economic planning for resource allocation under the purview of planning commission and the ministry of planning. This is supported by sectoral plans from respective agencies and ministries. Spatial planning practice, on the other hand, is only invoked when economic and infrastructural development generate negative externalities in the form of capacity overrun, environmental degradation and severe deterioration of living environment. Consequently, current spatial planning in the prevailing regime is a sporadic and reactive exercise in Bangladesh with meager institutional and legal support. Spatial planning is not exercised as a function of the central planning organizations, but is carried out by entities outside of its realm. This signifies a disjoint of spatial planning from the core planning endeavor of the nation. The following sections presents brief overview of the current planning regime of Bangladesh.

5.1 Economic & Social Development Planning at the National Scale

Bangladesh Planning Commission, the central planning organization of Bangladesh, was established in January 1972 with the aim of ensuring planned economic development of the country, as mandated by article 15 of the constitution. Thus, Bangladesh has embarked into planning right after independence to rebuild the war-torn country and the First Five Year Plan (FYP) (1973-1978) was prepared. Since then, national aggregative plans over long-, medium- and short-terms are prepared on a regular basis. The Planning System has evolved over time and the longer-term Perspective Plan (PP) for 20 year period was introduced to guide the five year plans. For Annual Development Programmes (ADPs) those have provided the basis for development planning in Bangladesh.

Five Year Plans, a major backbone of development activities, encompass plans for poverty reduction, economic development, sustainable development etc. through sectoral strategies and targets. However, meeting international commitments and global as well as regional and local challenges Bangladesh/Planning Commission prepare long term plans also. Perspective Plans, Poverty Reduction Strategy Paper (PRSP) are some examples of long-term plan. Bangladesh has recently embarked in Delta Plan 2100 to address the delta and climate related challenges for a much longer term up to year 2100. This prepared by the general economic division considers the hydro-ecological characteristics and climate hotspots based on challenges faced by each region.

The Short-term plans namely Annual Development Programme (ADP), Three Year Rolling Investment Plan (TYRIP) prepared by the Planning Commission are basically the compilation of projects received from sectors and agencies through their line ministries. Projects are developed as well as enlisted carefully for the fulfillment of the sectoral objectives and targets set in the Mid-term plan as well as the long-term plan. ADPs are directly linked with the budgetary framework that ensure their implementation. However, this does not have any mechanism to evaluate spatial distribution of the development which is of momentous value for balanced development.

General Economics Division (GED) of the Planning Commission is the national institution responsible to prepare and set national economic policy strategies and socio-economic plans with the assistance of other 5 divisions of Planning Commission, Finance Division of the Ministry of Finance and other Ministries and Agencies especially for sectoral issues. The GED receives data and information support from Statistics and Informatics Division of the Ministry of Planning. These national plans and strategies/policies are also addressed international commitments like: MDG, SDGs, and Climate Change etc. Allocation of business set by the GOB for Planning Commission as well as the GED is the main legal basis preparing and executing these plans.

Plan Implementation/Shortcomings: Plan implementation in Bangladesh takes place in the form of implantation of projects. Therefore, the process of transforming the aggregated national plans and sectoral plans to project formulation is of tremendous value. In principle, all these national plans should have been transformed into local level plans leading to disconnect between local and national plans. Therefore, to fill the void a planning system that bridges local level agenda and informed by a national planning framework is of utmost importance (P-7, NLDPSB –Draft).

5.2 Sectoral Planning

Apart from the socio-economic development plan there are different ministries along with their agencies who prepare sectoral policies and plans that require deliberate consideration in their spatial manifestation. There are ministries which have direct bearing on spatial planning practices. There are also some of agencies who prepare sectoral plans and policies with direct bearing on spatial planning. Some examples include the following:

- a. Railway Master Plan by Bangladesh Railway
- b. Road Master Plan by Roads and Highways Department
- c. Power System Master Plan by Ministry of Power Energy and Mineral Resources.
- d. National Water Management Plan by Water Resources Planning Organization
- e. National Integrated Multi-modal transport policy by Ministry of Communication
- f. National Land Use Policy by the Ministry of Land
- g. National Rural Development Policy

Also, there are some spatialized policy-oriented ministries, agencies and parastatals that consider space in framing their sectoral plans and policies even though those are not spatial planning per se. Here are few examples:

- a. Ministry of Chittagong Hill Tract Affairs
- b. Haor and Wetland Development Board
- c. Economic Zone Authorities
- d. Barind Multi-purpose development authority.

Plan Implementation: Sectoral Plans are developed by responsible agency through their line Ministries. Most of the cases, the agency has central to local level institutional set up to implement the plan. However, due to absence of spatial planning to facilitate coordination at the outset of project planning, lack of coordination across sectoral agencies is a perennial problem (Amir 2017).

5.3 Spatial Planning: Local & Sub-regional Planning

Spatial planning practice evolved in Bangladesh in 60s in the pre-independence era with the form of town planning under the leadership of local authorities. Urban Development Directorate (UDD) was established in 1965 searching the trends and potential areas for urbanization, however the first urban planning came in to place with the enactment of the Act named Town Improvement Act 1953 and then formation of an authority named Dhaka Improvement Trust (DIT) in 1956 under that act to ensure planned development of Dhaka, the provincial capital and its vicinity.

After that, town planning basically entrusted/entitled/developed in this country through specific cities/big towns and later on local government authorities by provisioning legal mandates in the respective ordinance, rules and acts. The Government formed development authorities named CDA, KDA and RDA following the DIT model in parallel with UDD under the ministry of Housing and Public Works) and also incorporated master planning provision in urban local government ordinance/acts (The Pourashava Ordinance 1977, Local Government (Pourashava) Act, 2009, Local Government (City Corporation) Act 2009 etc. to ensure planned urbanization for rest of the Municipalities in Bangladesh. The Development Authorities, with their institutional arrangement, legal provisions and budgets are mostly practicing urban planning in their respective jurisdiction. However, urban local government institutions (mainly CCs and Pourashavas, have failed to practice urban planning due to absence of proper institutional arrangement, technical capacity, supportive legal provisions etc. In the mid-2010s, Local Government Engineering Department (LGED) under the Ministry of Local Government, Rural Development and Cooperatives (MoLGRD&C) came up under the name of technical assistance to urban LGIs with a couple of projects and prepared over 250 Master Plans and handed over to Municipalities. In parallel, the government exerted/provided preparation, approval & execution of LGI's spatial planning responsibilities to their governing division/ministry the Local Government Division. However, the result is not so hopeful. Out of the 250 only 6 Master Plans were approved by the LGD. Neither LGED nor the ULGIs take these Plans seriously since plan preparation is not their core mandate. In the same time, UDD has been preparing Master plans for some CCs, Municipalities and upazilas. Approval and implementation situation of those plans are not any better than LGED.

In Bangladesh, spatial planning is practiced in local level only. The country has neither national & regional level spatial plans nor legal and institutional arrangement for those levels. A brief analysis about existing spatial planning situation in Bangladesh is given by following paragraphs.

a. Spatial and Substantive Dimension

Current spatial planning practice is disparate both spatially and institutionally. At the spatial level the 2 different ministries (Ministry of Housing and Public Works and the Ministry of Local Government, Rural Development and Cooperatives) are engaged with plan preparation with little or no engagement of the ministry of planning. Local level spatial planning is usually formulated by the local authorities (like: local metropolitan development authority, municipalities etc.) for their local jurisdiction only. There are couple of national agencies (UDD and

LGED) those are basically assist local government authorities in formulating their local plans. Development authorities like: RAJUK, CDA, KDA, RDA prepares and executes spatial plans for their own jurisdiction.

b. Heterogeneity of Spatial Planning Practice

The lack of an overall spatial planning framework for the entire country, and its constituent local territories has resulted in a complex and heterogeneous practice of spatial planning. The spatial plans currently prepared by different organizations vary in almost every possible dimension including number and type of plan tiers, typology and nomenclature, focus and content, sector coverage, area coverage, application, execution and so on (see Annex 2).

This varied nature of practice regarding planning has created ambiguity and complexity in different aspects. These include multiplicity and confusion regarding data requirement, data acquisition, methodology, operational steps and procedures etc. While a specialized plan may require an unusual set of data and/or a highly customized operational method, a regular planning scheme requires at least a standardized framework to ensure replication, and comparability between plans prepared at different time periods. This does not imply that a plan would not be contextualized to its time and space i.e., the realities under which it is being prepared. A well-designed spatial planning framework would only define the overall structure under which all plans whether national or local could fit the demands and aspirations of the members of their community.

c. Institutional Dimension

The current institutional setup regarding spatial planning in Bangladesh is disparate, complex and multi-faceted. Typically, throughout the world, spatial planning is in general an activity of the city councils that are run by elected public representatives e.g. Mayors and councilors, and so on. The current Local Government Institutions (LGI) are practicing some form of spatial planning these days in the country. But the trend started, and for a long time continued, mainly with bureaucratic organizations like RAJUK (the Capital Development Authority), Chattogram Development authority (CDA) etc. For example, Dhaka North City Corporation (DNCC) recently prepared an action plan for its newly instigated 18 wards consisting a detailed plan to provide necessary civic facilities and infrastructure. Dhaka South City Corporation (DSCC) also launched a project in 2021 titled 'Integrated City Master Plan' (ICMP) to prepare detailed plans for its 75 wards, and also priority action plans and projects. It is noteworthy here that these two initiatives have been the very first instances for both these organizations to launch a spatial planning scheme. Up until these initiatives, the main source of Dhaka's spatial plans were the ones prepared by RAJUK.

There are two broad types of organizations currently involved in spatial planning practice. A brief discussion about the different types follows:

Territory-specific Organizations:

This includes the urban LGIs of City Corporations (CC) and Pourashava (Municipal towns) and special organizations like the Development Authorities (DA) e.g. RAJUK, CDA etc. formed by the government through special acts. All these organizations have very specifically defined territories. At the same time, they have the jurisdiction to prepare spatial plans

over their territories.

Territory-independent Organizations:

Currently two organizations that have nationwide jurisdiction to prepare spatial plans - the Urban Development Directorate (UDD), and the Local Government Engineering Department (LGED) through the Local Government Division (LGD). These organizations mainly produce plans for urban LGIs i.e., CCs and Pouroshava, and also less frequently for Upazilas. They provide technical assistance only to prepare the plans which ultimately have to be owned and executed by specific LGI.

Another key issue in the institutional setup for spatial planning is the internal capacity of the organizations related to this field. Although these institutions are involved in executing and implementing spatial plans, all of these organizations have very limited or almost no capacity as far as plan preparation, update, correction, and management is concerned. There are two major consequences that stem from this lack of capacity:

Use of consultants:

All the organizations depend heavily on consultants to prepare spatial plans for them. Also, it means that for any future update, correction, modification of the plans, a new set of consultants have to be hired again. Therefore, the plans are not embedded in the organizational practice and culture which is essential for ownership, continuity and institutional memory.

Planning becoming a one-shot activity:

As plans are prepared by external consultants on a project basis, it gets difficult to maintain continuity of the plan once the project is over. Rather than being an adaptive and dynamic regular activity of the concerned department, planning thus becomes stagnant, limited to only following the rules written in the book. This lack of being constantly in touch with the changing reality, the plan loses its adaptive capacity and soon becomes outdated. The plan also does not get fully embedded into the institutional fabric of the concerned organizations as they do not stem from the inside out.

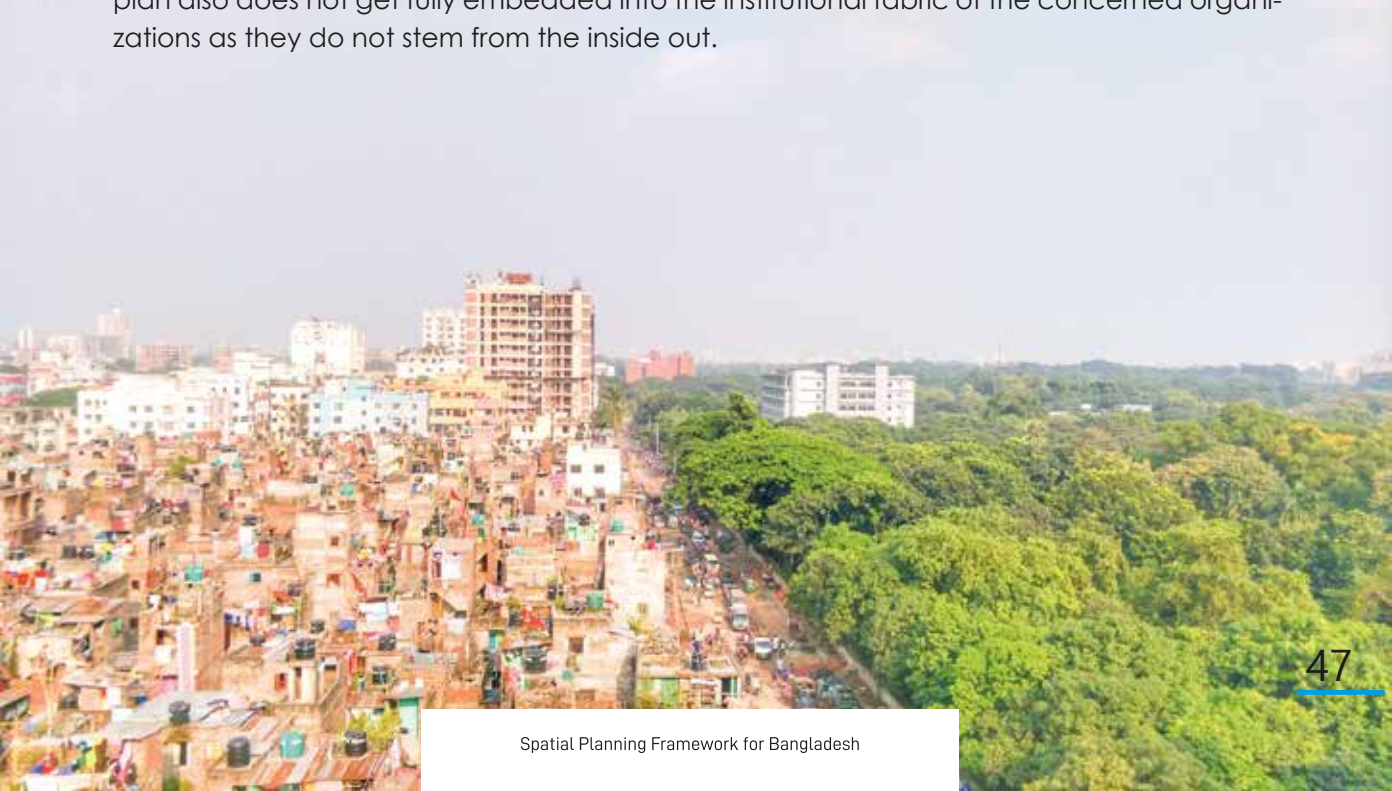


Table 5.1: Spatial Planning oriented Organizations at a Glance

Agency	Legitimacy	Coverage	Achievement	Failure
Ministry of Housing & Public Works	Official Allocation of Business	Urban areas of the country	Creation of UDD, and Development Authorities	<ul style="list-style-type: none"> • Unable to establish a comprehensive institutional backbone for spatial planning and development management. • Conflict of interest because of placement within in implementing ministry.
Development Authorities (DA) - 6 nos.	Special acts for respective authorities	<ul style="list-style-type: none"> • RAJUK – Dhaka Metro • CDA – Chattogram Metro • KDA – Khulna Metro • RDA – Rajshahi Metro • CoxDA – Cox's Bazar Metro & surrounding special areas • GDA – Gazipur Metro 	<ul style="list-style-type: none"> • Prepared comprehensive, multi-tier plans except CoxDA (comparatively new); • possess well organized planning departments 	<ul style="list-style-type: none"> • Very low percentage of plan implementation; • Extremely weak enforcement of development control and management regulations – land use, building construction etc. • Little scope of extending plan and its implementation outside of the metro areas.
Urban Development Directorate (UDD)	Government executive order	All urban areas excluding DA jurisdiction areas	<ul style="list-style-type: none"> • Land Use plan for Upazila Township in the 80s • Around 100s of Pourashava Master Plan in 2000s • Preparation of Master Plan - Sylhet, Barisal City Corporation, Payra-Kuakata, Kushtia etc. • Upazila Master Plans for 14 Upazilas etc. 	<ul style="list-style-type: none"> • Very low plan coverage in spatial terms since establishment in 1965 (almost 60 years) • Unable to formulate a national spatial plan for coordinated spatial development • Weak institutional capacity

Agency	Legitimacy	Coverage	Achievement	Failure
Ministry of LGRD & C	Govt. Allocation of Business update, 2014	All Upazila, City Corporation, and Pourashava except those under DA	<ul style="list-style-type: none"> Initiation of Master Plan preparation projects through LGED e.g. UTIDP, DTIDP etc. Supervision of preparation of 256 city master plans 	<ul style="list-style-type: none"> Failed to officially approve and publish Master Plans except only 6 plans. Planning and implementation under same agency leading to Col. No action regarding institutional arrangement
Local Government Engineering Department (LGED)	No direct legitimacy; Technical Support to LGIs through LGD	Any LGI, mostly Pourashava and Upazila	<ul style="list-style-type: none"> Execution of Master Plan preparation projects e.g. UTIDP, DTIDP etc. Preparation of 256 Pourashava Master plans & 2 CC Master Plans 	<ul style="list-style-type: none"> Planning practice as ad-hoc basis No institutional arrangement in LGED Emphasis on infrastructure diluting focus on long term spatial development strategy
City Corporation (CC) – 12 nos.	Local Government (City Corporation) Act 2009	Respective CC jurisdiction area	<ul style="list-style-type: none"> Master plans for several CCs through support from LGED, UDD Recently launched Action Area Plans of DNCC, DSCC 	<ul style="list-style-type: none"> Very weak institutional setup regarding spatial planning Mostly unable to initiate and complete comprehensive planning schemes No measure for development management
Pourashava - 328	Local Government (Pourashava) Act 2009	Respective Pourashava jurisdiction area	<ul style="list-style-type: none"> Preparation of Master plans through support from LGED in the recent times (256) 	<ul style="list-style-type: none"> Over two-third PS have no institutional setup regarding spatial planning. Mostly unable to initiate and complete comprehensive planning schemes No measure for development management

5.4 Institutional Arrangement for Planning

Grossly there are three types of planning with heterogeneous but insufficient institutional and legal arrangement exist in Bangladesh that are illustrated in brief by the following figure/diagram/box.

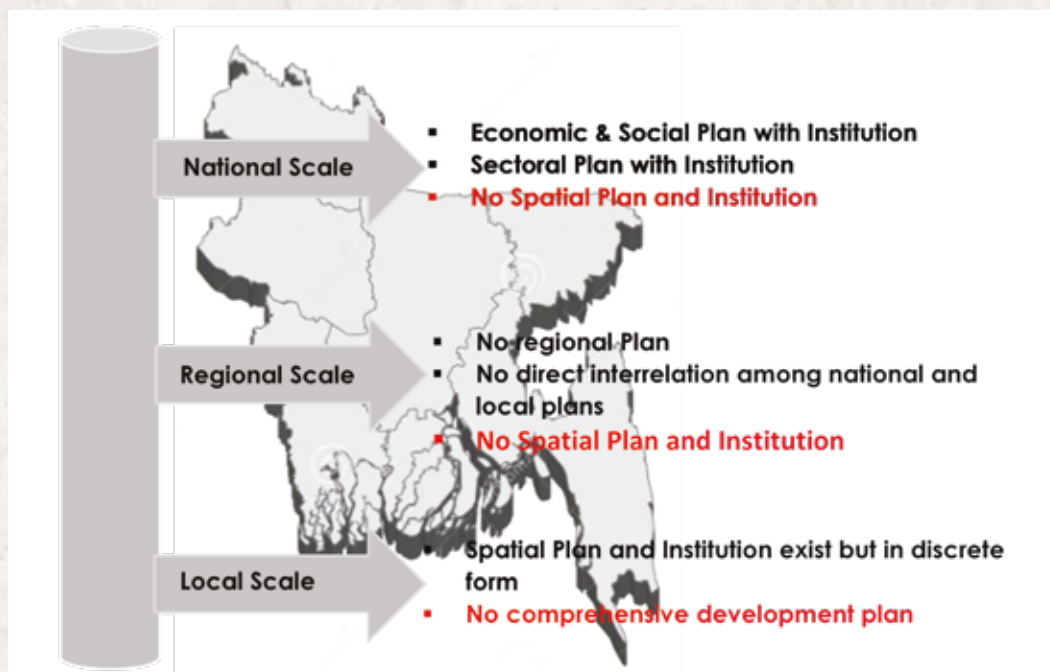


Figure 5.1: Planning Practice and Gaps at different Scales

5.5 Limitations of Current Spatial Planning Framework

Spatial planning initiatives are currently conducted in isolation from national plans and those are also disparate both geographically and institutionally. As a result, less than 10% the country's spatial extent are currently under spatial planning. Contents, process and standards are fragmented and incongruent across different "planning projects" under different authorities. Major shortcomings of the current planning can be summarized as below:

- i. Currently there is no national organization to carry out the massive undertaking necessary for carrying out spatial planning for the entire country. Two separate ministries that carry out spatial planning can only do piecemeal planning for local and sub-regional level. Hence this is not surprising that less 10% of the country's plan-worthy territory is under some form of spatial planning.
- ii. Ministry of Housing and Public Works and its parastatal, Urban Development Directorate, are responsible to carrying out spatial planning works for urban areas and their vicinities only. On the other hand, Local Government Division (LGD) of the Ministry of LGRD&C received responsibilities to carry out spatial planning works for local government institutions (either urban or rural) in 2014 without adequate

- instructional and legal arrangement.
- iii. Current mode of spatial planning is reactive where planning initiatives are taken after urban agglomerations grow at the expense of irreversible loss of valuable agricultural land, green areas, water bodies and ecology.
 - iv. The focus of spatial planning dwells in narrow physical domain with little social, economic and political engagement. A more holistic approach considering regional and local economic development, water resource planning, environmental planning etc. and more multi-disciplinary approach needs to be an integral part of planning exercise at all levels.
 - v. Due to an urban bias rural-urban linkages, rural-urban continuum and change management is not duly appreciated in the current planning practice. Most of the rural landscape remains outside the purview of planning.
 - vi. A lack of commensurate implementation mechanism and due authority renders plan to be ineffective.
 - vii. As for the aggregative and national plans there is a lack of intermediate steps that could ensure congruence with national aggregative and sectoral plans.
 - viii. Current spatial planning practices are inadequate for future challenges of urbanization and potential economic growth.
 - ix. In the day-to-day activities of the implementation of the planning there is a lack of expertise in the local level, specially since the upazila office does not have trained planners to coordinate activities of different relevant ministries and agencies.
 - x. There is major void in translating the plans to projects which presents major shortcoming in implementation.
 - xi. Each metropolitan regions make their plans independent of standards followed by other metro regions. This leaves out the vast rural regions and cannot not properly address the rural urban linkages.
 - xii. Of the many possible domains of spatial planning (urban, rural, regional, water management, environmental, climate resilience, national sectoral policy, trade) some are not yet included in planning considerations due to lack of planning policy that offers guidance for translation of national policies to spatial plans and projects.
 - xiii. Considerations of regional and local economic development are not yet an essential part of spatial planning.
 - xiv. Fiscal decentralization aspects also need more work so that local authorities can take charge of development in the unitary system of government in Bangladesh.
 - xv. Growth Centers and system of cities and urban agglomerations are not regularly analyzed to monitor the spatial economy, which is necessary for rural urban linkages.
 - xvi. In extending infrastructure and services to rural and urban areas agreed upon standards are yet to be developed for most of the services that can offer benchmarks for infrastructure and service delivery.

6. Comparative Analysis of Spatial Planning

6.1 Introduction

In the process of transitioning from current Spatial Planning practice to a nation-wide multi-scalar framework Bangladesh has a late adoption advantage of learning from success and failure of other countries. Learning can take various forms such as from advanced countries with well-developed planning system, experience from neighboring countries with similar challenges, learning from countries who are similar in key attributes and learning from mistakes of early adoption cases. However, this study acknowledges that case studies will need to be appreciated in line with contexts of the country of both origin and adoption. Stead (2012) has explained this caveat of knowledge transfer by best practice review in the European context and the importance of considering technological, economic, political and social context.

National Spatial Planning frameworks and systems are evolving rapidly in different parts of the world as a response to rapid economic and social transformation that creates demand for new spatial organization of human settlement and their activities. In this process many countries have country-wide and comprehensive system of spatial planning. Europe, as a supra-national region leaped one step forward to explore possibilities of harmonization of planning system across different European countries (Nadjan and Stead 2018, Nadin et al. 2018, Reimer et al. 2014 etc.) and transfer of best practice knowledge to other countries (Stead 2012) in that region. Specially, collective effort to review and understand planning systems in European countries had taken the agenda of spatial planning from national level to a multi-country regional agenda and knowledge creating and sharing practice.

6.2 Scope of the Comparative Review

- Drawing planning system typologies based on spatial coverage of the planning system, integration with economic development plan and sectoral plan, etc.
- Based on this typology countries across different regions in the world will be categorized.
- Recent trend in planning system reform will be reviewed to show how countries in different parts of the world are coping with rapid changes in urbanization, resource constraints and climate change risks by adjustments in reforming planning systems in general and spatial planning systems in particular.
- Identification of criteria that influence the desired spatial planning system such as political economy, system of territorial governance etc.
- Experiences of countries that have adopted spatial planning systems in the past.
- Extract key take aways from the review.

6.3 Typology of Countries

Many countries have now adopted one form of spatial planning framework or other. Countries can be categorized based on typology of spatial planning systems along different aspects, such as:

- Countries can be divided based on whether spatial planning system is geographically seamless with defined hierarchies. Some countries focus only on urban areas both from developed and less developed economies. These two subcategories are important since higher level of urbanization indicates that only a small percentage of national territory is out of explicit spatial planning jurisdiction. Hence urban planning itself covers nearly the entire country.
- Countries what have spatial planning system integrated in the national development planning and thus hold a central stage in planning exercise of the country. For instance, Japan has a comprehensive national spatial planning system (Tominaga 2011) that covers all areas of Japan including municipal and rural areas. National Land Use Planning Law simultaneously functions as a plan and a regulation that use the national territory comprehensively and systematically through a four-tier planning system (Zhou and Zhao 2017). Dutch Spatial Planning System can also be regarded in this category.
- In some countries spatial planning system revolves around changes in political economy and the viewpoint of relatively authoritarian government. For instance, China experienced frequent changes in spatial planning system. Since 2019 is known as “Territorial Spatial Planning” which focused on integrating different kinds of planning systems in China.
- Some countries, however, only have formal spatial planning for the urban areas that is not integrated with planning for rural areas or even with socio-economic planning practice (e.g. Bangladesh and India).

6.4 Fixation of Criteria/ Parameters and basis

Availability of necessary information in English is limited for some countries and even often the range of information that is available does not match across countries. In the limited scope of this study two kinds of review were carried out. For several countries, namely, Ghana, India, Malaysia, UK, Japan, United States and Netherlands, a general overview and subjective review was carried out easily accessible literature.

However, for England and Ghana, a more in-depth case study is presented with more details that delve into evolution of spatial planning practices over time across different political economy context. These case studies have covered a range of aspects. Firstly, there are basic country attributes, such as, Population, Area, Density, Colonial History, System of Government, Political Economy, Income/ State of Development, Level of Urbanization that are relevant for comparative analysis.

Secondly, a number of aspects regarding spatial panning was also investigated. Those include:

- Whether the country conducted any study before adopting a spatial planning framework and what was the motivation to carry out study and/or its implementing.
- Transformation in planning regime.
- Planning Terminology used.
- Institutional Framework
- Specifics of the legal framework.
- Territorial coverage of spatial planning [whether it covers the whole country or not]
- Major challenges of the spatial planning framework.

6.5 Comparative Analysis Matrix

Following matrix summarizes the findings for the comparative overview.

Table 6.1: Comparative analysis of Spatial Planning across Countries

Country/ Indicator	Country Profile (Population, Area, Density)	Governance	Entire country under spatial planning? (yes/no)	Planning Tier & Components	Legal Arrangement	Key Learnings
Ghana	Population: 31 million (2021 Census) Area: 238,535 sqkm. Density: 101.5 person/sqkm	Unitary ¹⁰	Yes	Three (National, Regional and Local)	National Land Use and Spatial Planning Act 2016	Ghana is regretting that the spatial planning system is not coordinated with socio economic plan. (Acheampong and Ibrahim 2016)
India	Population: 1.4 billion (2023 estimate) Area: 3,287,263 sqkm. Density: 420.5 person/sqkm	Federal	No	Not Specific (Disparate Planning of Urban Regions)	State Level Town Planning Act.	a) Some models of rural development can be used in extending services to rural areas.
Malaysia	Population: 32.5 million (2023 census) Area: 330,803 sqkm Density: 101 person/sqkm	Federal	Yes (Rural Plan Indicative)	Three tiers (Federal, Regional and Local)	Town and Country Planning Act 1976	a) Highlights translation of national socio-economic plan to spatial plans. b) National level physical plan guides overall spatial development of the country.
England	Population: 56.48 million (2021 census) Area: 130,279 sqkm Density: 434 person/sqkm	Unitary	Yes	Three Tier	Town and Country Planning Act 1990 and subsequent supplementary legislations	a) National level planning policies to guide thematic aspects of spatial planning; b. Spatial planning should cover both urban and rural areas.

¹⁰<https://theconversation.com/how-ghana-lost-its-federalism-and-lessons-for-others-172896>

Country/ Indicator	Country Profile (Population, Area, Density)	Gover nance	Entire country under spatial planning? (yes/no)	Planning Tier & Components	Legal Arrangement	Key Learnings
Japan	Population: 126.2 million (2020 census) Area: 377,975 sqkm Density: 330 person/sqkm	Unitary	Yes	Four Tier	National Spatial Planning Act 1950	a) very developed system of land management and information system. b) good example of planning coordination.
United States	Population: 340.08 million (2023 estimate) Area: 9.83m sqkm Density: 34.6 person/sqkm	Federal	Yes	Depends of State. In some cases, plans are also done at the neighborhood level.	Depends on States	Planning enabling act for many states are have useful indication of how to bridge between plans and projects (e.g. Planning Enabling Act of Washington State ¹¹). Engagement of local people and authorities in local planning is also a remarkable aspect.
Netherlands	Population: 17.89 million (2023 estimate) Area: 41,543 sqkm Density: 520 person/sqkm.	Unitary	Yes	Three Tier: National, Provincial and Local	Environmental and Planning Act 2020 (Soon to be enacted)	a. Deltaic Character of Netherlands ² and delta- oriented management experience and rich spatial planning tradition presents a great deal of learning opportunity for Bangladesh. b. Mainstreaming of Environment in Spatial Planning in recent reform. c. Gradual adaptation and reform in planning system.
Germany	Population: 84.27 million (2022 estimate) Area: 356,592 sqkm Density: 232 person/sqkm	Federal	Yes	Four Tier (Federal, State, Regional and Local)	Separate Planning Laws for each tier.	The spirit of spatial planning is ingrained in institutional practices in Germany. Specially sectoral integration in project planning in Germany is particularly well structured that can provide useful insight for Bangladesh. (Shermann 2020 and Pahl-Weber & Henckel (2008). Federal level spatial planning facilitates interlinking planning system between federal states and local authorities on the one hand and the European level on the other. (Sinz 2018)

¹¹Link to the Enabling Act: <https://app.leg.wa.gov/rcw/default.aspx?cite=36.70&full=true>

Relationship between Comprehensive Plan and Project Planning: <https://app.leg.wa.gov/RCW/default.aspx?cite=36.70.450&pdf=true>

¹²Netherland is often quoted as the "most planned" among the European Nations.

6.6 Detail Case Studies

6.6.1 Detailed Review of Spatial Planning in England

United Kingdom can be regarded as a global leader in Spatial Planning due to the influence of industrial revolution as the single most contributing factor to modern urbanization. Hence UK has a long history of spatial planning and also the history bears mark of substantial evolution in knowledge of spatial planning UK is a significant case study for spatial planning.

Country Attributes:

- Population: 56.48 Million (2021 census)
- Area: 130,279 sqkm.
- Population Density: 434 person/sqkm
- Colonial History: The land of UK was not colonized but British empire/ colony was widespread in this world for quite long time.
- System of Government: Unitary
- Political Economy: Social Market Economy (aka Regulated Market Economy)
- Income/ State of Development: High Income Country
- Level of Urbanization: 84.15% (as of 2021)
- Global Region: (Northwestern) Europe.

Spatial Planning Attributes:

- Spatial Planning Initiative: Inception of modern town planning both globally and specially in UK is an outcome of Industrial revolution which resulted in poor living condition in cities in later part of 19th century. Initial form of planning in UK and western Europe was essentially to improve the living condition in cities through interventionist state and Keynesian Policies (Culingworth et al. 2017, p2)
- Motivation:
 - Poor living condition and public health concern in Cities in post-industrial era.
- Major Events/ timeline:
 - Later 19th Century: Master Plan/ Physical Plan with little regard for upcoming wave of globalization or economic restructuring, challenges to sustainability etc. (Related Legislations include Housing and Town Planning Act 1909, Housing and Town Planning Act 1919, Town Planning Act 1925, and Town and Country Planning Act 1932)
 - Emergence of Strategic Planning after the second world war started. The ministry of Town and Country Planning as established on February 1943¹³. A number of commissions were established to further planning agenda including the Barlow Commission (1940), The Scott Committee into Rural Land Use (1941), The Uthwatt Committee into compensation and betterment (1942) and the Reith Report on the new Towns (1947). These resulted in the new Towns act and the Town and Country Planning Act 1947.
 - To control Urban Growth Green Belts were added in 1955 by a government circular.

- Town and Country Planning (Use Classes) Order 1987
- Development Control was introduced by the Town and Country Planning act 1990.
- Planning and Compulsory Purchase act 2004 and the New Vision of 2001 introduced spatial planning in its present form. Planning act 2008 and Localism Act 2011 also affect spatial planning in UK.
- Terminology:
 - Recent term: Spatial Planning
 - Previous Terminologies: Spatial Planning, Master Plan, Town and Country Planning
- Legal Framework:
 - Currently leading planning legislation in UK are Planning and Compulsory purchase act 2004. The New Vision of 2001, Planning act 2008 and Localism Act 2011 among others also affect spatial planning in UK.
- Institutional Framework:
 - Central Government is responsible for deciding how planning has to be done. Specially it sets the National Planning Policy Framework (NPPF)
 - Institutional Framework has gone through significant change over time.
 - Planning Inspectorate was formed in 1992 as a separate Executive Agency for Spatial Planning. This agency oversees spatial planning in England.
 - Much of planning activities at the local level are conducted by the local governments.
 - European Union is increasingly having an impact on spatial planning in England and other European Countries in the recent decade.
 - Numerous agencies are involved with several aspects of spatial planning, e.g. Department for Communities and Local Government, Department for Environment, Food and Rural Affairs, Department for Culture Media and Sport, Rural Payments agency, Royal Parks agency etc.

Learning from the Spatial Planning Practices in England:

- Spatial Planning in England is characterized by close observation and action by the state and there has been gradual change and adaptation in the spatial planning system in England.
- Urban and Rural Areas get equal attention in spatial planning. However, separate approaches and agencies exist for urban and rural planning in England.
- Response to sprawl and ribbon development during 1940s and 1950s can be particularly educational for Bangladesh which resemble current process in Bangladesh.
- Inter-agency cooperation is relatively easier in England.

6.6.2 Detailed Review of Ghana Case

Country Attributes:

- Population: 31 million (2021 Census)
- Area: 238,535 sqkm.
- Population Density: 101.5 person/sqkm
- Colonial History: Yes (independence from UK in 1957)
- System of Government: Unitary
- Political Economy: Mixed Economy
- Income/ State of Development: Middle Income Country
- Level of Urbanization: 57.98%
- Global Region: West Africa

Spatial Planning Attributes:

- The initiative was Under Land Administration Project (LAP) which was a response to the challenges in land administration in Ghana. From this the Land Use Planning and management Project (LUMPP) was taken. [Funding: GoG and NDF]
- Motivation:
 - Historically weakness in land use management system.
 - Limited attention the profession was getting in public policy discourse.
 - Shift in focus and content of planning education in 1990s (social and economic dimensions of planning and development neglected their physical expression and distributional consequences)
- Major Events/ timeline:
 - <1945: British rule with physical planning focus in a number of planning initiatives. 10 year development plan of Gordon Guggisberg (1919-1927) and Alan Burns (1942-1947), aimed mostly at “resource exploitation”. E
 - 1945: Town and Country Planning Act (CAP 84), essentially an extension of similar act in Britain, helped formation of Town and Country Planning Department (TCPD) in Ghana and laid the foundation of modern physical planning in Ghana
 - 1951-56: First five-year plan [10-year plan shortened due to independence in 1957]
 - 1963-1970: Economic, social, political and physical aspects in a single coherent framework.
 - 1966-1980: Military Rule and erosion of planning at all levels. Decentralization and reform initiatives were taken.
 - 1992: Reversion of constitutional rule
 - 1993: Decentralization, Local Government Act promulgated
 - 1994: National Development Planning System Act Promulgated and National Development Planning Commission Established
 - 1990s and 2000a: Retreat of Spatial Planning both in policy arena and academia in Ghana.
 - 2010: Reform Initiated
 - 2012: National Urban Development Framework Formulated

- 2015-2035: National Spatial Development Framework
- Planning Regime:
 - Colonial spatial planning for resource exploitation.
 - 1963-70: Economic, Social, Political and Spatial Planning integrated in the coherent framework.
 - 1994 onward: Socio economic planning
 - 2016 onward: Spatial Planning System
 - Spatial and Socio-economic planning is not integrated at this moment.
- Terminology:
 - Recent term: Spatial Planning
 - Previous Terminologies: Spatial Planning, Land use Planning, Town and Country Planning
 - Evolving legislative Framework: Land use and Spatial Planning
- Legal Framework:
 - Town and Country Planning Act 1945 [Colonial Era]
 - National Development Planning System Act 1994 for socio-economic development plan.
 - Local Government Act 1993
 - National Development Planning Commission was formulated in 1994
 - National Land Use and Spatial Planning Act 2016 for spatial planning.
- Institutional Framework:
 - There are three tiers and corresponding institutions with designated responsibility including preparation of plan for that level as shown below:
 - National: Land Use and Spatial Planning Authority prepares National Spatial Development Framework (NSDF).
 - Regional: Regional Spatial Planning Committee prepares Regional Spatial Development Framework (RSDF)
 - Local Government: District Spatial Planning Authority (District Spatial Development Framework)
 - For each tier there is a corresponding organization responsible for socio-economic planning.
 - National: National Development Planning Commission (NDPC) and Sector Ministries
 - Regional Coordination Councils
 - District Planning Authority
- Territorial Coverage:
 - Whole of Ghana including the land mass, air space, sub-terrain territory, territorial waters and reclaimed land.

- Challenges
 - Government funding through the ministries was not enough.
 - Funding were sourced through development partners and oil and gas industry players.
 - Land use and spatial planning development fund was proposed which is currently in the process of development.
 - Socio-economic versus Spatial Planning two separated planning systems need to be integrated (Acheampong and Ibrahim 2016, Sarfo 2020)

Learning from Ghana Example

- Planning tradition and laws inherited from the colonial period, though essentially "spatial" needs to be replaced in line with the socio-economic goals of the independent country.
- Compared to Military regimes, democratic regimes are more likely to embrace spatial planning.
- Socio-economic and political goals need to be integrated with spatial planning (Ghana is struggling to achieve this).
- Institutional reform and plan preparation needs funding and this calls for identification sources.



7. Proposed Spatial Planning Framework

7.1 Introduction

Issues in the spatial dimension have both local and global characteristics. Often an approach that combines and converges these two aspects yields the best results. On the one hand, local issues and problems are best resolved locally with the initiative, agency, participation and ownership of the local people and respective institutions. While, on the other, there are issues that have overarching and holistic implication that are hard to perceive from a local perspective, and are therefore, best dealt with 'from the top'. While, the location of a public amenity e.g. a local school or park is appropriately determined by members of that community, the alignment of a national highway that runs through that same locality or the location of a major power plant feeding the national grid that is located within that community would be hard to determine based on local factors alone. These major entities affect, and are affected by, factors that are way beyond the dominion of that community only. Moreover, there are also many issues and elements that come between these polar opposites. Here comes the need for a gradient of spatial planning and decision-making system that considers, and respond to, this variation in scale and influence of any decision that deals with land and space.

In the prevailing planning practice in Bangladesh, plans are being produced, for the most part, for individual cities. In only a few other cases, spatial plans are produced for a larger metropolitan area e.g. Dhaka and Chattogram; or a sub-district or Upazila e.g. those prepared by the Urban Development Directorate (UDD). But these are being done not as part of any holistic, overall spatial framework for the entire country. These have been positive efforts in operationalizing a form of spatial management strategy, especially locally. But some major issues remain unresolved in this fragmented structure. For example, decentralizing population, investment and hence economic activities, and basic services and facilities from the capital Dhaka, which is more than three times the size of the second largest city and way beyond comparison regarding any other cities, has been a very long discussed issue. Almost each development initiative and plan for Dhaka brings in this issue. But due to a lack of a comprehensive national spatial planning and development framework, no real progress has been made, as there is no tangible direction on how that decentralization would be carried out, at what scale, and to which places etc. Hence, this study attempts to formulate a comprehensive framework that deals with issues ranging from the national down to the local level.

This proposed Spatial Planning Framework intends to provide:

1. Urban and Rural linkage and coverage of the whole country
2. Strategies for coordination between different geographic regions
3. National strategies drawn down through division, district and local level and ensure convergence of top-down and bottom-up planning approach.
4. Future alignment with national directions by close integration of spatial planning and socio-economic planning.

5. Coordination between sectors and sub-disciplines e.g. environment and with sectoral plans, specially at the project planning stage by ensuring inclusion of project at the Spatial Plan through negotiation and accountability.
6. Implementation mechanism with existing institution and businesses

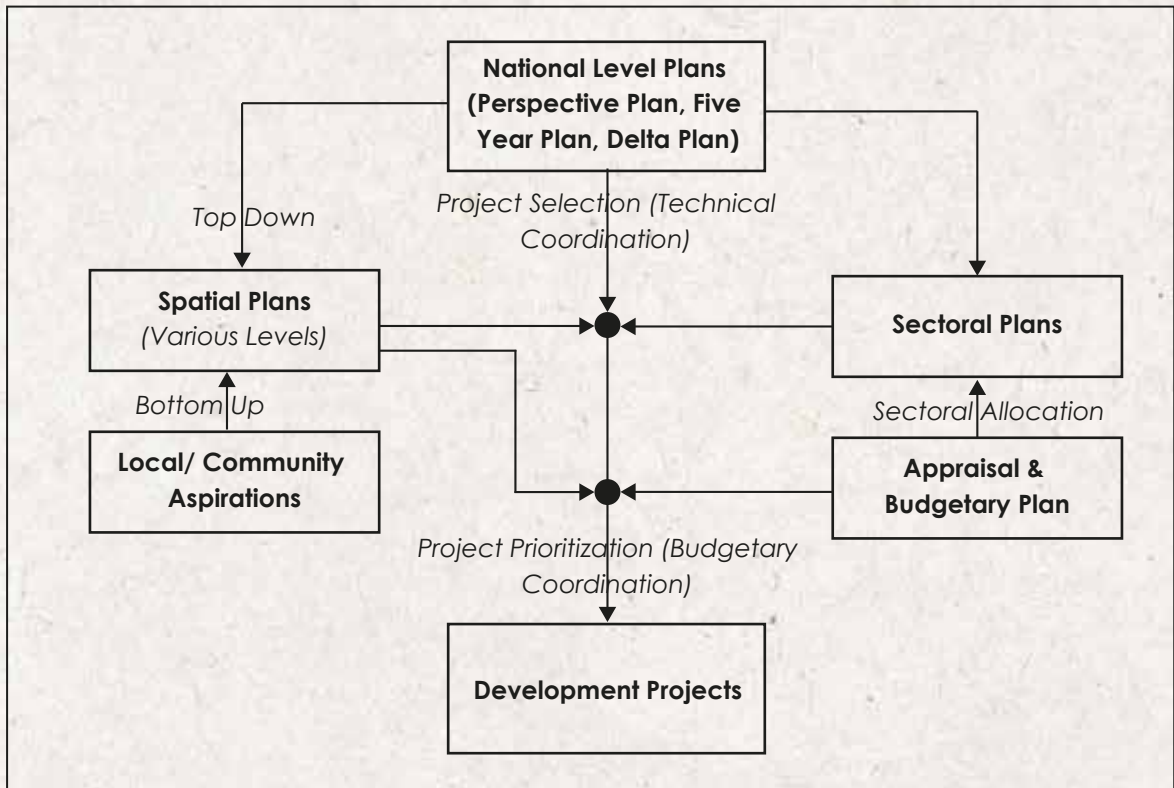


Figure 7.1: Planning and Coordination Process in a Nutshell

7. Bring issues of regional cooperation and integration at Supra-national levels (e.g. South Asia, Asia or other sub-region line BBIN etc.)
8. Mainstream marine spatial planning to reap benefit of newly acquired territorial water in the Bay of Bengal while ensuring sustainability.
9. Create appropriate decision support system for spatial planning by seamless exchange of data across agencies that generate spatial and aspatial data relevant to spatial planning.

7.2 The Framework

7.2.1 Integrated Spatial Planning

In contrast to the current planning practice this framework proposes that spatial planning will work hand-in-hand with socio-economic and sectoral plan. In one hand National, Regional and Local level spatial plans will be prepared under technical supervision of this organization (for detail see chapter 8) and in preparing the plans this organization will be in close communication with the socio-economic planners and the respective plans in one

hand and will assess the projects by the sectoral agencies on the other. If a project proposed by sectoral agency is not congruent with the spatial plan either the project will be abandoned or the spatial plan will be amended with proper justification. This will be the first-round integration (technical coordination) and a project will be recommended. However, since spatial planning also identifies interdependence of projects, it will also give directions on sequence of project implementation. This will also have implication of budgetary allocation and prioritization. In terms of appraisal a project that is included in the spatial plan also have a have better justification from a holistic perspective compared to a project that is conceived in a sectoral domain.

7.2.2 Schematization of Regions and Hierarchies

For the purpose of spatial planning schematization of regions is very important. While different schematization is possible and useful, for spatial planning in Bangladesh it is proposed that the regions will be primarily conceived as administrative regions that follow current administrative boundaries and hierarchy. This will make the adoption of spatial planning framework easy and later operation more efficient. However, for thematic studies and actions areas with homogenous properties and natural attributes can be formed and managed with collaboration of different administrative authorities. This proposed schematization recognizes that functionally human habitat does not follow administrative boundaries. The compromise in proposed delimitation will be later addressed in the functions of spatial planning at different levels and thematic integrations.

7.2.3 Spatial Decision Support Tool

Spatial planning has to evidence based and data driven. The functionality of a Spatial planning system depends heavily on availability of a comprehensive, integrated, complete, well organized, readily available, responsive and adaptable information system. Such system integrates spatial data with aspatial data at various scales of geography and for different units of analysis. Presently, the limited and disparate form of planning in Bangladesh faces lack of comprehensiveness in the available data. Apart from this the data that are available to one agency is often hard to obtain by others. Consequently, most planning projects have to rely on collection of primary data which were previously obtained by other public sector agencies. This leads to loss of public resources and create complicity in effective completion of plan preparation process. For successful SPF some recommendations regarding the Decision Support System are provided below:

- i. The proposed institutional framework has recommended that the planning agency should be placed under the planning division of the Ministry of planning. This ensures an organizational proximity of the planning agency with Bangladesh Bureau of Statistics (BBS) which is under the Statistics Division of Ministry of Planning. However, efficacy of this arrangement depends on gradual upscaling of BBS and Ministry of Planning in terms of assembling and coordinating multi-scalar spatial and aspatial data that can be used for spatial planning purposes.
- ii. Currently a National Spatial Data Infrastructure (NSDI) is being developed at Survey of Bangladesh (SoB) with support from JICA. The history and genesis SDIs show that

those SDIs are directly linked to urban/spatial planning (Masser and Ottens 2020). Also the design of data structure and sharing requires consideration of its potential use (Onsrud and Rushton 1995), technical (Goodchild and Rich 2007) and semantic (Harvey et al. 1999) interoperability across heterogenous organizations/agencies. Hence the potential spatial planning utility of the NSDI needs to be readily incorporated in the NSDI initiative. NSDI needs to be formalized by bringing spatial planning at the core of this initiative. The proposed Spatial Planning Department should also be a hub of this NSDI for ready access, management and adaptation of the system.

- iii. Further research is necessary with regard to the Spatial Planning Framework focusing on three issues: a) Current data generation, usage and institutional setting with regard to spatial and aspatial data, b) Application and use of NSDI for spatial planning in Bangladesh, c) Development of information system framework to identify desirable data content, generation process, management, usage and sharing protocol. A proper extension and re-orientation of the NSDI initiative could also serve this purpose.

7.2.4 Hierarchy of the Planning System

This study proposes a 3-tier framework for spatial planning for the country, and relevant plan types:

- National level - National Spatial Plan
- Regional Level - Regional Development Plan
- Local Level - Local Development Plan

In deciding the planning hierarchy and extent, administrative jurisdiction is considered as the primary basis. Therefore, after the entirety of the country as a whole comes the next highest administrative units of Division, District, and so on. Apart from this administrative structure, there are some special regions in the country. Some of these are defined based on geophysical characteristics e.g. Haor region, Barind region etc. While some other are more functional in nature e.g. jurisdictions of RAJUK (Capital Development Authority), Chittagong Development Authority etc. These special territories are also considered as integral part of the framework, as they all have some kind of custodian institutions attached to them as well as some form of planning and development regime. These regions are generally overlays on top of the administrative regime as they are not mutually exclusive and are comprised of existing administrative units, fully or partially.

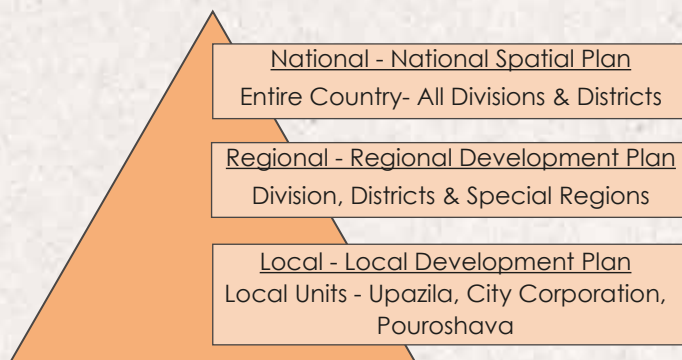


Figure 7.2: Planning Hierarchy and Corresponding Plan Types

7.2.5 National Level

Jurisdiction

This is the highest/topmost layer of the proposed spatial planning framework for Bangladesh. The national level planning consists of the National Physical/Spatial Plan. It should cover the geographic extent of the entire country - all divisions and districts, and also the ocean territory of Bangladesh.

Function

There are major spatial issues at the national level that requires a broad and holistic viewpoint that sees the 'big picture' of the wide landscape. This level will deal with issues that concerns the entire country. A national plan is a strategic document, constructed on spatial terms that will provide a clear direction and a strategic pathway to achieve national goals and aspirations. National plan will construct the foundation and give directions for overarching (as opposed to local) and critical national, and even supra-national or trans-boundary, spatial issues e.g. location of Economic Zones (EZ) throughout the country, network of national highways, alignment of national trade route or economic corridor, critical hub for national and international connectivity on road, rail ocean etc. Lower tier plans can then subsequently distribute these higher tier plan goals and targets – population, and its density, economic activity, infrastructure etc.

National Spatial plan will:

- identify national scale spatial issues, both potentials and challenges, and appropriate strategies to address these issues;
- set the overall spatial development strategy and guidelines for the country including land, sub-terrain, air and ocean territory
- create a framework for decentralized, evenly distributed, and balanced growth of population and settlements throughout the country in optimal locations
- translate the national sectoral policies into spatial dimensions
- define administrative, geo-hydrological, and other forms of regions of the country
- develop strategy and development guidelines for planning and development of all regions;
- coordinate the actions of sectoral executing agencies in supporting the national spatial framework;
- determine broad land classification at the national level
- identify national level areas for conservation and protection - forest, wetland etc.
- set guidelines for national level infrastructure and connectivity - road, rail, air, water, utilities etc.
- locate areas of special interests - national park, tourist areas, economic hub, connectivity hub etc.
- give spatial directions for international and trans-boundary issues - economic corridor, connectivity in road, rail, waterway etc.
- optimize use of natural and other national resources in a spatially equitable manner;

Time Span

The timeline for plans is more related to its nature, objectives, and functions than its geographical extent only. In that sense, it is not imperative to have a very long-range timeline for the higher tier plans and a very short range for local plans. Decisions that are strategic in nature need comparatively longer horizons while plans with concrete decisions/actions will deal in short range.

As it is the top layer of the framework dealing with national scale issues, it is proposed that the national level plan be in sync with the national vision paper i.e. the Perspective Plan. Hence, the timeline of National Physical Plan would generally be a minimum of 20 years with the target year matched with that of the Perspective Plan. Currently, this target year is 2041. But based on the context under which the plan would be prepared, it can have an even longer time frame if required.

Scope and Content

The National Spatial Plan (NSP) will be the overall spatial development guideline for the entire geographic extent of the country. Although detailed strategies would be formulated at the time of preparation, the following content outlines the generic and basic components of the NSP. Further detailing of the mentioned components would be done during actual plan preparation.

Essential components of the NSP:

1. Framework for National Spatial Plan (NSP)
 - a. Functions of NSP
 - b. Form and Content
 - c. Plan Preparation Process
 - d. Stakeholder Engagement
 - e. Plan Period
 - f. Users & Application of the NSP
2. Plan Context
 - a. Global Setting and Development Trends
 - b. National Setting
 - Population Growth and Distribution
 - Land Use Pattern
 - Settlement Pattern
 - c. Trends and Future Scenario
 - Critical Issues & Challenges
 - Potentials & Opportunities
3. Vision, Goal, Objectives & Principles
 - a. Vision, Goals and Objectives
 - b. Guiding Principles
4. Spatial Development Strategy
 - a. Population Dynamics
 - Growth and density
 - Internal Migration
 - Spatial Distribution
 - b. Settlement Distribution & Growth-Strategy
 - Urban Settlement
 - Rural Settlement
 - Industrial Zone
 - Special and Other Zones
 - c. Transport & Communication Strategy
 - Roadway
 - Waterway
 - Railway
 - Airway
 - d. Infrastructure & Facilities Development Strategy
 - Social Infrastructure and Facilities
 - Power & Energy

- Water Resource Management
 - Information and Communications Technology (ICT) Development
 - Utility Services
 - Green Infrastructure
 - e. Conservation Strategy
 - Natural & Ecological Heritage
 - Social & Cultural Heritage
 - f. Development Management Strategy
 - Development Site Management
 - Strategic Land Uses (Definition and Criteria)
 - Development Guidelines
 - Approval & Clearance Procedure
 - Infrastructure, Services & Corridor Management
 - Planning and Design Guidelines
 - Approval & Clearance Procedure
5. Plan Implementation Mechanism
 - a. Implementation Approach
 - Horizontal Integration
 - Economic Development Plans
 - Sector Development Plans
 - Other Plans
 - Directives for and Linkage with Lower Tier Plans
 - Regional Development Plans
 - Local Development Plans
 - Sectoral Plans
 - b. Institutional Mechanism for Implementing the NSP
 - c. NSP Action Plan & Program
 - d. Funding & Resource Mobilization
 - e. Monitoring and Evaluation
 - f. Review and Update

7.2.6 Regional Level

Jurisdiction

This is the second, and middle, tier in the overall hierarchy of spatial planning framework. The term region has a wide range of implication, generally implying a comparatively larger territory. In that sense, the study envisions 3 different manifestations in this band of plan making –

- Division: Divisional boundary – all districts within the respective Division
- District: District boundary – all Upazila within the respective District
- Special Regions/territories: Region boundary – all district, Upazila and/or other LGI within the special region as defined by their legal jurisdiction territory.

These planning units cover a large number and varied group of Local Government Institution/Unit (LGI/LGU), both urban and rural. Regions, therefore, imply a multitude of governance units contained within it.

Function

Regional plans are strategic in nature. These plans will provide future growth and development directions and guidelines for the region. Main inputs for the regional level development plans are guidelines and directions set by the National Spatial/Physical Plan for a particular region, and that region's inherent characteristics and major and significant features. Considering these guiding factors, the regional development plans will provide overall spatial planning and development direction for the entire region.

Major functions of regional plans are:

- Translation of the national sectoral policies into spatial dimensions of the region
- Playing the role of a bridge between the top level national issues and the local level issues within the region
- Formulation of regional spatial development strategy taking into account regional characteristics, issues and opportunities
- Coordination of conflicting and competing issues between the national and local, and also between local plans within the region, therefore, creating a 'point of convergence' between top-down and bottom-up agenda or global and local issues
- Creating strategic directions for all lower tier spatial plans including City Plans, Pourashava Plans and Upazila Plan considering national and regional directives
- Integration of regional infrastructure with national and local plans;
- Manage implementation of national development policies at regional level;
- Set guidelines for regional infrastructure and connectivity - road, rail, air, water and utilities etc.
- Locate areas of regional interest – critical facilities/installations, regional economic center, connectivity hub etc.

Time Span

Regional targets and directions can be comparatively shorter and more flexible than the national level visions. This tier consists of various ranges of plans, and therefore, the timelines can vary according to contexts and needs.

Division: As this is more of a long range, strategic plan, timeline would be at least 20 years in accordance with the national plan. It will help achieve the vision of the national physical plan in a disaggregated way.

Special Region: The strategic plan for special regions would be for minimum 20 years while local/action plans under its jurisdictions can be prepared for 5 to 20 years depending on the nature and component of the local plans.

District: The strategic part should have longer term i.e. 20 years. While the more action-oriented segment can be 5 years in duration; designed to achieve the targets set in the Division Development Plan.

All these plans can be subject to review and update periodically, for example after 5 years, or within an intermediate time period if such need arises.

Scope and Content

The integrated regional analyses and planning methodology should involve following major components:

1. Socio-economic, physical, and demographic profiling of the regions that would serve as a data inventory for planning purposes and as a "baseline" study for monitoring and evaluation.

2. Description of the settlement system, the functional complexity and centrality of settlements, the hierarchy of central places, and the spatial distribution of functions within the region.
3. Analysis of the major socio-economic, organizational, and physical linkages among settlements within the region and between them and centres located in other regions of the country.
4. Description and analysis of the functional complexity, settlement hierarchy, and spatial linkages to determine "areas of influence" or service areas of various settlement categories within the region.
5. Identification of areas that are not served by central places or in which rural populations have poor access to town-based services and facilities that are crucial for rural development.
6. Evaluation of regional development plans to (a) determine the adequacy of the spatial system to meet development needs and facilitate the implementation of equitable growth policy, and (b) identify major "gaps" in the spatial system, in service areas for crucial functions, and in linkages among sub-areas of the region.
7. Formulation of an investment plan based on spatial analysis that identifies the projects and programmes as will be needed to ameliorate major development problems, to strengthen and articulate the regional spatial structure, and to integrate various levels of settlements within it.
8. Integration of projects identified through spatial and economic analyses into spatially and functionally coordinated "investment packages" for different locations within the region, and combination of the investment packages into a priority-ranked and appropriately sequenced investment budget for the development of the region over a given period.
9. Institutionalization of the planning procedures in local and regional public agencies charged with investment decision-making and with revising the spatial analysis and development plans at appropriate intervals.

7.2.7 Local Level

Jurisdiction

Local level planning generally encompasses a single Local Government Institution/Unit (LGI//LGU). It mainly covers Upazila as rural LGI, and City Corporation and Pourashava as urban LGI. Although Union Parishad (UP) is the lowest tier of LGI in the country, it's not considered as a functional spatial planning unit as yet considering the institutional strength and capacity of these units.

Function

Local plans deal with 'local' issues. The extent of these plans is, generally, a particular LGI i.e. Upazila, Pourashava or City Corporation. Local plans would handle general spatial issues and also sectoral concerns. The elements dealt with at this level are more concrete in nature – providing tangible and precise proposals and guidelines that can be implemented straightaway in the respective city/community. A local development plan can consist of

several components:

1. City/Sectoral Development Plan
2. Development Management Plan
3. Action/Action Area Plan/Scheme

The above components of a local plan may, or may not, be part of the same plan package. Action/Action Area Plan and Special purpose plan or sector development plan/s can be launched independent of a general planning initiative based on immediate need.

Local plans will:

- Create a long-term vision for overall growth and development of the city/settlement
- Set key strategies and action steps for critical sectors of the community e.g. housing, transportation, environment, civic amenities etc.
- Assign zones for particular land use types e.g. residential, commercial, open space etc.
- Create development intensity control tools regarding density, built volume etc.
- Produce an investment strategy and plan for multi-sectoral coordinated development
- Identify priority areas and sectors for interventions
- Take up immediate action plan for area development/redevelopment
- Ascertain priority projects with implementation guidelines etc.

Time Span

Sector Development Plan: Depending on the nature of objectives of the plan, this tier can range between 10-20 years. A major sector development strategy e.g. Drainage Master Plan can be longer range i.e. 20 years; while developing a particular aspect of a sector e.g. Public Transport Development Plan can be of shorter range, possibly, 10 years.

Development Management Plan: This tier can be 10 years in duration with review every 5 years.

Action Area/Action Plan: This type of plan should be 5 years in line with Five Year Plans, and action phases can be yearly matching with Annual Development Plans (ADP).

Scope and Content

Local Plans shall consist of the following components:

1. City/Sector Development Plan
2. Development Management Plan
3. Action/Action Area Plan/Scheme

1. City/Sector Development Plan

This type of plan is focused on particular sectors and/or themes. It can include, but not limited to, the following components:

- a) Housing & Living Environment – This component deals with one of the basic needs of the people of a community and is critical for a city/community's livability and functionality. Potential elements are:

- Housing typology & development strategy for each type
 - Housing demand and supply
 - Special housing supply
 - Neighborhood planning & design standards
- b) Transport and Traffic Management – Generally proposals for transport system development and its management are part of this plan. Major elements can be:
- Transport development strategy – road, rail, water
 - Road hierarchy according to network function
 - Major function, elements, design standard, adjacent development management etc. based on functional road hierarchy
 - Development and management of transport services and modalities including public transport
 - Special modality development – pedestrian, cycling plan etc.
- c) Hydrology & water management – This component is critical in our context and can be pivotal towards a balanced and sustainable development of a community. Main elements can be:
- Water resource management strategy
 - Fluvial flood management approach & measures
 - Pluvial water/drainage management approach & measures
- d) Community services & facilities development –This component can incorporate development strategy and proposals for:
- Education facilities
 - Healthcare facilities
 - Parks and opens space
 - Water body etc.
- e) Environment & disaster management –This component can incorporate development strategy and proposals for:
- Environmental and ecological conservation
 - Strategy for risk reduction and disaster management

2. Zoning/Development Management Plan

- a) Land use zoning – It consists of categorization of land of the city/community into various use-based zones e.g. residential, commercial, mixed use, institutional, open space, services etc. Based on this categorization and the attached regulation, decisions would be made regarding which type of building use would be permitted, conditionally permitted or not permitted in any given zone.
- b) Overlay/special zone management - There are many areas of special interest or characteristics within a city/community. Typically, there is some kind of influence zone for these types of areas that are marked by certain special features e.g. immediate surroundings of a major transit station, adjacent area of a historic site etc. Special measures are required for managing development in these areas. Overlay zones will be additional layers of such special areas on top of the typical land use zones having extra management regulations on top of the regular ones.

- c) Development Intensity Management – It is also a regulatory mechanism that defines the scale and amount of built volume that is permitted in a city or its local communities/wards. Different elements of this component include:
- Density – dwelling units per katha/acre etc.
 - Structure height – number of storey, height etc.
 - Volume – Floor Area Ratio (FAR), total floor space etc.
- d) Infrastructure Development Management – This segment should set out certain standards and guidelines for infrastructure development so that these deliver the highest benefits to people. Also, infrastructure need to be built adhering to some principles so that the negative externalities, if any, are minimized. For example, the principles that need to be considered regarding natural terrain, ecology and hydrology of an area when constructing a major infrastructure e.g. road, rail etc. should be mentioned in this planning component.

3. Action Area/Action Plan

This component is more strategic in approach, in the sense that it targets certain points of emphasis in the city/community that requires immediate intervention and/or has the potential to create a major transformative impact when appropriately worked upon. But operationally it is also concrete or, as the name suggests, action-oriented. These plans can be both space-oriented e.g. a special area development/redevelopment/regeneration and/or sector-oriented e.g. public park development etc. Potential themes/subject can include:

- Disaster Management
- Heritage conservation
- Industrial development
- Affordable housing development
- Community Awareness/engagement etc.

It will produce specific, implementable projects as outputs. Main possible elements are:

- Selection and prioritization of projects/sites
- Priority actions/proposals
- Investment Plan
- Phasing of implementation
- Detailing of certain elements etc.

All local level plans will translate and contextualize national, and more importantly regional, strategies for their respective area and needs. Local authorities will identify local problems, issues, opportunities and address them through local plans under the national spatial/physical planning policy framework.

7.2.8 Stakeholders at Different Tiers

A novel institutional arrangement would have to be constituted in order to carry out the proposed spatial planning system. Different operational aspects of the various tiers of plans proposed are elaborated in this section.

Table 7.1: Plan preparation, approval and implementation mechanism

Plan Tier	Plan Type	Initiator/Lead Role	Supporting Role	Custodian	Approver
National	National Physical/spatial Plan	Spatial Planning Department – Headquarters/ National Office	National Academy/Institute for Spatial Planning & Development	Spatial Planning Division (Proposal A) / Ministry of Spatial Planning (Proposal B)	NPEC (proposal-A)/ National Spatial Planning & Development Council (NSPDC) (Proposal B)
Regional	Division Development Plan/Strategy	Spatial Planning Department – Divisional Office	Spatial Planning Department – Headquarters/ National Office	Division Level SPD Coordination Committee	NPEC (proposal-A)/ National Spatial Planning & Development Council (NSPDC) (Proposal B)
	District Development Plan/Strategy	Spatial Planning Department – District Office	Spatial Planning Department – Divisional Office	District Level SPD Coordination Committee	NPEC (Proposal A)/ National Spatial Planning & Development Council (NSPDC) (Proposal B)
	Structure/Strategic Plan (Special Region)	Respective Authority (Special Region)	Spatial Planning Department – Headquarters/ National Office	Respective Authority (Special Region)	NPEC (Proposal A) / National Spatial Planning & Development Council (NSPDC) (Proposal B)
Local	Development Plan – Upazila	Upazila Parishad	Spatial Planning Department – District Office	Upazila Parishad Planning Department	Division/ District Level SPD Coordination Committee
	Development Plan – City Corporation	City Corporation	Spatial Planning Department – District Office	City Corporation	Division Level SPD Coordination Committee
	Development Plan – Pourashava	Pourashava	Spatial Planning Department – District Office	Pourashava	Division/ District Level SPD Coordination Committee

Note: Planning institutions referred in the table are based on the proposed institutional framework under this study (see chapter 8)

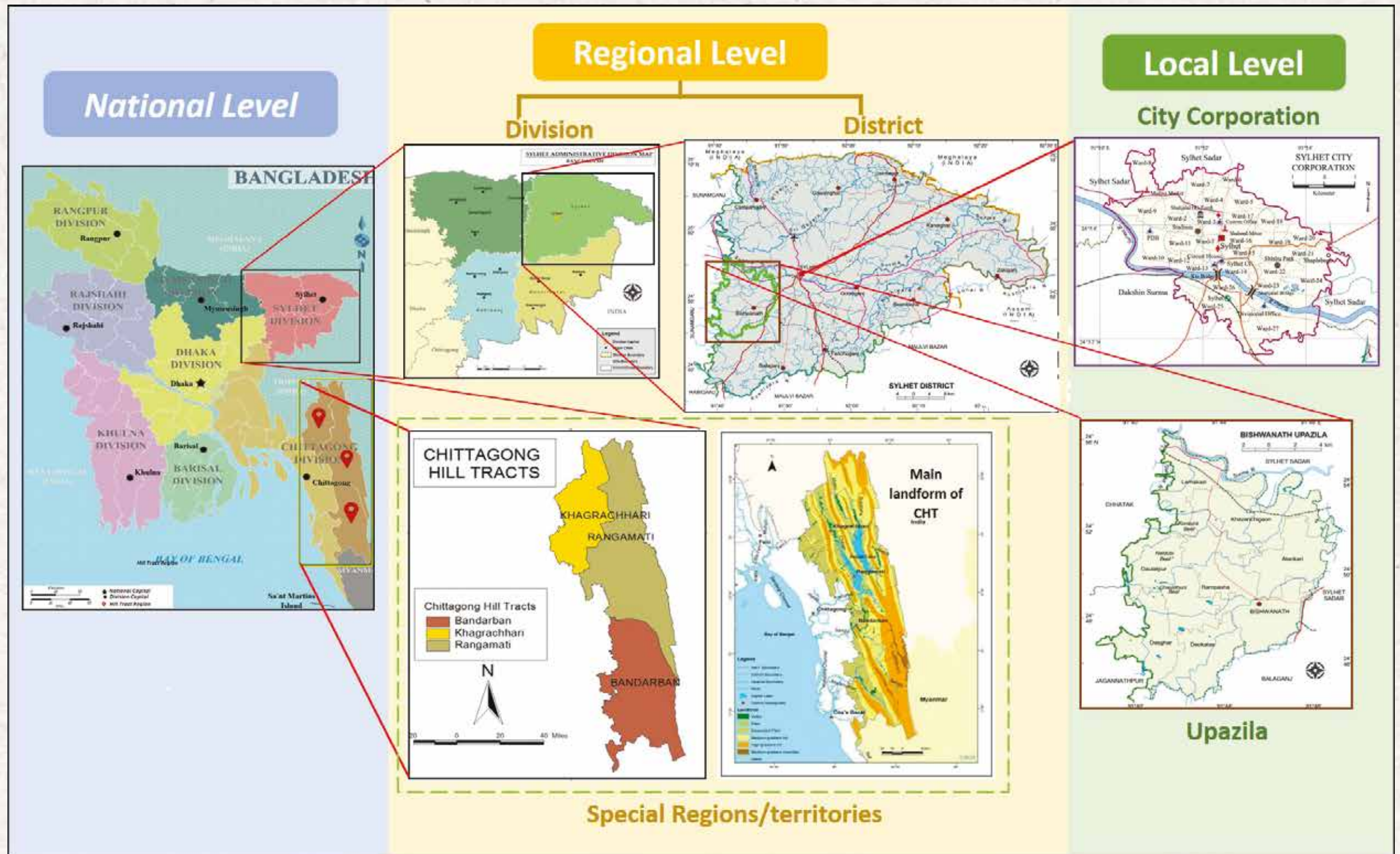


Figure 7.3: Spatial Planning Tiers and Corresponding Jurisdiction Areas

Table 7.2: Planning Framework & Hierarchy

Tier	National	Regional			Local	
Attribute						
Planning Document	National Spatial/Physical Plan	Division Development Plan/Strategy	District Development Plan/Strategy	Structure/Strategic Plan	1. Zoning Plan 2. Sectoral Development Plan 3. Action/Action Area Plan	1. Zoning Plan 2. Sectoral Development Plan 3. Action/Action Area Plan
Spatial Extent	Entire country	Division	District	Special Region	Upazila (excl. Paurashava/City Corp.)	Paurashava/City Corporation
Nature of Jurisdiction	Administrative	Administrative	Administrative	Thematic/ functional	Administrative	
Nature of Plan	Strategic	Strategic			1. Directive/prescriptive 2. Regulatory /Development Management	
Timeline	20 years	20 years			5 years	5 years
Functions	<ul style="list-style-type: none"> Incorporating spatial dimensions in national development planning Coordinate decisions of sectoral agencies/plans in spatial dimension Provide framework and guidelines for lower tier spatial plans 	<ul style="list-style-type: none"> Translate national spatial strategies into the regional scale Set out the overall regional development strategy Coordinate development initiatives/projects at the regional level Provide guidelines for the Sub-region/ special regions & their planning 	<ul style="list-style-type: none"> Translate regional spatial strategies into the sub-regional scale Set out the overall sub-regional development strategy Incorporate sectoral plans/ strategies in the overall development scenario Coordinate development initiatives/ projects at the sub-regional level Provide guidelines for the local plans 	<ul style="list-style-type: none"> Translate regional spatial strategies into the sub-regional scale Set out the overall sub-regional development strategy Incorporate sectoral plans/ strategies in the overall development scenario Coordinate development initiatives/ projects at the sub-regional level Provide guidelines for the local plans 	<ol style="list-style-type: none"> City/Sector Development Plan – Housing, Transport, Hydrology & water management, Community facilities & services etc. Zoning Plan - <ul style="list-style-type: none"> Land use zoning Overlay zones Development Intensity Management – structure height, volume etc. Infrastructure Development Management – standards, guidelines Action/Action Area Plan – Priority actions/ projects/proposals, Investment Plan, Special area development/ redevelopment 	
Input	National development plans, national sector policies, international goals etc.	National Physical Plan, Vision for the region, Regional sector policies, Special Region characteristics (Haor etc.), Regional economic drivers etc.	National Physical Plan, Division Development Plan/Strategy, Regional sector policies, Vision for the region, Population dynamics, Natural/environmental traits, Regional economic trends	National Physical Plan, Division/District Development Plan/Strategy, Regional sector policies, Vision for the region, Population dynamics, Natural/environmental traits, Regional economic trends	<ul style="list-style-type: none"> Regional plan policies for the area Local aspirations & needs Land use pattern Critical local concerns Local economic traits & opportunities 	
Output	Urbanization strategy, Rural development strategy, regional distribution of population/density, regional balance, strategic use of land, location of critical economic and communication hub etc.	Divisional spatial growth strategy, infrastructure corridors, distribution of population/density in districts/special regions, connection between district/region centers, broad/strategic land use zones etc.	District spatial growth strategy, infrastructure corridors, distribution of population/density in urban/rural centers, connection between urban/rural centers, broad/strategic land use zones etc.	Urban growth management strategy Strategic land use zoning Long term Transportation strategy Infrastructure guidelines Environmental protection/ conservation strategy Investment strategy Institutional arrangement & division of responsibility	<ul style="list-style-type: none"> Detailed Land use Development control tools & regulations Detailed development standards Service & infrastructure plans Local project design Implementation phasing & timeline 	

Table 7.3: Summary of the different aspects of spatial planning at different territorial scales

Attribute (Indicator/Criterion/Basis)	National	Regional	Local
Form			
Scale-Nature-Form			
Planning Nature/Type	Strategic Plan	Strategic Plan	Spatial-Regulatory Plan
Spatial Scale	Whole territory including Ocean	1. Administrative Territory Division & District 2. Geographical/ Ecological Territory 3. Functional Territory	Local Statutory Area Example: Upazila Pourashava, CC etc.
Temporal Scale	20 Years	10-20 Years	5-20 Years
Form	Report including Map	Report including Map	Report and Map
Common Name of Plan	National Physical/Spatial Plan	Regional/Sectoral Development Plan	Area Development Plan
Function-Component			
Major Functions	<ul style="list-style-type: none"> • Set spatial growth/ development directions and magnitude; • Incorporate spatial dimensions in national development planning; • Translate and synchronize sectoral policy-strategy-plans into spatial form; • Set sectoral/thematic spatial growth policy-strategies, measures and provide guidelines and directions for lower tier spatial plans 	<ul style="list-style-type: none"> • Translate national spatial strategies into the regional scale • Set out the overall regional development directions, strategies and measures; Incorporate sectoral plans/ strategies in the overall development scenario; • Synchronize sectoral development plan and initiatives/ projects at the regional level; • Provide guidelines for the Sub-region/ special regions & their planning 	<ul style="list-style-type: none"> • Local Development Policy-strategies • Detail Land Use plan including <ul style="list-style-type: none"> Ø Land use zoning Ø Development Intensity Management – structure height, volume etc. Ø Infrastructure Development Management – standards, guidelines • Sectoral Development Plans – Transport, Hydrology & water management, Community facilities & services etc. • Action/Action Area Plan – Priority actions/ projects/proposals, Investment Plan, Special area development/ redevelopment
Component & Hierarchy of Plan	Single component plan	Single component plan	Multi component plan with hierarchy: Structure Plan, Sectoral Plan, Action Plan etc.

Attribute (Indicator/Criterion/Basis)	National	Regional	Local
Inputs	<ul style="list-style-type: none"> • National Development Plans; • National Sectoral Policies and Acts, • Sectoral Development Plans • Acts, Rules, Regulations • International Plans, Goals and commitments • Development Potentials and Constraints • Geography, land use, hydrology, climate and challenges 	<ul style="list-style-type: none"> • National Physical Plan, • National Sectoral Policies and Acts, • Sectoral Development Plans • Population dynamics, • Natural/environmental traits, • Regional economic trends; • Regional Development Potentials and Constraints • Geography, land use, hydrology, climate and challenges 	<ul style="list-style-type: none"> • National Spatial Plan • Regional/Sectoral Development Plan • Regional plan policies for the area • Local geography, land use, hydrology and climate, • Local population, economy, transport and related • Local potentials, concerns, aspirations & needs
Output			
Output Form	i) National scale spatial plan (based on thematic areas like: urban, rural, agriculture, corridor, water courses and bodies, conservation etc. covers Policy, Strategy, measures, development directions etc.	i) Regional scale spatial plan (based on thematic areas & sectors covers policy strategies, measures, directive plan, special proposals etc.	i) Local Area Development Plan, ii) Sectoral Plan Map with implementation Scale, iii) Spatial Database
Output List	<ul style="list-style-type: none"> • Growth policies, strategies, measures and development directions of Urbanization, Rural Development, Agriculture, Conservation, Corridor development, conservation etc.; • Regional distribution of population/density, regional balance, • Strategies and directives for optimum use of land, • Location of critical economic and communication hub etc. • Development direction and measures for nation corridor and gateways (ports) 	<ul style="list-style-type: none"> • Divisional spatial growth strategy, • Infrastructure corridors, • distribution of population/density in districts/special regions, • connection between district/region centers, • Broad/strategic land use zones etc. • Strategic land use zoning • Long term Transportation strategy • Infrastructure guidelines • Environmental protection/ conservation strategy • Investment strategy 	<ul style="list-style-type: none"> • Detailed Land use • Development control tools & regulations • Detailed development standards • Service & infrastructure plans • Local project design • Implementation phasing & timeline

Attribute (Indicator/Criterion/Basis)	National	Regional	Local
- Legitimacy	Act and supportive rules cover i) definitions, ii) national authority (s) iii) delegation of power, iv) jurisdiction of power and function etc.	Supportive rule covers i) definitions, ii) form of authority, iii) delegation of power iv) functional jurisdiction	i) Act and ii) supportive rules for respective local authority (s) that covers iii) definitions iv) planning component, v) development control, vi) jurisdiction of power and functions, delegation of power against post
- Institution	Institutions (preferably Ministry or Division) and Department that have scope to scale up their, i) organizational set-up and ii) function for entire territory.	i) National institution shall cover, ii) additional input: Regional level Committee/Council can be formed	i) Local set-up of the national institution, ii) institutional set-up of respective Local Authority
Major Functions of the Institution			<ul style="list-style-type: none"> • Preparation and approval of local area development plan (including appropriate components: land use, transport, other sectors etc.); • Preparation and approval of action area plan/site development plan; • Implementation of plans and projects; • Development Control

8. Proposal for Institutional Framework

8.1 Introduction

As discussed, in chapter-5 there are essentially three types of Planning in Bangladesh: i) Economic & Social development plan at national level, ii) Sectoral plan at national and local level and iii) Spatial plan at local and sub-regional level. Regional level planning is yet to be introduced which is essential to bridge the national with the local for the entire country. Major shortcomings are as follows:

- Translation of national plans in local level are arbitrarily done due to lack of planning guidelines, intermediate spatial plans (e.g. regional plans) and lack of institutional mechanism for interaction among the national and local level institutions.
- Absence of appropriate spatial planning and congruent institution at national level with regional and local offices is another shortcoming for which sectors have to deal with corresponding planning without regard for what other sectors are doing with space.

Coordination and spatial translation is necessary among the national and sectoral plans by introduction of institutional mechanism for “integrated spatial planning” which needs institutional innovation and design. The rest of this chapter presents the framework that designed to ensure this coordination and translation in practice.

8.2 Guiding Principles for Institutional Framework Proposal

The Task Force adhered to a number of guiding principles while preparing the institutional framework. Some of the key principles are:

- Spatial planning should be done under the same umbrella as the long and mid-term Economic and Social plans and policies to ensure institutional proximity across different types of plans (e.g. FYPs, Perspective plans and Delta Plan). In view of the critical importance of planning and its unique attributes vis-à-vis implementation, any organization entrusted with planning need to embrace planning as its primary mandate or have such mandate already in place.
- Inclusion of a development project in a spatial plan enhances its value in attracting public investment. As a result, if spatial planning and implementation of development projects are entrusted to the same agency or public sector organization Conflict of Interest will arise without necessary accountability. Hence, this needs to be avoided. Contrarily, if spatial planning assesses sectoral projects in a planning agency under the “integrated spatial planning” framework outside of an implementing agency, a check and balance can be ensured between planning and implementation. This will substantially reduce delay and lack of coordination during later periods.

- The ministry and agency to administer spatial planning should be cross-cutting in scope that have the necessary authority to have an oversight and coordinating role across ministries. Few decades back the core focus of planning was in housing and sanitation which is now broadened extensively. Institutional design also needs to take this into account.
- The extent of organizational reform needs to be minimal yet innovative so that the benefit of reform substantially exceeds the cost of establishment and subsequent operations. The benefit of “innovative institutional design” in congruence with project planning simultaneously over ‘space’ and ‘sectors’ for ‘given budget’ will ensure better coordination down the line and eventually “less will be more”. By enabling coordination in the planning phase and reducing over commitment due to check and balance. This will enhance efficiency and help avoid “fourth quarter syndrome” by phase that will reduce implementation bottleneck.
- To facilitate evidence-based planning and a comprehensive Planning Information System (PIS) proximity to Bangladesh Bureau of Statistics (BBS) would be beneficial. However, it will be necessary to avoid duplication of data collection for spatial planning projects. Currently planning studies have to spend financial and human resources to collect data that were already collected by other agencies but are not shared due to various bureaucratic bottlenecks. By developing proper protocols such waste of scarce resources can be avoided.

8.3 Role the Proposed Framework at Different Hierarchies

Institution will serve as the backbone of the overall Spatial Planning Framework. The structure and role of the needs to be congruent with the planning framework outlined in the previous chapter. The proposed planning framework would indicate various role in the different geographical levels, e.g. urban and rural linkage; national strategies drawn down through division, district and local level; coordination between sectors and sub-disciplines; schematization of regions and hierarchies etc. And for better operation of the planning framework, three (3) tier framework are proposed for the Spatial Planning in Bangladesh, those are: national, regional (comprised of administrative and functional categories) and local. The institutional framework, that will operationalize the planning framework, should have also different roles in those three tiers: National, Regional and Local level. Brief roles are discussed below:

National Level: Prepare National Spatial Plan, work closely with the concerned divisions of Planning commission and Ministry of planning to formulate long-term and medium term national, Provide technical support to all sectors/divisions/agencies formulating sectoral plans and work with respective divisions for project appraisal.

Regional Level: Prepare regional spatial plan including (division, district and functional regions), work closely with sectors at regional level for providing both planning inputs and select project for implementation.

Local Level: work as attached department in the upazila set up for preparing & implementing local level plans especially upazila as well as rural areas, coordinate sectors working at

upazila level regarding spatial arrangement of functions, provide technical support to urban local government institutions (Municipalities) regarding preparation and implementation of spatial plans.

Keeping in mind of all above shortcomings, guiding principles set for the institutional frameworks, role of the institutional setting at different hierarchies and searching for a sustainable solution appropriate for and easily adoptive with the current planning and institutional regime of Bangladesh, this study proposes a three-tier planning system in the previous chapter: national, regional and local. The institutional framework proposals presented in this section are formed in light of the planning approach, hierarchy and functions presented above. In this light two alternative institutional frameworks are proposed. In both options a distinct **Spatial Planning Department (SPD)** and national **Institute for Spatial Planning and Development (NISPD)** are common and the SPD will be supported by offices down to different administrative levels. The first option suggests that the department will be placed under a newly formed Spatial Planning Division in the Ministry of Planning which will work closely with both all the divisions of the Ministry of Planning as well as the Planning Commission. The second option suggests that a separate Ministry of Spatial Planning which will host the proposed SPD and NISPD. Since the sectoral and multi-sectoral development projects will be largely constituted by the spatial plans, the evaluation and approval processes for the plans, especially the national and regional plans will be under the purview of the National Economic Council (NEC). However, in view of the proposed new role, the NEC can be renamed as the **National Planning and Economic Council (NPEC)**.

8.4 Proposal A: Institutional Arrangement under the Ministry of Planning

According to the first proposal, the institutional arrangement will comprise of a spatial Planning Division, a Spatial Planning Department and a National Institute for Spatial Planning and Development (NISPD). Spatial Planning Issues shall be administered in Bangladesh by the Spatial Planning Division by the Ministry of Planning. In the current planning regime, LGs are empowered to practice spatial planning in the form of town planning, physical planning or master plan. This proposal also support/confirm LGI's mandate regarding spatial planning where SPD will provide necessary technical support and guidance to the respective LGs.

8.4.1 Justification to incorporate Spatial Planning Department under the Ministry of Planning with close relationship with Planning Commission

Ministry of Planning is comprised of three divisions namely Planning Division, Statistics & Informatics Division and Implementation, Monitoring and Evaluation Division.

- i) **Planning Division** is primarily responsible for the preparation of national plans-annual, five-year and perspective for the economic and social development of the country, preparation of annual development programmes, periodic review of annual development plan etc.
- ii) **Statistics & Informatics Division** is responsible for all matters relating to Statistics and Information; preparation, maintenance and revision of National Population

Register (NPR), Development & maintenance of standard for Data Structure as well as central Geographical Information System (GIS) platform etc.

- iii) **Implementation, Monitoring and Evaluation Division** deals with monitoring and evaluation of the implementation of development projects, collection and compilation of project wise data, preparing progress reports, field inspection of projects etc.

The **Bangladesh Planning Commission** is the central planning organization of the country, its activities include the following elements of development planning:

- Advisory, executive and co-ordinational. It advises the government in matters of development goals, priorities, strategies, and policy measures. As executive role, it processes the development projects for approval and prepared all types of plans. It also coordinates the whole range of planning activities.
- Plan preparation: preparation of long term plans, mid-term plans (5 year), short term plans,
- Policy Planning: determination of goals, objectives, priorities, strategies and policy measures for development plans;
- Sectoral Planning: identification of the role that the various sectors of the economy are required to play in the context of the plan objectives and goals.
- Programme Planning: formulation of detailed resource allocation to realize the plan objectives and goals.
- Project Planning: appraisal of projects embodying investment decisions for the implementation of the sectoral plans.
- Process Monitoring: Monitoring, review of progress of different projects under various Ministries, and
- Evaluation: Impact analysis of Plans on the People's living standard (P-36, Chowdhury JA, 2009).

The Planning Commission comprised of six divisions namely:

- i) **General Economics Division** is primarily responsible for preparing long and medium-term plans;
- ii) **Programming Division** is responsible for preparing short-term plan (ADP), resource allocation and secretariat support to ECNEC;
- iii) **Agriculture, Water Resource & Rural Institutions Division** deals with policy planning and sectoral priorities on agriculture (including forest and environment), water resource and rural development;
- iv) **Socio-Economic Infrastructure Division** deals with preparation of national sectoral plan, project identification for ADP, Mid-term development plan, sectoral priorities etc.
- v) **Industry & Energy Division** formulation of sectoral plans for Short, Medium and Long term ;
- vi) **Physical Infrastructure Division;** the division deals with three sectors: (a) Transport, (b) Physical Planning, Water Supply, Housing & Sanitation and (c) Communication.

Institutional Linkages of the Ministry of Planning and Planning Commission with other Ministries/Divisions/Organizations

In preparing long term plans, Mid-term plans and the Annual Development Programme in carrying out the process of project appraisal and approval, the Planning Commission interacts with different Ministries/Divisions/Agencies of the government that described briefly by the following illustration¹⁴.

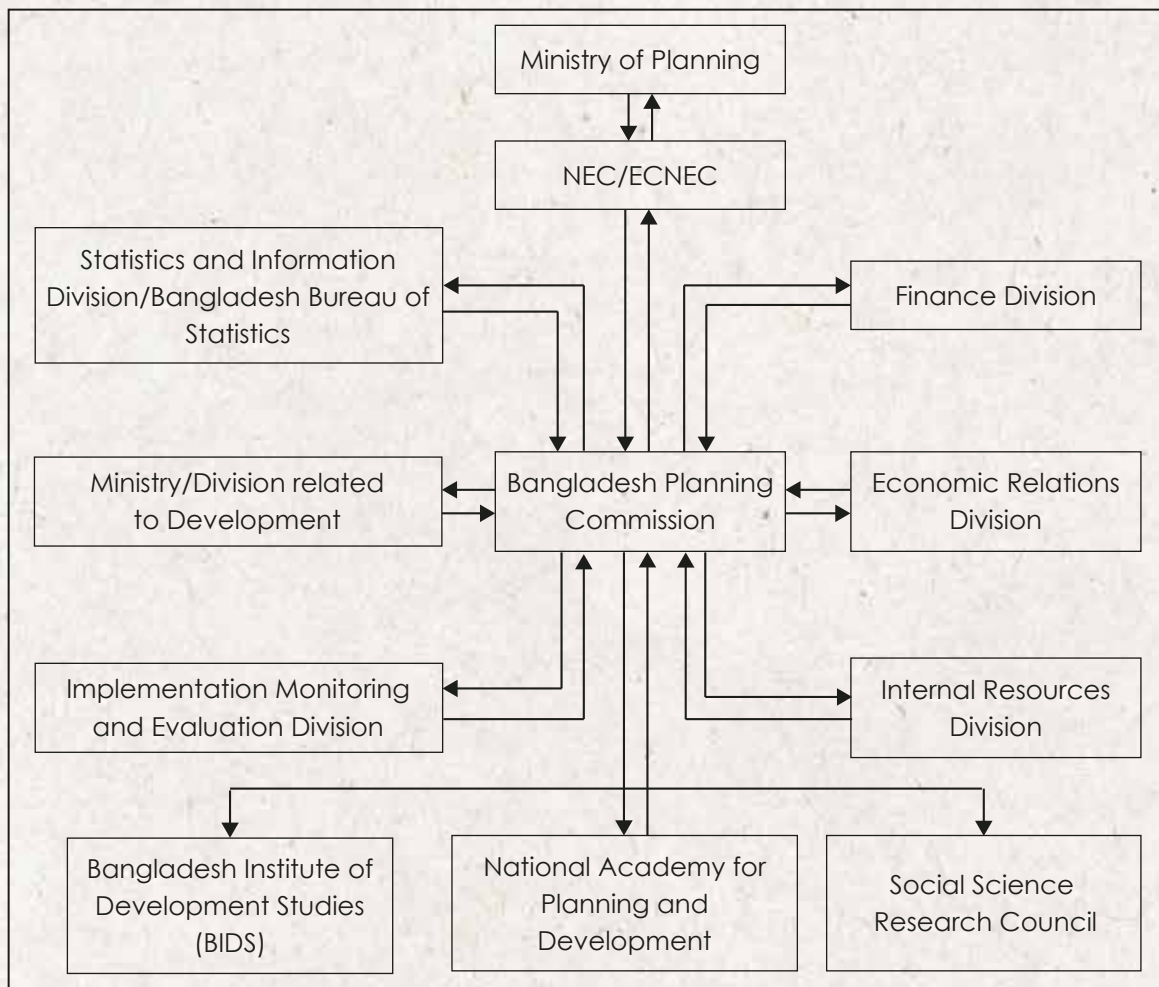


Figure 8.1: Structure of Planning Commission

¹⁴http://www.plancomm.gov.bd/sites/default/files/files/plancomm.portal.gov.bd/files/128f2123_1af2_4173_8ecd_23769dde33a5/Linkage.pdf

8.4.2 Proposed Institutional Set-up under proposal A

Spatial Planning Issues shall be administered in Bangladesh by the Spatial Planning Division under the Ministry of Planning. The Division will administer at least two national agencies:

- Spatial Planning Department (SPD)
- National Institute for Spatial Planning and Development (NISPD)

Office of the Spatial Planning Department (SPD) will be set up down to District and upazila Level. The SPD will act as the national agency of the country for both vertical and horizontal inter connection of the different level of plans and agencies. Vertical connections among the national, regional and local level plans/agencies in the form of coordination, cooperation and integration (if and where necessary) and the horizontal interaction among region to region and local to local in the same forms. Spatial Planning Division will act as the apex national institution ensuring sectoral coordination, integration of spatial issues in national policies, plans in collaboration with Planning Commission and provide necessary support to NEC/ECNEC (to be reformed as NPEC/ECNPEC) regarding national spatial matters like approval and oversee of National Spatial Plan etc.

The SPD will act as the national agency of the country. The Spatial Planning Department shall not intervene at the local level urban areas (CC and Municipalities) directly as these Urban Local Government Institutions (LGI) have the legitimacy to exercise local level plans and development control. The district level office of SPD will provide technical support and overall guidance to the urban LGIs (CC and Pourashava) regarding preparation, approval and implementation their respective spatial as well as integrated development plan. On the other hand, Upazila Parishad is the apex Local Government Institution at upazila/local level (for whole upazila/rural areas) that coordinate and govern transferred government departments at this level ensuring peoples' participation. To support the Upazila parishad, lowest tier of the Spatial Planning Department at upazila level shall act as the transferred department of SPD under Upazila Parishad.

Committees:

For ensuring peoples' participation under the democratic environment, three Spatial Planning and Development Coordination Committees are proposed under this proposal in parallel with the hierarchical order of the planning administration: national, regional and district level. The Committees are is multi-sectoral and interdisciplinary in nature, with public, private and civil society participation involving all concerned entities within a country. These committees need to be formed to foresee overall coordination among ministries/departments and agencies as well as to ensure incorporation of peoples' voice at national, regional and district level respectively.

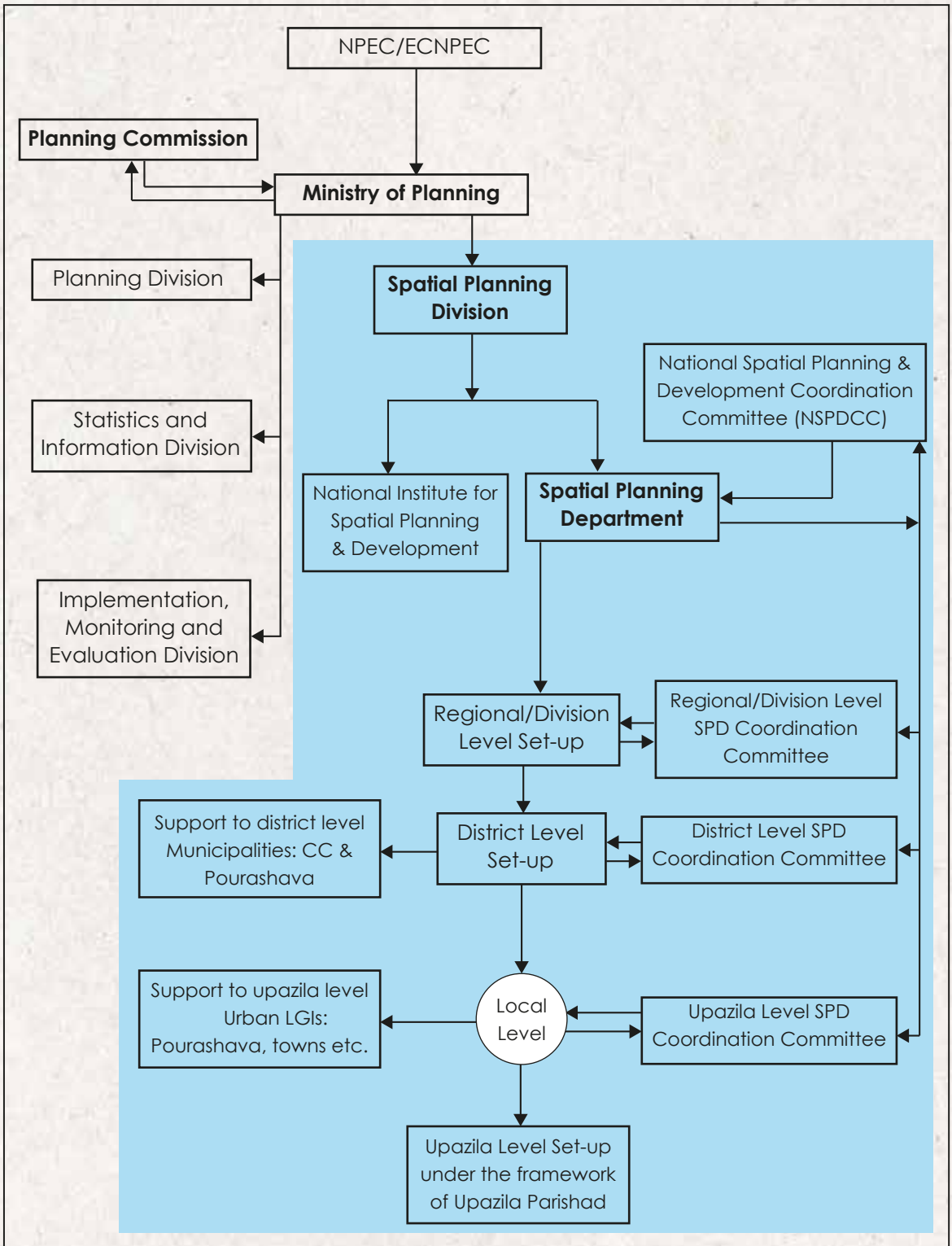


Figure 8.2: Illustration of Institutional Framework under Proposal A

8.4.3 Major Functions of the proposed Institutions

Broadly three organizations along with three committees are proposed under proposal A. The institutions are: i) Spatial Planning Division (to be the 7th division of the Planning Commission), ii) Spatial Planning Department (SPD) and iii) National Institute for Spatial Planning and Development (NISPD). Brief about responsibilities and major functions of those organizations are given in the following table.

Table 8.1: Responsibilities and Major Functions of the proposed Organizations (Option A)

Sl. No	Ministry/ Division/ Department	Responsibilities and Major Functions	Remarks
01.	Spatial Planning Division	<ul style="list-style-type: none"> Proposed Spatial Planning Division will be the 7th Division to be established under the Bangladesh Planning Commission. The Spatial Planning Division will be the national executive organization of Bangladesh in charge of formulating, implementing, and orienting spatial planning policy-acts-rules, formulating and implementing of national and regional spatial plans and support to prepare economic & social national plans, coordinating and providing technical assistance to all ministry/department/authority/ concerns to formulate and implement of sectoral plans, sub-regional and local level spatial plans in the country. The Spatial Planning Department will administer proposed couple of institutions: The Spatial Planning Department and the National Institute for Spatial Planning and Development (NISPD). Closely work with all divisions especially General Economic Division and Physical Infrastructure division to support formulating national & sectoral plans, policies, strategies and coordination. 	<ul style="list-style-type: none"> Personnel having technical know-how will be required as bureaucrats to administer activities in this division. Officers to be recruited for this division need to be qualified with professional spatial planning degree. They might be recruited as special cadre service. A separate and independent study was carried out by BIP and integrated with this proposal. (For detail please see annex 6) The Planning Commission may also transfer Senior Officials (Planners) of this Division and the Spatial Planning Department to similar senior positions of different agency/Authority/LGI to administer their respective spatial planning functions, as like: Chief Town Planner of City Corporation, development authority etc.

Sl. No.	Ministry/ Division/ Department	Responsibilities and Major Functions	Remarks
02.	Spatial Planning Department (SPD)	<p>National Agency responsible for executing the functions of the Spatial Planning Division of the Planning Commission.</p> <ul style="list-style-type: none"> To advise the government on matters of policy relating spatial arrangement, land use, urbanization, settlement development, resource conservation and land development. To prepare and coordinate national and regional spatial plans. Provide technical support (where necessary) and coordinate to sectoral agencies and local authorities preparing and implementing regional and local level spatial plans. 	<ul style="list-style-type: none"> Need to establish regional Offices (at division level), District Offices and upazila offices with proper technical and non-technical supported manpower. District Offices will support and coordinate the urban Local government Institutes (CC and Pourashava) and sectoral agencies at district level usually regarding spatial planning issues. The Upazila level office will act as attached department of the Upazila Parishad ensuring all spatial planning matters of the Upazila except Pourashava jurisdiction. The Upazila level office will support and coordinate the urban Local government Institutes (Upazila level Pourashavas) and sectoral agencies at Upazila level regarding spatial planning issues.
03.	National Institute for Spatial Planning and Development (NISPD)	<ul style="list-style-type: none"> Quality Control and Human Resource Development; Research and development of various materials related to spatial planning like: planning standard, standard budget framework, planning implementation operational manual etc. 	<ul style="list-style-type: none"> Capacity development of the officials A supportive indicative proposal has been prepared regarding a schedule of benchmark rate to help agencies to outsource plan preparation has been attached in annex 7 (titled: Guidelines for Cost Estimation for Spatial Planning Projects)

8.5 Proposal B: Forming an independent Ministry

According to the second proposal, the institutional arrangement will comprise of the Ministry of Spatial Planning, a Spatial Planning Department and a national institute for spatial planning and Development (all institutions to be formed newly in this country). Spatial Planning Issues shall be administered in Bangladesh by the newly formed Ministry of Spatial Planning under the supervision of a high empowered national council. In the current planning regime, LGs are empowered to practice spatial planning in the name of town planning,

town planning, physical planning or master plan. This proposal also support/confirm LGI's mandate regarding spatial planning practices. However, keeping in mind about the institutional and technical shortcomings of LGIs regarding spatial planning practice, the Spatial Planning Department will provide necessary technical support and guidance to the concern LGIs.

8.5.1 Proposed Institutional Set-up under Proposal B

The alternative proposal for the institutional set up (proposal-B) to be supportive of the planning framework presented in previous chapter is nothing different of proposal-A except the governing Ministry. In this alternative proposal Spatial Planning Issues shall be administered in Bangladesh by initiating an independent ministry named "Ministry of Spatial Planning" rather under the Ministry of Planning. Couple of organizations proposed in the previous proposal are remain same in this proposal also means the Ministry of Spatial Planning will govern two national organizations named the Spatial Planning Department and the National Institute for Spatial Planning and Development (NISPD). Functions, jurisdictions, organizational set-up and related matters are remained same, so for avoiding repetition of texts, descriptions are not provided here.

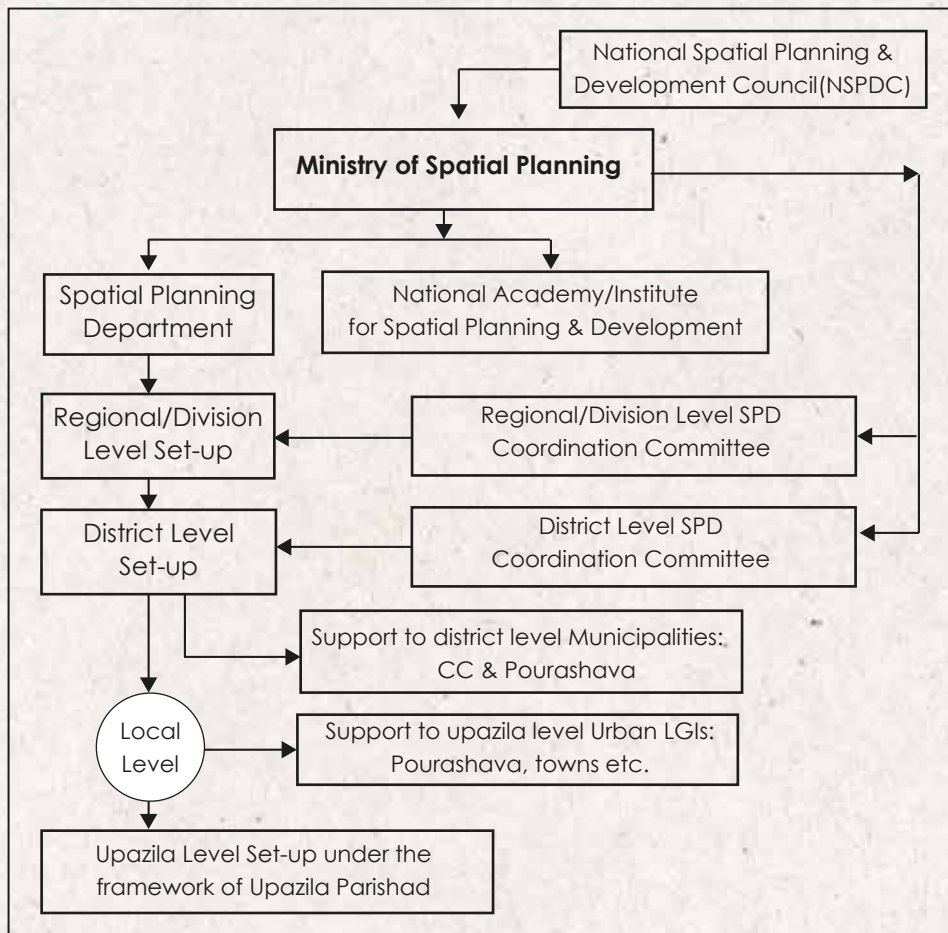


Figure 8.4: Illustration of Overall Institutional Framework under Proposal B

Council:

At the apex level, the National Spatial Planning & Development Council (NSPDC) will be formed to provide overall guidance of the spatial Planning & Development of the country, approval of the National Spatial Plan etc. The Council is multi-sectoral and interdisciplinary in nature, with public, private and civil society participation involving all concerned entities within a country. The Council will be chaired by the Honorable Prime Minister of Bangladesh. Formation and major responsibilities of the Council is given in Annex 1.

8.5.2 Major Functions of the Proposed Institutions

Broadly three institutions along with three committees are proposed under proposal B. The institutions are: i) Ministry of Spatial Planning, ii) Spatial Planning Department (SPD) and iii) National Institute for Spatial Planning and Development (NISPD). Brief responsibilities and major functions of those institutions are same as proposal-A that as detailed above in section 8.4.

8.5.3. Delegation of Power of the Proposed Organizations

The Government of Bangladesh delegates special responsibilities to some respective ministries for ensuring proper coordination at central level in Chapter III- Inter Ministerial Consultation in the Allocation of Business of Ministries/Divisions. For example: every ministry/agency is responsible to consult with

- the Ministry of Law for any judicial/legal matter.
- the Ministry of Public Administration for creation, incorporation, abolish or merge any post/service in the government system of Bangladesh comprised of government, semi-government and autonomous organizations;
- The Ministry of Finance for any matter related to public investment, expenditure etc.

In this case, while preparing the proposed Rules of Business for the proposed Spatial Planning Division (for the case of proposal-A) or the Ministry of Spatial Planning (for proposal-B), an additional section need to be prepared and incorporated in **Chapter III – Inter Ministerial Consultation**. Add clause number 16 as follows:

(16) Consultation with the Ministry of Spatial Planning Division

The Ministry of Spatial Planning shall be consulted –

- (i) On all sectoral policy and plan related to spatial arrangement/space/land uses;
- (ii) Plan regarding national infrastructure network;
- (iii) Plan related to land use and space allocation at national and regional scale
- (iv) Plan related to area and settlement development

Coordination Committees

For ensuring proper coordination among sectoral allocation, project appraisal and related spatial planning and implementation issues, members/representative of Spatial Planning Division/ Department should incorporate several committees such as Project Appraisal Committee, Project Evaluation Committee, Project Steering Committee, Project Implementation Committee etc.

9. Legal Framework

9.1 Introduction

Spatial planning is expected to play a crucial role in fostering social justice and human progress by reducing rural-urban divide, ensuring sustainable economic growth and social progress without leaving anyone behind and jeopardizing the future generations. In Bangladesh specific challenges such as land scarcity, climate risks and delta challenges and sectoral coordination should be addressed in the legal framework with due detail. The legal framework needs to be designed with a view to strengthening the role of states in ensuring property rights, reducing uncertainty, clarify the extent of state intervention and in establishing rule of law with the effect that the boundaries of economic entities are well defined and externalities are internalized through innovative measures. For a country facing neoliberal conditions, safeguarding property rights and erasing externalities is of pivotal importance. An appropriate legal framework helps to institutionalize state's policies and intent and consolidate technical and normative intent in a manner that translates into daily practices and behavior. This also clarifies the standpoint of the state to every citizen and economic agents allowing them to manage their expectation accordingly. When externalities and uncertainties are minimized making economic decisions such as investment, choice of occupation, or entrepreneurial initiative become easy. Increased competitiveness helps boost not only personal well-being but also brings certainty to local, regional and national economy.

The legal structure will involve examining current legal documents used in the country for planning and development and proposing new ones to facilitate the creation of a proposed institutional framework and connect with existing legal documents. In terms of planning, the country practices sectoral planning in various geographic locations. A development authority under the Ministry of Housing and Public Works administers the planning and regulatory system for metropolitan cities, while smaller towns have their own systems operated by Municipal authorities. These entities only work within their defined jurisdiction areas. However, there are large areas of land between these cities and towns that are not subject to any planning process and are administered by upazilas or small townships. The new legal framework aims to fill these gaps and suggest a single law that covers spatial planning and regulation all areas of the country, regardless of whether they are urban or rural. This framework will also integrate with existing environmental, archaeological, building construction, agricultural, and other land and water related laws in the country.

9.2 Existing Legislation Related to Spatial Planning

Despite absence of explicit spatial planning law there are a handful of laws and rules that currently provides legal basis for spatial development in Bangladesh. However, some of the laws are direct response to the increasing pressure of urbanization (e.g. draft law for protection of agricultural land, law for protection of water bodies etc.). These protective laws are reactive in essence which indicate that due to a lack of spatial planning private sector and

even public sector activities cause substantial externalities for the rest of the society. There are also a number of legislations that are in draft form (e.g. Agricultural Land (Proper Use and Protection) Act 2021, Urban and Regional Planning Act 2023) which are relevant to spatial planning. Also, there are a handful of laws that have direct or indirect implication on spatial planning in Bangladesh.

- Bangladesh Environmental Conservation Act 1995
- Building Construction Act and Rules
- Town Improvement Act 1953
- Bangladesh Environment Conservation. Act, 1995 (as amended to 2010)
- Local Government (Pourashava) Act 2009
- Bangladesh Water Act 2013
- Water-course Act, 2000
- The National River Protection Commission Act, 2013,
- Sand Quarry and Earth Management Act, 2010, The Open Space Act, 2000, Environment Conservation Act, 1995,
- Forest Act, 1927
- Bangladesh State Acquisition and Tenancy Act, 1950
- Economic Zone Act 2010
- Bangladesh Biodiversity Act 2017,
- Bangladesh Petroleum Act 2016,
- Mines Act 1923
- Building Construction Act 2008 and their relevant codes
- Agricultural and Sanitary Improvement Act, 1920
- Ground Water Management for Agricultural Use Ordinance, 2018¹⁵
- Renewable Energy Policy 2008
- Acts and orders of Development Authorities (RAJUK, RDA etc)
- UDD creation orders 1965, and many others

9.3 Desired Features of the Legal Framework

For operationalizing the SPF it is necessary to be translated into and supported by a legal framework that accounts for different aspects of the framework including, but not necessarily limited to, the following:

- Specification of institutional structure including of Department/ Division/ Ministry outlining the rules of business, definition of mandates, organogram, and recruitment procedures. This will also include reformation of NEC to NPEC (see chapter 8) and other necessary reforms in that regard.
- Ensure that the integration of socio-economic plans, sectoral plans and spatial plans and congruent responsibilities of respective personnel and agencies are mandated by law.
- Ensure that all ministries and departments engaged in any form of spatial development and management adhere to spatial planning legislation with regard to their

¹⁵<http://bdlaws.minlaw.gov.bd/act-details-1226.html>

mandated activities.

- Specify the planning instruments or tools employed to ensure efficient management of urban and rural land, housing density, and development priorities, encompassing strategic planning, statutory planning, land subdivision and consolidation, assessment requirements, and more. These tools are implemented at various levels, from the national to the local, to achieve well-coordinated and sustainable development practices. The law should accommodate the possibility that the instruments will continue to evolve with time.
- Laws designating respective agencies and offices at appropriate hierarchy to formulate, enact, review, disseminate and implement spatial plan/planning at all levels.
- Laws facilitating inter-sectoral coordination including the binding activities for formulating development project as per directives of Spatial Planning Department. The process of sectoral integration should be ensured at the project planning level and also be carried out in the budgetary allocation.
- Necessary instructions to ensure standardization and modality of technical coordination in the process of spatial planning.
- Budgetary process and MTBF should be upgraded to ensure regional balance in budgetary allocation.
- Ensure creation of templates, guidelines, and standards to ensure that all planning documents based on their category have uniform content, standards, and color codes, creating a streamlined approach throughout the country.
- Specify time span, jurisdiction and address coordination mechanism of planning across hierarchies.
- Outline the process for amending any planning document by ensuring the involvement of relevant agencies, professionals, and concerned communities.
- Regulate spatial development as per directives of the spatial plans at different levels.
- Highlight the desired welfare and justice consequence of spatial planning in terms of property right of individuals, groups, organizations and communities.
- Specify development assessment mechanism for small scale to nationally significant development project by ensuring public participations
- Ensure the involvement of town planners in all forms of land subdivision or consolidation in the country to achieve orderly division of larger parcels of land into smaller lots for development purposes to adhere the broader goals and principles of urban development and sustainable land use
- Specify with necessary detail how an individual or any entity thereof will secure their rights specially but not limited to property right, that are relevant to the spatial planning. This will ensure safeguarding the poor and powerless.
- Ensure the development of a digital planning platform aims to facilitate the storage and sharing of planning-related information among different agencies and communities. This platform serves as a centralized system that enables efficient collaboration and access to relevant data for various stakeholders involved in the planning process. Through this digital platform, the exchange of

information becomes more seamless, leading to better coordination and informed decision-making.

- Spatial planning act also needs to be combined with land and environmental laws for best outcome and integration at institutional level.
- Few amendments to existing regulations related to spatial planning and land management may be necessary. For instance, the Local Government Act or regulation may need to include planning activities such as strategic planning and development assessment planning, as well as land subdivision functions.
- In addition, the Building Construction Act and Regulation may have conflicting clauses that will require resolution through future amendments.
- Development Management measures and tools shall need to be standardized with a uniform set of tools e.g. classification of building structures
- Overlapping and potentially conflicting functions between closely associated Acts and regulations need to be resolved and harmonized e.g. Building Construction Act, regulations and various planning Acts and regulation (Town Improvement Act etc.)



10. Transitioning to the Proposed Framework: Seizing the Opportunity

Bangladesh is currently presented with a unique opportunity to institute a comprehensive spatial planning framework. This is the high time to initiate this process. Firstly, the rationale for such a framework is discussed at length in chapter 3. Secondly, recent global trend of rapid development in planning scholarship and practice makes it easy for Bangladesh to gather knowledge from their learning that will be useful in creating an effective institutional and legal framework for spatial planning in the country. Thirdly, the regular graduation of spatial planners from leading public universities over several decades has resulted in a sizable human resource pool that can help to readily operationalize the proposed framework.

Despite the challenges faced, Bangladeshi planners have gained valuable practical experience through their involvement in various public sector projects. Higher education has also enriched them with insights that will be invaluable for the country's development. To prevent brain-drain and the depletion of human resources in spatial planning due to absorption in other sectors, it is crucial for the public sector to promptly utilize this resource pool. Additionally, proper utilization will expose planners to real-life planning problems and foster the generation of innovative solutions.

To successfully transition from the existing framework to the proposed structure in spatial, institutional, and legal aspects, a roadmap is essential, along with active involvement from relevant stakeholders in different activities. This will ensure a smooth development and effective implementation of the spatial planning framework to support Bangladesh's growth and development.

10.1 Transitioning Activities/Milestones

Complete Proposal Submission: After completing the proposal, it will be submitted to the Honorable Prime Minister, garnering attention from relevant government agencies and planning schools. The proposed framework should include stakeholder opinions, expert input, and reviews to ensure better buy-in from relevant stakeholders. Further development will be necessary to align the framework with the government's institutional setting.

Sensitization and Awareness Creation: Gaining buy-in from major political parties, civil society organizations, and development partners is crucial for successful reform. Outreach efforts should include engaging with major policy influencers, political party representatives, development scholars, and socio-economic planning experts to gather input and ensure collective ownership of spatial planning's agenda.

Formation of a Steering Committee and Working Group: A national steering committee should be formed to oversee the implementation of the spatial planning framework. The committee, with support from the Bangladesh Institute of Planners (BIP), will be responsible

various tasks such as enacting the legal framework, creating necessary institutional reforms, and ensuring sectoral coordination.

10.2 Phasing of Implementation

The phased implementation of the spatial planning framework includes:

- i. Drafting and finalizing the Spatial Planning Act.
- ii. Formation of the Spatial Planning Department and necessary changes in relevant sectoral allocation of business.
- iii. Adoption and integration of existing planning organizations into the new framework.
- iv. Recruiting spatial planners for higher-level plans (e.g. National, Regional and District Level plans).
- v. Preparation of the National Spatial Plan, Regional Spatial Plans for eight divisions and if possible 64 districts.
- vi. Recruiting professionals to facilitate local-level plan preparation.
- vii. Updating the Spatial Planning Act based on the experiences of previous phases.
- viii. Full scale adoption of the spatial planning framework.



11. Conclusion

This study on a spatial planning framework for Bangladesh is an initiative that introduced the necessity, and outlined the essential building blocks for a spatial planning framework. With assistance from Bangladesh Institute of Planners (BIP) along with other stakeholders, the task force members have tried to render their fullest professional knowledge and experience within the limited scope of the study to formulate the national spatial planning framework and its relevant derivatives. However, the long-term implications of the core intent of the study – a comprehensive and well-integrated spatial planning structure for the country – would surely require a larger scale full-fledged study with full endorsement of the government that can detail out every element of the framework including supporting structures of legal, institutional and technical elements – laws e.g. the Spatial Planning Act, regulations, strategy and pathway for long term institutional reform etc. A comprehensive and reflexive framework can create the foundations of a sustained practice of organized spatial planning and sustainable development.

The intent of the proposals contained within the span of this study accompanies changes that are 'systemic' in nature. As with any proposition that entails deep and fundamental change, the content of this study is likely to cause 'ripples' in the status quo or business-as-usual state of affairs. Hence, engaging all the relevant stakeholders meaningfully in conversation, addressing and assimilating their reasonable concerns would, therefore, be crucial in mainstreaming the proposed framework. The initiative needs to be situated in the larger context of global, regional, and local urbanization, as well as the rapid spatial growth and development occurring at an unprecedented scale and rate within the country. This would visibly demonstrate and plausibly establish the need for a well-structured, comprehensive, and legally and institutionally robust spatial planning framework.

The report has evidenced that the policy makers, right after our independence, envisioned the necessity of spatial planning although the terminology might have been different from what has been used in the current study (See Box 1 for more detail). After more than five decades this report highlights the unique opportunity to implement the long overdue reform to operationalize the countrywide spatial planning framework.

There is no doubt that spatial planning has come a long way since those days in terms of formal education and training, professional practice, and general acceptability in society. Hence this is right time, if not overdue to put in place a comprehensive and cohesive institutional foothold for spatial planning in the country. New institutions including Pourashava and Development Authorities have been established to facilitate planning and development. But these have been more of sporadic initiatives sprung out of immediate needs or routine activities than as part of a strategic pathway to achieve a long-term overall vision. The current national vision for 2041 undeniably requires an underlying supporting framework to achieve planned urbanization, for which this study can be a starting point.

Finally, spatial planning is as much about culture as it is about formal institutions, legal authorities and jurisdictions – hence a spatial planning system needs to be embedded in the local socio-cultural dynamics. Also, spatial planning has to be 'culturally mainstreamed' in this country to have a sustained existence and impact in facilitating organized spatial development. This is essential to facilitate a well-designed legal and institutional structure. It is also manifested in the current weakness in application of laws and regulations regarding spatial planning and development. Whatever is enforced have little impact in the conventional trend of urbanization because of their scale and depth of impact. While the framework is in the making, the framework will need to be supported by participation of stakeholders from various sections of the society including civil society, political leaders, leading think tanks etc. Sensitization and awareness buildup are, therefore, as significant as any technical and institutional reform, and should be given equal emphasis if the proposed framework has to become operational and effective.



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Annex 1: Composition of Council and Committees

National Spatial Planning & Development Council (NSPDC)

At the apex level, the National Spatial Planning & Development Council will be formed (if proposal B will be accepted) to provide overall policy guidance of the spatial Planning & Development of Bangladesh and the approval of the National Spatial Plan. The Council is multi-sectoral and interdisciplinary in nature, with public, private and civil society participation involving all concerned entities within a country. The Council will be chaired by the Honorable Prime Minister of Bangladesh.

Table A1.1: Member of the National Spatial Planning & Development Council

1.	Prime Minister	Chairman
2.	Minister, Ministry of Spatial Planning	Co-Chairman
3.	Minister, Ministry of Housing and Public Works	Member
4.	Minister, Ministry of Local Government, Rural Development and Cooperatives	Member
5.	Minister, Ministry of Land	
6.	Minister, Ministry of Planning	Member
7.	Minister, Ministry of Finance	Member
8.	Minister, Ministry of Agriculture	Member
9.	Minister, Ministry of Road Transport and Bridges	Member
10.	Minister, Ministry of Rail	Member
11.	Minister, Ministry of Environment, Forest and Climate Change	Member
12.	Chief Town Planner, Spatial Planning Department	Member Secretary
13.	Secretary, Ministry of Spatial Planning	Member
14.	Secretary, Disaster Management and Relief	Member
15.	Secretary, Water transport	Member
16.	Secretary, Education	Member
17.	Secretary, Health	Member
18.	Secretary, Power and Energy	Member
19.	Secretary, Food	Member
20.	Ad. Chief Planner of SPD	Member
21.	Representative from relevant Professional body	Member
22.	Representative from relevant Professional body	Member
23.	Representative from relevant Professional body	Member
24.	Representative from Academia (Planning)	Member
25.	Representative from Academia (Transportation)	Member
26.	Representative from Business & Industrial Sector	Member
27.	Representative from Mass Media	Member
28.	Representative from Professional bodies	Member
29.	Representative from main opposition political party	Member
30.	Representative from 2 nd opposition political party	Member

Responsibility of the Council

- A. Review sectoral policy-strategies and provide strategic advice regarding spatial planning and development;
- B. Review and approve National Spatial Plan and periodic progress of that plan;
- C. Promote dialogue across sectors with a view to integrate spatial planning into sectoral development plans and programs
- D. Promote coordination across sectors ensuring proper implementation of NPP through sectoral/regional and local plans.
- E. Promote awareness regarding spatial planning and development among top policy makers
- F. Evaluate NPP implementation measures and provide strategic advice.
- G. Facilitate coordination of multi-sectoral measures in relation to spatial planning and development of large-scale priority projects.

Constitution of the committee by the national body, with a view to address Conflict of Interest (Col).

Technical working group versus independent council – community will also participate – RPO philosophy.

Meeting

- The Council will meet at least once a year
- It may co-opt any other members, if it deems fit and proper
- The Council may invite any experts or professionals for briefing and expert opinion,
- The Council may constitute any committee to recommend policy, programming and/or implementation measures regarding spatial planning and Management
- Decisions of the Council meetings will be implemented by the Ministry of Spatial Planning

Regional (Division Wise) Level Spatial Planning and Development Coordination Committee

Table A1.2: Member of the Regional (Division wise) Spatial Planning & Development Coordination Committee

1.	Minister (SPD/Planning/LGRD&C/HPW/Land/....)	Chairman
2.	MP/Mayor of the Divisional Town	Co-Chairman-1
3.	Divisional Commissioner	Co-Chairman-2
4.	Senior level Planner from Divisional office of SPD	Member Secretary
5.	Deputy Commissioner (of the concern district)	Member
6.	ACE, Housing and Public Works	Member
7.	ACE, Roads and Highways Department	Member
8.	ACE, Local Government Engineering Department	Member
9.	Deputy Inspector General of Police	Member
10.	ACE, Water Development Board	Member
11.	Director, Agriculture	Member
12.	EACE, DPHE	Member

13.	Director, Education	Member
14.	Director, Health	Member
15.	Planner from SPD	Member
16.	Equal representative from DOE	Member
17.	Equal representative Environment, Forest and Climate Change	Member
18.	Equal representative from Disaster Management	Member
19.	Equal representative from Railway	Member
20.	Equal representative from BIWTA	Member
21.	Representative from relevant Professional body	Member
22.	Representative from relevant Professional body	Member
23.	Representative from relevant Professional body	Member
24.	Representative from Academia (Planning)	Member
25.	Representative from Academia (Transportation)	Member
26.	Representative from Business & Industrial Sector	Member
27.	Representative from Mass Media	Member
28.	Representative from Professional bodies	Member
29.	Representative from main opposition political party	Member
30.	Representative from 2 nd opposition political party	Member

Responsibility of the Regional Committee

- A. Review Regional Sectoral Spatial Plans and provide strategic advice regarding implementation of regional /sectoral Spatial plan;
- B. Review perioding progress of Regional Spatial Plans;
- C. Provide feedback on regional Spatial Plan Implementation
- D. Promote coordination across sectors ensuring proper implementation of regional spatial plans through sectoral, district and local plans.
- E. Promote awareness regarding spatial planning and development among the mid level executives as they can ensure and promote planned development in the respective sector;
- F. Evaluate regional /sectoral Spatial plan implementation measures and provide strategic advice.
- G. Facilitate coordination of multi-sectoral measures in relation to spatial planning and development of large-scale priority projects.

Meetings

- The Committee will meet at least couple of times in a calendar year.
- It may co-opt any other members, if it deems fit and proper.
- The Committee may invite any experts or professionals for briefing and expert opinion,
- The Committee may constitute any sub-committee to recommend policy, programming and/or implementation measures regarding spatial planning and Management at regional scale.

District Level Spatial Planning and Development Coordination Committee

Table A1.3: Member of the District Level Spatial Planning & Development Coordination Committee

1.	Deputy Minister/Mayor (Status as Deputy Minister/ MP who are the Chairman of different Standing Committees of the Parliament etc.	Chairman
2.	Member of Parliament of the concern constitute	Co-Chairman-1
3.	Deputy Commissioner	Co-Chairman-2
4.	Senior level Planner from District office of SPD	Member Secretary
5.	SE/XEN, Housing and Public Works	Member
6.	SE/XEN, Roads and Highways Department	Member
7.	SE/XEN, Local Government Engineering Department	Member
8.	Equal representative from Police Department	Member
9.	SE/XEN, Water Development Board	Member
10.	Director, Agriculture	Member
11.	SE/XEN, DPHE	Member
12.	Deputy Director, Education	Member
13.	Deputy Director, Health	Member
14.	Planner from SPD	Member
15.	Equal representative from DOE	Member
16.	Equal representative Environment, Forest and Climate Change	Member
17.	Equal representative from Disaster Management	Member
18.	Equal representative from Railway	Member
19.	Equal representative from BIWTA	Member
20.	Representative from relevant Professional body	Member
21.	Representative from relevant Professional body	Member
22.	Representative from relevant Professional body	Member
23.	Representative from Academia (Planning)	Member
24.	Representative from Academia (Transportation)	Member
25.	Representative from Business & Industrial Sector	Member
26.	Representative from Mass Media	Member
27.	Representative from Professional bodies	Member
28.	Representative from main opposition political party	Member
29.	Representative from 2 nd opposition political party	Member

Responsibility of the District level Committee

- A. Review District level Sectoral Spatial Plans and provide strategic advice regarding implementation of regional /sectoral Spatial plan;
- B. Review periodical progress of District Level Spatial Plans;
- C. Provide feedback on regional Spatial Plan Implementation
- D. Promote coordination across sectors ensuring proper implementation of regional spatial plans through sectoral and local plans.
- E. Promote awareness regarding spatial planning and development among the mid-level/field level executives as they can ensure and promote planned development in the respective sector;
- F. Evaluate regional /sectoral Spatial plan implementation measures and provide strategic advice.

G. Facilitate coordination of multi-sectoral measures in relation to spatial planning and development of large-scale priority projects.

Meetings

- The Committee will meet at least four times in a calendar year.
- It may co-opt any other members, if it deems fit and proper.
- The Committee may invite any experts or professionals for briefing and expert opinion,
- The Committee will refer proposals and recommendations to the Division level committees as well as the Spatial Planning Department



Annex 2: Types of Plans

Table A2.1: Typology of Spatial Plans Prepared by Major City Planning and Development Authorities

SN	Agency	Project	Plan Package	Remarks
1	RAJUK	DMDP 1995-2015	A. Structure Plan B. Urban Area Plan C. Detailed Area Plan	
2		Preparation of Detailed Area Plan (DAP) for RAJUK Area	Detailed Area Plan 2010-2015	
3		Preparation of Regional Development Plan for RAJUK Area	Dhaka Structure Plan 2016-2035	
4		Preparation of Detailed Area Plan (DAP) 2016-2035 for RAJUK Area	Detailed Area Plan 2022-2035	
5	UDD	Preparation of Master for Sylhet and Barisal Divisional Town	A. Structure Plan B. Urban Area Plan C. Detailed Area Plan	
6		Preparation of Development Plan for Fourteen Upazilas	A. Sub-Regional Plan B. Structure Plan C. Master Plan D. Urban Area Plan E. Rural Area Plan and F. Action Area Plan	
7		Preparation of Payra Kuakata Comprehensive Plan Focusing Eco-Tourism	A. Regional Plan B. Structure Plan C. Urban Area Plan D. Detailed Area Plan E. The Development Control Plan for National and Regional Highway Corridor F. The Rural Plan G. Sectoral Plan H. Contingency Plan I. The Action Plan	
8		Preparation of Development Plan for Kushtia Sadar Upazila	A. Structure Plan B. Urban Area Plan/Master Plan <ul style="list-style-type: none"> • Conservation and Development Control Plan through Land Use Plan • Traffic and Transportation Management Plan • Drainage, Sewerage & Environment Management Plan • Disaster Management Plan C. Detailed Area Plan	

SN	Agency	Project	Plan Package	Remarks
9		Preparation of Mirsharai Upazila Development Project" (MUDP)	A. Structure Plan B. Urban Area Plan C. Rural Area Plan	
10		Preparation of Development Plan of Cox's Bazar Town and Sea Beach up to Teknaf including Maheshkhali and St. Martin Island.		
11		Satellite Image Processing and Geo-referencing, Physical Feature, Landuse, Topographic Surveys and Preparation of Planning under "A Pilot Project on Preparation of Comprehensive Development Plan for Nine Upazilas (9UpzCP) Project	A. Sub-Regional Plan B. Structure Plan C. Urban Area Plan (UAP) D. Detailed Area Plan (DAP) E. The Rural Area Plan F. The Action Plan G. Sectoral Plan H. Contingency Plan I. The Development Control Plan for National and Regional Highway Corridor	
12	LGED	Upazila Towns Infrastructure Development Project (UTIDP)	A. Strategic Plan B. Structure Plan C. Urban Area Plan D. Detailed Area Plan	
13		District Town Infrastructure Development Project (DTIDP)	A. Structure Plan B. Urban Area Plan <ul style="list-style-type: none"> • Land Use Plan • Transportation and Traffic Management Plan • Drainage and Environmental Management Plan • Utility Service Network Plan C. Action Plan	
14		Preparation of Master Plan for Comilla City Corporation	A. Strategic Plan B. Structure Plan C. Urban Area Plan <ul style="list-style-type: none"> • Land Use Plan • Transportation and Traffic Management Plan • Drainage and Environmental Management Plan • Utility Service Network Plan D. Action Plan	

SN	Agency	Project	Plan Package	Remarks
15		3 rd Urban Governance and Infrastructure Improvement Project (UGIIP-III)		
16		Finalization of Master Plan along with Infrastructure Development under Patuakhali Pourashava (PPMFIDP)	<p>A. Structure Plan</p> <p>B. Urban Area Plan</p> <ul style="list-style-type: none"> • Land Use Plan • Transportation and Traffic Management Plan • Drainage and Environmental Management Plan • Plan for Urban Services <ul style="list-style-type: none"> ✓ Water Supply Management ✓ Sanitation and Solid Waste Management ✓ Community & Open Space and Other Service <p>C. Preparation of Action Area Plan (AP)</p> <ul style="list-style-type: none"> • Ward Action Plan • Multi Sectoral Investment Plan (MSIP) 	
17		Proposed Project for Preparation of Master Plan at Upazila	<p>A. Structure Plan</p> <p>B. Urban Area Plan</p> <ul style="list-style-type: none"> • Urban Land Use Plan • Urban Transportation and Traffic Management Plan • Urban Drainage and Environmental Management Plan • Urban Plan for Urban Services <ul style="list-style-type: none"> ✓ Water Supply Management ✓ Sanitation and Solid Waste Management ✓ Community & Open Space and Other Service <p>C. Rural Area Plan</p> <ul style="list-style-type: none"> • Rural Land Use Plan • Rural Accessibility Plan • Rural Drainage and Environmental Management Plan • Rural Services, Amenity and Utility Plan <p>D. Preparation of Action Area Plan (AP)</p> <ul style="list-style-type: none"> • Growth Center Development Plan • Rural Market Development Plan • Village Service Centre Development Plan • Transport Node Development Plan • Multipurpose Public Space Development Plan • Playground/Park/Natural Reserve Development Plan • Resettlement Plan 	

SN	Agency	Project	Plan Package	Remarks
18	CDA	Preparation of Chattogram Metropolitan Master Plan (Period: 2020-2041)	A. Structure Plan B. Action Area Plan C. Storm Water Drainage and Flood Control Master Plan D. Long Term Development Strategies for Traffic and Transportation E. Sustainable Environmental Management Plan F. Organizational Arrangements to implement the Master Plan	
19	RDA	Rajshahi Metropolitan Development Plan or RMDP 2004-2024	A. Strategic Plan B. Structure Plan C. Urban Area Plan/Functional Master Plan D. Detailed Area Plan	
20		Revision of Functional Master Plan and Detailed Area Plan to make Rajshahi Metropolitan Development Plan (RMDP) Disaster Risk Sensitive	A. functional Master Plan B. Detailed Area Plan	
21	KDA	Preparation of Structure Plan, Master Plan and Detailed Area Plan for Khulna City 2001-2020	A. Strategic Plan B. Structure Plan C. Master Plan for 10 years D. Detailed Area Plans or Action Plans.	
22		Khulna Detailed Area Development Plan 2014	A. Detailed Area Plan	
23	CoxDA	Master Plan Preparation for Cox's Bazar District	A. Structure Plan B. Spatial Plan <ul style="list-style-type: none"> • Land Use Plan • Tourism Development Plan C. Sectoral Plan <ul style="list-style-type: none"> • Transportation Plan • Drainage and Sanitation Plan • Disaster Management Plan • Utility and Socio-Economic Infrastructure Plan 	
24	Gazipur City Corporation (GCC)	Preparation of Urban Development Plan for Gazipur City Corporation	A. Structure Plan B. Composite Development Management Plan C. Land use Plan D. Sectoral Plan <ul style="list-style-type: none"> • Transportation and Traffic Management Plan • Drainage and Environmental Management Plan • Utility and Socio-Economic Infrastructure Plan • Hazard Management Plan E. Action Area Plan (AP)	

Source: Conducting Feasibility/Reviewing Study on Upazila Master Plan Project, Technical Assistance Project for 'My Village-My Town'. LGED 2022

Annex 3: Progress/Achievement of Relevant Organizations

Table A3.1: Planning Related Core Responsibilities of Authorities/Agencies as per Respective Laws

Scale/ Level	Authority/Agency	Legal Instrument	Planning Related Core Responsibility
National	Ministry of Housing & Public Works	Rules of Business, 1996	
	Local Government Division	Rules of Business, 1996	
National (Agency)	UDD	UDD Creation Order, 1965	UDD Creation Order, 1965 Clause 1 (i-vi)
	LGED		
Local	RAJUK	The Town Improvement Act, 1953 (Act-3)	Chapter 3: Clause 69 Clause 73
	KDA	The Khulna Development Authority Ordinance, 1961 (Act-3)	Chapter 4: Clause 22
	CDA	The Chittagong Development Authority Ordinance, 1959 (Act-3)	Chapter 4: Clause 22 Clause 23
	RDA	Rajshahi Development Authority Ordinance, 2018 (Act-3)	Chapter 2: Clause 6 (Power) Chapter 3: Clause 12(1) Clause 16 Clause 19
	COXDA	The Cox's Bazar Development Authority Act, 2016 (Act-3)	Chapter 2: Clause 6 (Power) Chapter 3: Clause 13(1) Clause 16 Clause 19 Clause 20
	City Corporation- 1. DCC (South) 2. DCC (North) 3. Khulna 4. Chattogram 5. Rajshahi 6. Rangpur 7. Barisal 8. Cumilla 9. Sylhet 10. Narayanganj 11. Gazipur 12. Mymensingh	The Local Government (City Corporation) Act, 2009 (Act 3)	Chapter 7: Clause 50(1 ঘ)
	Pourashava	The Local Government (Pourashava) Act, 2009 (Part 2, Chapter 1: Clause 3)	Part 3, Chapter 2: Clause 50 1. Subsection- 1 (গ) Subsection- 2 (ক খ গ ঙ হ জ) 55 (1 ঘ) 62 ৱৱৱৱৱৱৱ

Annex 4: Attendance of Workshops/Roundtable on Spatial Planning Framework for Bangladesh

Table A4.1: List of Participants in the Roundtable on Bangabandhu's Vision on Planning and Planned Bangladesh with the Parliament Members (22 November 2022, Dhaka)

Sl. No.	Name	Designation and Department	Ministry/ Organization
1.	Barrister Sheikh Fazle Noor Taposh	Mayor	Dhaka South City Corporation
2.	Dr. Md. Enamur Rahaman	State Minister	Ministry of Disaster Management & Reliefs
3.	Mr. Mohibul Hasan Chowdhury	Deputy Minister	Ministry of Education
4.	Mr. Rashed Khan Menon	Member of Parliament	Dhaka 8
5.	Mr. Syed Abu Hossain	Member of Parliament	Dhaka 4
6.	Mr. Ahsan Adelur Rahman	Member of Parliament	Nilphamari 4
7.	Mr. Abul Kalam Md. Ahsanul Haque Chowdhury	Member of Parliament	Rangpur 2
8.	Mr. Shamim Haider Patwary	Member of Parliament	Gaibandha 1
9.	Mr. Fahmi Golondaz Babel	Member of Parliament	Mymensingh 10
10.	Mr. Nahim Razzaq	Member of Parliament	Shariatpur 3
11.	Mr. Razi Mohammad Fakhru	Member of Parliament	Cumilla 4
12.	Mr. A. K. M. Bahauddin	Member of Parliament	Cumilla 6
13.	Mr. Abdul Mannan	Member of Parliament	Laxmipur 4
14.	Mr. Habibur Rahman	Member of Parliament	Sylhet 3
15.	Khodeja Nasrin Akter Hossain	Member of Parliament	Reserved 40
16.	Arama Dutta	Member of Parliament	Reserved 11
17.	Prof. Dr. A S M Maksud Kamal	Pro VC	Dhaka University
18.	Dr. A K M Abul Kalam	Retd. Professor	DURP, JU
19.	Dr. Md. Ghulam Murtaza	Retd. Professor	URPD, KU
20.	Dr. Israt Islam	Professor & Dean	BUET
21.	Dr. Afsana Haque	Professor & Head	DURP, BUET

Table A4.2: List of Participants in the Workshop with Public Sector Officials (17 June 2023, Dhaka)

Sl. No.	Name	Designation and Department	Ministry/ Organization
1.	Mohammed Yasin	Additional Secretary Ministry of Railway	Ministry of Railway
2.	Md. Shaheenur Rahman	MDS, BPATC	BPATC
3.	Mohammad Zahirul Islam	Deputy Secretary	Ministry of Civil aviation of Tourism
4.	Abu Sayed Md. Kamruzzaman	Director General (Joint Secretary), DSA	Ministry of Post, Telecommunication and Information Technology
5.	Jesmin Parvin	Deputy Secretary, LGD	MoLGRD&C
6.	Mohammad Nura Alam Siddique	Joint Secretary, LGD	MoLGRD&C
7.	Maksud Hashem	Chief Town Planner	DNCC
8.	Meer Ahmed Tariqul Omar	Deputy Chief, Physical Infrastructure Division	Planning commission
9.	Md. Taibur Rahman	Joint Secretary, PTD	Ministry of Post and Telecommunications
10.	Mahfuja Aktar	Town planner, Rajuk	RAJUK
11.	Md. Shameem Bepari	Sr. Assistant Secretary, LGD	MoLGRD&C
12.	Md. Faridul Islam	Joint Secretary	MoHPW
13.	Dr. Mohammad Shakil Akter	Professor	BUET
14.	Md. Moinul Islam	Senior Planner	GCC
15.	Md. Mainul Hossain		KU
16.	Dr. Ghulam Murtaza		BIP
17.	Salma A. Shafi		BIP, CUS

Note: Officials have shared the disclaimer that their opinion in the discussion are based on their personal experience and intuition; they do not necessarily reflect the official position of their respective Agency or Department.

Table A4.3: List of Participants in the Workshop with Corporate Members of BIP (6 May 2023, Dhaka)

Sl. No.	Membership Category	Membership Number	Name
1.	Member	326	A. K. M. Riaz Uddin
2.	Member	946	Md. Hisham Uddin Chisty
3.	Member	634	Tamanna Binte Rahman
4.	Member	313	Golam Mortuza
5.	Member	341	Taufique Mohiuddin
6.	Fellow	199	Syed Shahriar Amin
7.	Member	1443	Md. Mohaiminul Islam Rifat
8.	Member	1132	Md. Mynul Islam
9.	Member	2037	Nahidul Islam
10.	Member	1056	Binoy Kumar Debnath
11.	Member	730	Md. Abu Taleb
12.	Fellow	474	Md. Abdur Rakib Khan
13.	Fellow	58	Dr. Md. Ghulam Murtaza
14.	Member	1169	Md. Awual Baksh
15.	Member	543	Rafiul Islam
16.	Member	728	Enamul Haq
17.	Member	1679	Md. Redwanur Rahman Hridom
18.	Member	910	Mohammed Hamidul Hasan
19.	Fellow	259	Dr. M. Shafiq-Ur Rahman
20.	Member	1509	Ashraf Uddin Fahim
21.	Fellow	473	Surovi Camelia
22.	Associate Member	1897	Md. Abdul Kader
23.	Fellow	182	Mohammad Shakil Akther
24.	Member	966	Khandaker Masudur Rahaman
25.	Fellow	281	Dr. Md. Musleh Uddin Hasan
26.	Fellow	171	Dr. Md. Akter Mahmud
27.	Fellow	517	Mohammad Rasel Kabir
28.	Fellow	379	Shaikh Muhammad Mehedi Ahsan
29.	Fellow	229	Mohammad Fazle Reza Sumon
30.	Member	1000	Md. Jubaer Rashid
31.	GIZ Representative	-	Mostafizur Rahman
32.	Public Policy Specialist/Task Force Memebr	-	Dr. Kazi Anowarul Haque

Annex 5: Compilation of Feedbacks

Preparation of the manuscript of spatial planning framework has been a long journey. This annex compiles written feedback in different rounds of report preparation and update process.

UN-Habitat Review

Task Force Proposal for a National Spatial Planning Framework for Bangladesh

1. Introduction

The work undertaken by the Task Force is extensive and covers the key elements of the National Spatial Planning Framework, with reference to the existing context and how it is proposed to be adjusted. The topics cover the plan boundaries, what they will include and the capacity needed. The main feedback is regarding the proposal focus, and whether more emphasis should be made on the justification for the Framework, or whether the proposal provides the content for the Framework itself.

1.1 Purpose for UN-Habitat Review

The Urban Lab have undertaken a review of the Task Force National Spatial Planning Framework Proposal (version, shared on February, 9th 2023), in partnership with the Bangladesh Institute of Planners (BIP), as part of a broader collaboration.

The purpose for this review is to align the National Spatial Planning Framework with UN-Habitat (UN-H) principles, the New Urban Agenda (NUA), Sustainable Development Goals (SDGs), Flagship Programmes and sub-programmes and 2022-2023 UN-Habitat Priorities and UN-Habitat's principles for sustainable urban development.

1.2 Review Process

The Urban Lab's review process involved desktop research and a series of discussions to understand the country context and the process undertaken by the Task Force (team make up, limitations and successes of their approach) and project context.

A number of tools, developed by UN-Habitat, were assessed for applicability in the report review. The report was then reviewed with guidance from key UN-Habitat publications (see below for the reference list), the team's capacity and project experience. Collaboration with the Urban Legislation Branch was undertaken for further insight from legal expertise.

1.3 Role of Urban Lab in UN-Habitat & UN System

UN-Habitat's Planning, Finance and Economy Section (PFES) is engaged in cities across the globe to carry out sustainable planning initiatives that ensure transformative change on the ground. The Urban Lab, nestled within the PFES, is an innovative and integrative team from UN-Habitat, that promptly responds to the requests of national and local governments to address both immediate challenges and establish long-term strategic development

scenarios.

Within UN-Habitat, the Regional Office of Asia Pacific, one of many regional offices, provides overall regional coordination, whilst the Urban Lab brings together a multidisciplinary team of urban planners and designers, environmental, data-science, mobility, legal, financial and technology experts, applying an integrated approach to strategic planning to deliver transformative change for sustainable development.

2. Outcomes of Review

To accompany comments made directly onto Task Force Proposal version 9.1, the below comments have been summarized with relevant resources to strengthen alignment and fill gaps.

2.1 Summary of outcomes and recommendations: Part 1 (intro, rationale, country context, comparative analysis)

- It was noted that the Task Force methodology and limitations, case studies of other public sector commissioned studies are presented but without detail – this could be elaborated further to provide parameters to the proposal.
- A stronger contextual analysis would certainly help the proposal to present the country context in sufficient depth. This relates to thematic areas (e.g. transport infrastructure, topography, employment and economy, social make up etc.) and can include challenges and successes for each, as well as future scenarios. Future scenarios should include planned national scale projects to be able to provide an understanding of current, national goals as well as projected challenges (e.g. areas of increased population density or investment, areas of controlled growth through preservation zones etc.).
- Following on from the above, existing key national targets, goals, principles should be included to acknowledge their relevance in the proposals.
- Data collected as part of the country context research, at this early stage, will help to form an assessment of the availability and quality of national data which is a missing component in the proposal, and will inform the planning framework recommendations.
- Using schematics/maps to present existing planning systems could help to highlight the hierarchy and linkages between existing plans (and to later help to show the gaps/placement of the national framework).
- Existing key planning documents (FYP, BDP) could be outlined (not just referenced to).
- Consider UN-Habitat's case studies (see reference) within the case study comparison or other instances.

REFERENCE 01: City Profile Reference [<https://unhabitat.org/integrated-spatial-plan-for-environmental-and-socio-economic-resilience-khorog-tajikistan>] (this link shows all reports from one project – the most relevant for a full city profile is found in Volume '2: City Profile')

REFERENCE 01.B: City Profile Reference [<https://unhabitat.org/sites/default/files/2020/03/riyadh.pdf>]

REFERENCE 02: National Spatial Frameworks: Lessons Learned From International Experiences [<https://unhabitat.org/sites/default/files/download-manager-files/NSS%20international%20experience.pdf>]

2.2 Summary of outcomes and recommendations: Part 2 (proposal, legislation and conclusion)

- It may be considered important for the framework to address key elements of planning (relevant to the country), such as pro-poor planning, climate resilient planning and how the Framework will combine these.
- More justification may be required for the specific types of plans suggested and the phasing of them (National Physical, Regional, Local Level Plans) – for example a land use plan is included, however an investment plan may provide more fundamental direction for growth, upon which land use plans can be developed/amended over time.
- In addition to the acknowledgement of SDG and NUA alignment, national priorities, goals and vision, it is recommended to make more reference to specific sustainable urban development goals (at different scales – for example ‘compact, connected, inclusive, vibrant, resilient’ urban planning at the city scale, to reflect the operationalization of national and international/ UN-Habitat principles in practice).
- Evidence-based planning is a key component that is not addressed in the proposal. It is necessary that this is evident in the suggested team set up (GIS expert requirements), as well as the role of data in the planning process. As mentioned above, more in-depth research at the start of the proposal may help to identify the strength of the data base for the country.
- A full assessment of the gaps in the current legal framework would assist in the proposal of amendments/new planning act. Additional suggestions for the legislative review and proposals are below.

REFERENCE 3: International Guidelines on Urban and Territorial Planning (handbook) [https://unhabitat.org/sites/default/files/documents/2019-05/international_guidelines_on_urban_and_territorial_planning_-_handbook_.pdf]

REFERENCE 4: 5 Principles of Sustainable Neighborhood Planning (a new version of this is about to be published) [<https://unhabitat.org/five-principles-of-neighbourhood-design>]

REFERENCE 5: SDGs (most updated version) [<https://unhabitat.org/the-sustainable-development-goals-report-2022>]

REFERENCE 6: Integrating SDGs into Urban Projects [https://unhabitat.org/sites/default/files/2022/06/integrating_the_sdgs_in_urban_project-1_1.pdf] (this is at the project scale, but may be a useful summary of relevant SDGs that can be addressed through the national scale framework)

REFERENCE 7: Principles to Urban-Rural Linkages [<https://unhabitat.org/urban-rural-linkages-guiding-principles>]

2.3 Legislation Specific Review/ Guidance

It is understood that urban legislation proposals will be included in the report. The main content that is currently provided is the proposed structure of the new Law, however the below aims to provide guidance to the Task Force in their development of this content.

- In the "Review of existing legislation in relation to spatial planning and development in Bangladesh", the listing of laws is a positive step, but a full legal and governance baseline mapping is needed to uncover and understand how the spatial planning system and institutional framework works (contextual framework) in policy, law and practice.
- There could be other/additional laws (apart from the few listed) that directly and indirectly impact on urban planning in Bangladesh (institutional, environmental, economic, housing, land laws, etc.) and at the same time, an analysis into whether these laws applied in practice is crucial.
- Such an assessment (black letter law vis a vis practical implementation) will highlight the strengths of the existing planning system as well as the underlying gaps and bottlenecks that hinder Bangladesh from tapping into urbanization opportunities to bring about social and economic transformation.
- Climate smart urban planning, pro-poor planning standards (for slum areas), tenure security and streamlined planning-related procedures should be acknowledged in the document.
- The report focuses on comparative research – the Urban Legislation Branch have been developing regulatory best practices for planning laws in developing country contexts. Country examples under each spatial planning theme within the **REFERENCE 8**.

A short summary of what the legislation component should contain (with more information in Reference 08: Support to Bangladesh – National Spatial Development Framework - Legislation Review [https://docs.google.com/document/d/1q4zh8FRv6OobZO-BCDO7ux-pzkwO3A_b/edit?usp=drive_link&oid=118155372371566232692&rtopf=true&sd=true])

- In the law's proposed structure, EIA is one step to ensure that spatial projects contain environmental considerations. However, at the macro scale, each planning instrument should contain environmental and climate change considerations in **planning objectives and contents**, and the government should adopt environmental and climate strategies and policies at either at the national or all subnational levels to promote low carbon and climate smart development.
- The law should have an explicit requirement of a coordinated planning hierarchy (I see that the proposed is three-tier) whereby land-use planning policy objectives from the national level are binding to the local and neighborhood scale, in a system that enables action area/detailed plans to remain in line with the upper-level plans.
- The governance framework is outlined, but of importance, is to avoid conflicting functions and duplication, thus, the planning legislation should outline the multi-level governance and coordination mechanisms among the institutions at all levels of government for the planning, implementation, approval, and oversight of development projects, plans and documents (**e.g. how will data and information be shared**

among the institutions, how will each institution consult with the other and through which mechanism etc.).

- Specific and special planning tools/procedures should exist to deal with slum upgrading, including planning instruments that consider slum contexts and needs in all stages of the planning process (land tenure, participation, enumeration, data collection, risk assessments, consideration of the informal economy, etc.)
- The legislative framework should not only highlight that public participation is required but include the **mechanisms, timeframes and modalities** for this.
- The law should recognize individual freehold and leasehold land rights, customary, occupation and collective land rights for effective legal protection against forced evictions (this is the **continuum of land rights** rather than focusing on individual ownership which is normally exclusionary).
- The planning law should promote a streamlined, affordable, and fast procedure on planning related services (e.g., planning permission, construction permits, land subdivision, etc.) and on land-related services (e.g., land titling and registration) for greater public compliance.
- The planning law should allow urban planning decisions to be challenged and appealed with clearly defined procedures (quick timelines and low costs) and transparent decisions that are evidence-based and not discretionary.

Additional tools for the urban legislation branch are listed below.

UN-Habitat, Urban Planning Law for Climate Smart Cities: Urban Law Module of the Law and Climate Change Toolkit (2022). [https://unhabitat.org/sites/default/files/2022/10/final_urban_planning_law_for_climate_smart_cities.pdf]

UN-Habitat, Planning Law Assessment Framework (UN-Habitat 2018). [<https://unhabitat.org/planning-law-assessment-framework-0>]

UN-Habitat, Slum Upgrading Legal Assessment Framework (UN-Habitat 2022). [<https://unhabitat.org/slum-upgrading-legal-assessment-tool#:~:text=The%20Slum%20Upgrading%20Legal%20Assessment,in%20force%20in%20a%20country>]

2.4 'Leave No One Behind' Project Alignment

- It was noticed that there is little acknowledgement of participatory processes (apart from very briefly when mentioning local level governance). It may be considered important that this is addressed fully in the country context profile at the start to provide a basis of understanding of the national social make up, current issues and barriers to social inclusion, current urban planning policies and plans that focus specifically on these groups, and successful case studies of participatory planning within Bangladesh is needed.
- Specific requirements in capacity building on Social Inclusion & Human Rights is recommended in governance, legislation, urban planning practice and additional sub-programmes (environment, housing, transport etc). As before mentioned, it is necessary that urban planning principles are acknowledged, with specific focus on inclusion/ gender, children, homeless, IDP, elderly, disabled and additional

- groups specific to context (e.g., specific ethnic minorities).
- PPP were not addressed as an opportunity for participatory development practices – it would be useful to identify processes for participation in this context, both in the development of the Framework (process) and in the actualization of the Framework (community engagement strategies).
 - It is considered important that the Task Force's process is self-evaluative and provides an assessment of inclusion and its own capacity regarding human rights and social inclusion in planning.

REFERENCE 09: 'Leave No One Behind' Project Document

[https://docs.google.com/document/d/1bUlupVAX_6r31Xw6lsEgou4QGnfc0wPtl/edit?usp=drive_link&oid=118155372371566232692&rtmpof=true&sd=true]

3. Comments from UN-Habitat based on IG-UTP Perspective

Comments from the International Guidelines for Urban and Territorial Planning (IG-UTP)

[<https://unhabitat.org/international-guidelines-on-urban-and-territorial-planning>] perspective:

3.1 Rationale for a Spatial Planning Framework

- Cross-sectoral integration is crucial as a foundation, but it is also a very ambitious goal. In addition to specific tools, it may be important to organize the priorities of specific work content that can be integrated.
- It is necessary to select and concentrate on specific integration work content that is highly operable. Prior to that, it may be necessary to assess potential integration barriers, such as information sharing, policy coordination, or institutional settings.

3.2 Achievements and Challenges

- Is there a clearer national or regional analysis of the crises that Bangladesh's cities are experiencing? Which one is thought to be the most urgent issue that space planning should address? Handling and mitigating natural disasters and climate change?
- Comprehension of crises and challenges may be more significant than achievements. For the purpose of carrying out targeted analysis and program suggestions in the following proposals, this paragraph can highlight the major issues in a more organized manner.

3.3 Proposal for Institutional Set-up and Operational Mechanism

- Has the “bottom-up” planning feedback path been designed in the proposed framework? How could local organizations and other stakeholders take part in national, regional, and local projects to make plans and action plans and evaluate them?
- According to the International Guidelines of Urban and Territorial Planning (IG-UTP) released in 2015, principles 1 and 2 emphasize that territorial planning, as a tool for

multi-party participatory decision-making in the formulation of developing actions, should maintain "inclusiveness", "democracy", and "transparency". In the report, this part should get more attention.

3.4. Review of a Few European Countries' Spatial Framework

This special review was made by Ms Jing Ren. She has experience in the **International Guidelines for Urban and Territorial Planning (IG-UTP)** practices. She has compiled a short overview of IG-UTP practices at the national level as presented below.

a. Developing National Plan in Alignment with IG-UTP in Serbia

1. The guidelines' principles and recommendations are currently being used for the preparation of the third national spatial plan for Serbia. The guidelines were also used during the elaboration of the first national urban development strategy in 2018.
2. The strategy making process in Serbia had also applied the multi-stakeholder approach, which will be supported by co-designing of a three-year action plan. To monitor and evaluate the Sustainable Urban Development Strategy, stakeholders identified 40 urban development indicators, including 15 aligned with SDG11. For example, it is envisaged that the principles of the guidelines will be used to prepare Sustainable Urban Mobility Plans (SUMP) in selected cities such as Belgrade, Pirot and Šabac, which will complement those already developed in the cities of Kruševac and Valjevo.

b. Improving NUP Making Based on IG-UTP in Lithuania

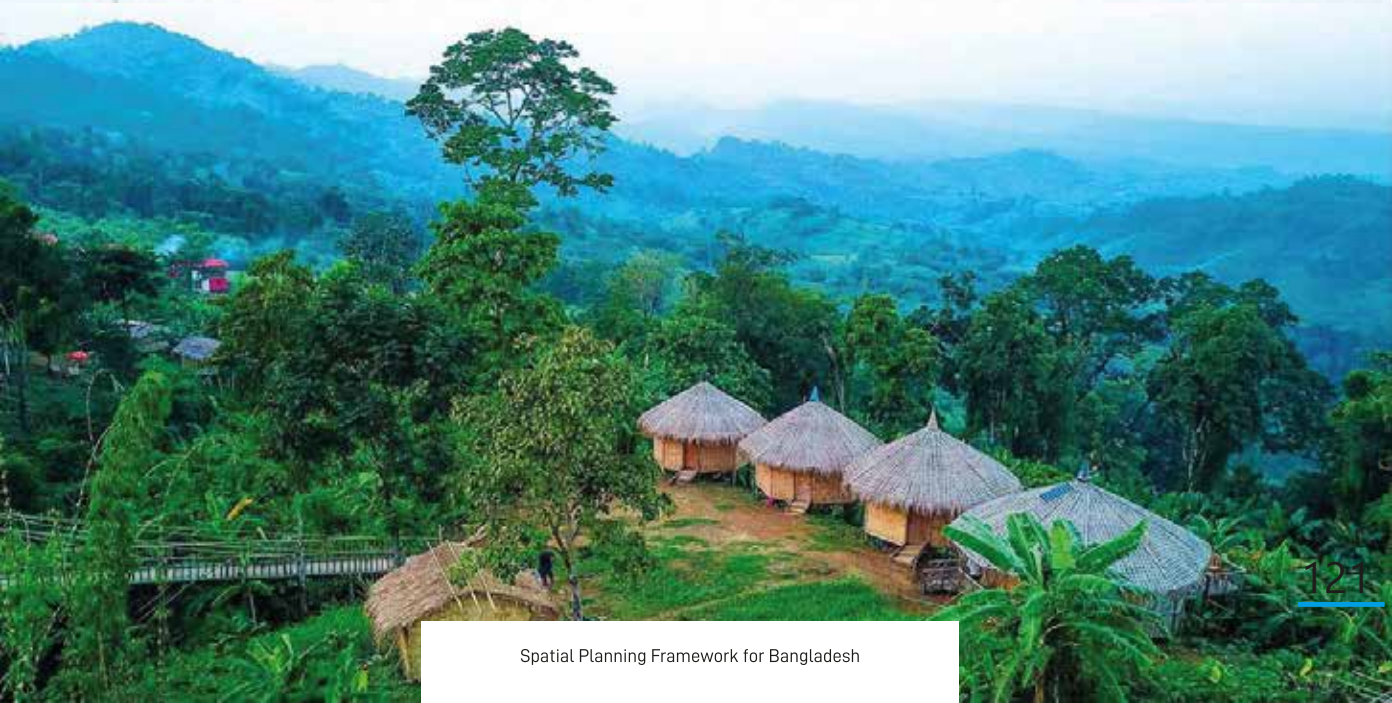
1. In the end of 2018, Lithuania's Ministry of Environment released a Lithuanian Urban Policy Framework (LUPF). The document is still being reviewed by the national government and relevant stakeholders and official approval is pending.
2. The latest draft of LUPF was based heavily on the international guidelines of urban and territorial planning (IG-UPT), the New Urban Agenda, Agenda for Sustainable Development 2030 and reacted to the IPCC report published in the end of October 2018.
3. The goal of LUPF was to create the value basis and precondition for inter-institutional, cross-sectoral cooperation between different administrative levels and stakeholders in order to achieve sustainable urban development.
4. In 2018, the proposal for the LUPF was developed paving way for the development vision "Concept for the Comprehensive Plan of Lithuania 2030 Between 2018-2019". It was the expectation of the Ministry of Environment to create guidelines for sustainable urban development, a national urban policy, under the LIETUVA 2030.

c. Strengthening National or Sub-national Policies/planning Frameworks in Finland

1. Revision of the Land Use and Building Act 2019-2022 in order to strengthen and

develop public participation, digitalization, the planning process, different levels of master plans, smart and climate friendly building, and alignment with other legislation.

2. Sustainable City - new programme aims to build the cities of the future. The main themes of the programme are carbon reduction, smart solutions, health aspects and social development.
3. Strategy 2030 - A better environment for future generations has three broad impact objectives to ensure a sustainable living environment and growth.
4. Agreements on land use, housing and transport with the main regions of Finland. These agreements enhance cooperation among the municipalities in the respective city regions and between the municipalities and the state in the steering of community infrastructure and coordination of land use, housing, and transport.
5. Government decision on Finland's National Land Use Guidelines 2017, as a part of the system of land-use planning alongside regional, master and local detailed plans specified in the Land Use and Building Act (132/1999), promoted the implementation of international agreements and commitments in Finland and to safeguard the appropriate actualization of national land-use solutions.



Annex 6: Study on Possible Planning Cadre Service

Spatial Planning requires active engagement of professional planners. This was realized by the founding leaders of the country and hence the first five-year plan has highlighted the need for introduction of spatial planning degree in the public universities. However, on adoption of the spatial planning framework by the government it will be necessary to have a human resource plan for the transition to the proposed framework.

A. A proposal for the creation of the Spatial Planning Department and the Bangladesh Civil Service (Urban and Rural Planning)

Bangabandhu Sheikh Mujibur Rahman, the greatest Bengalee forever, Father of the Nation, gave the most significant importance to planning reconstruction and economic development of the country. The National Spatial Plan formulation program was initiated under the guidance of the Father of the Nation, Bangabandhu. Looking at the first five-year plan after independence, it can be seen that Father of the Nation Bangabandhu Sheikh Mujibur Rahman had planned to invest in roads, railways, and waterways with equal importance. Over time, the country was not run in accordance with the plan. Because the development stakeholders were reluctant, and the policymakers were diverted from the vision of the first five-year plan. Hopefully, with the foresight of Honourable Prime Minister Jannettri Sheikh Hasina, the talented daughter of Bangabandhu, the focus has been shifted on planning for building a peaceful, affluent, exploitation-free developed country by 2041. In order to create a planned Bangladesh, she graciously advised not to carry out any development activity without a master plan at the ECNEC meeting.

1. Legal Context

Planned development has been emphasized throughout the legal system of the People's Republic of Bangladesh, including in the constitution, legislation, policies, and development planning papers. To deal with climate change, maintain ecological balance, keep the environment free from pollution, keep biodiversity intact, and ensure the desired use of existing resources and sustain the trend of continuous balanced development, sound planning has been emphasized in these policies, regulations, and development and planning documents of the country.

Constitution of the People's Republic of Bangladesh: Article 16, 18 (a), 24 of the Constitution of Bangladesh states that planned development is a constitutional responsibility at the levels of governance. Besides, sustainable development through conservation and development of the environment, protection and provision of security over natural resources, biodiversity, wetlands, forests, and wildlife are also mentioned in the constitution.

Perspective Plan: In perspective plan 2041, for the urban sector, the vision is to ensure the quality of life for people, create an urban physical environment with a proper balance among ecosystems, natural environment, and the need of the urban population, to create a developed urban social structure where no one has to live in slums and every family will have a minimum standard of housing, and also urban infrastructure and services will be provided according to demand and quality.

The perspective plan 2021-2041 highlights the importance of land management in the economy, stating that the "quality of land management" is one of the "abstract indicators" of a market economy and a significant part of urban and rural planning.

The project "My Village My Town" aims to bridge the vast gap between urban and rural areas in terms of citizen services and amenities. Under the project, it is mentioned that all necessary facilities will be provided to modernize rural people's lives like the city, including the expansion of rural roads, preparation of the Upazila master plan, proper waste management, provision of community space, and entertainment facilities.

Bangladesh's urbanization, including Dhaka and Chattogram's metropolitan cities, has not been appropriately developed. Some features of this chaotic and unplanned urbanization have become alarming, especially urban transport, housing, basic urban services (like water supply, sanitation, drainage, and solid waste management), and the natural environment of the cities (air and water pollution).

The Perspective Plan of Bangladesh envisions the country achieving approximately 80% urbanization by the year 2041. It is stated that the balance between the urban environment, ecology, and urban population will be maintained. All cities will be flood-free with proper drainage, modern sewerage, and adequate waste management systems, which will provide on-demand and high-quality urban infrastructure and services. At the same time, there will be a better urban social structure where no one has to live in slums, and every family will have a minimum standard of housing.

It has been proposed to develop Economic Zones in 100 potential areas of the country, including backward and underdeveloped areas, to encourage rapid economic development through growth and diversification of industry, employment, production, and exports. Also, one university, medical college, hospital, and a good school will be established in each district; thus, the country will attain balanced urbanization.

There is no alternative of urban and rural planning in order to achieve the nine strategic goals of the Bangladesh Perspective Plan, which aims to develop the nation by 2041.

Election Manifesto 2018: The Bangladesh Awami League's Election Manifesto 2018 mentions the My Village, My Town (MVMT) project. It has been promised to take initiatives to ensure improved roads, communication systems, safe drinking water, modern health care, quality education development, electricity and energy facilities, quality consumer goods, etc., in rural areas like modern cities. In that case, emphasis has been given to proper planning so that the benefits of cities and towns can be delivered to the rural population only through specific, rational, and implementable plans.

This trend will continue to ensure land use planning for towns and cities, planned development under urban planning, and transparency, greater accountability, and citizen participation.

The manifesto also highlighted that the four rivers and canals around Dhaka would be dredged to restore navigability, keep them free from pollution, and develop them as tourist spots by freeing them from illegal encroachers. Moreover, a greening policy will be implemented in all development activities.

SDG: Among the 17 SDGs, several goals specifically emphasize planned development. It is worth noting that Goal 6 (ensure availability and sustainable management of water and sanitation for all), goal 7 (ensure access to affordable, reliable, sustainable, and modern energy for all), goal 9 (build resilient infrastructure, promote inclusive and sustainable industrialization, and foster innovation), goal 11 (make cities and human settlements inclusive, safe, resilient, and sustainable), and Goal 14 (conserve and sustainably use the oceans, seas and marine resources for sustainable development) and goal 15 (protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss) are directly related to urban planning which necessitates the significance of urban and rural planning to achieve these goals. The Bangladesh government has taken effective measures to implement the SDGs by 2030.

Bangladesh Delta Plan: The vision of Bangladesh Delta Plan 2100 is “Achieving a Safe, Climate Resilient and Prosperous Delta.” To implement this vision, river erosion, river management, building effective urban institutions, conservation of wetlands and ecosystems, integrated and sustainable use of land and water resources, control of water pollution from industrial and other causes, ensure optimal and integrated use of land and water resources, water supply in urban and rural areas, liquid and solid waste management and flood control and drainage management have been set as long-term goals. Sustainable land use and spatial planning are essential to achieving these goals. There is no substitute for formulating a Detailed Area Plan (DAP) and its implementation to achieve these goals. For that purpose, proper and effective planning is necessary to implement Bangladesh Delta Plan 2100.

8th Five-Year Plan: In the 8th Five-Year Plan, the housing crisis in urban areas, transportation problems, environmental pollution, the inadequacy of essential urban services, the inability to manage solid waste, unplanned urbanization, and lack of proper planning were blamed for various urban problems. Proper planning is given importance to address all urban issues, particularly upgrading infrastructure and service, urban land and housing development, environment, and disaster management.

It is also stated that the National Spatial Plan will also be prepared by the relevant ministry by 2022. And an urbanization strategy will be developed through which investment decisions will be taken across the country for balanced urban and regional development. To implement the strategy, the preparation of urban development plans for all urban areas

and centres, comprising structure plans, detailed area plans, action plans, district-level regional plans, and Upazila-level sub-regional plans, will be formulated. In consideration of gradually increasing urbanization outside the jurisdiction of statutory town planning, land use control measures will be developed and implemented.

It has been mentioned that measures will be taken to increase the capacity of local government institutions and induct sufficient urban planners with the necessary facilities for updating and implementing master plans.

Other Laws and Regulations: Although no specific law has been enacted on holistic urban and rural planning, ministry or division-wise laws, rules, policies, etc., have been enacted that directly or indirectly state the issue of planning and development. Some examples of acts, rules, and policies are given below.

Acts (1) The Local Government (City Corporation) Act, 2009 (2) The Town Improvement Act, 1953 (3) The Building Construction Act, 1952 (4) The Bus Rapid Transit (BRT) Act, 2016 (5) The Playground, Open Spaces, Gardens, and Water Bodies Conservation Act, 2000 (6) The Brick Manufactures and Kiln Establishment (Control) (Amendment) Act, 2019 (7) The Bangladesh Biodiversity Act, 2017 (8) The Bangladesh Environment Conservation (Amendment) Act, 2010 (9) The Disaster Management Act, 2012 (10) The Bangladesh Water Act, 2013 (11) The National River Protection Commission Act, 2013 (12) The Climate Change Trust Act, 2010 (13) The Embankment and Drainage Act, 1952.

Policies/Regulations (1) National Housing Policy, 2016 (2) The Dhaka Metropolitan Building Construction Rules, 2008 (3) The Private Housing Land Development Rules, 2004 (4) The Building Construction Rules, 1996 (5) National Land Use Policy, 2001 (6) Bangladesh National Building Code, 2020 (7) National Forest Policy, 2016 (8) National Land Transport Policy, 2004 (9) National Environmental Policy, 2018 (10) National Disaster Management Policy, 2015 (11) Noise Pollution (Control) Rules, 2006.

Although the aforementioned laws and regulations were formulated and designed with the aim of planned and systematic development, they are not yielding fruitful results due to their inadequate implementation in practice.

2. Situation Analysis

The urbanization rate of Bangladesh (3%) is substantially greater than the average for many other nations. This urbanization is mainly unplanned and frequently dependent on temporary solutions. As a result, cities face several issues, including inadequate transportation infrastructure, water pollution, a lack of middle-class and affordable housing, a lack of parks and green spaces, poor sports facilities, substandard infrastructure, inadequate civic services like healthcare and education, and other unintended consequences of unplanned urbanization.

Large cities like Dhaka and Chattogram are becoming increasingly inhabitable due to unplanned urbanization. Similarly, medium and small-sized cities are losing their livability due to insufficient planning. Essential amenities such as schools, playgrounds, parks, footpaths,

roads, and other civic facilities are not developed according to the planning indicators necessary to create civic convenience. There is a lack of opportunities for modern lifestyles, and the environment is deteriorating catastrophically, hindering biodiversity and disrupting the climate. In rural areas, houses are being built unplanned on agricultural land, or the land is being used non-agriculturally, resulting in a 1% annual loss of arable land.

It should be noted that every year, more than six million people migrate to the city of Dhaka. As a result, Dhaka has transformed into the world's ninth most populous megacity. This city has been created as the sole centre of the country, not only due to its status as the capital but also due to its political, economic, social, healthcare, educational, and cultural considerations. In terms of the whole country, Dhaka's continuous and central development has become a major challenge, which continues the flow of migrant rural people in this city. The necessary housing, transportation, social and civic services, and other demands have not been adequately met for the vast population in the city.

Bangladesh is currently approaching towards a middle-income country. In this regard, the development of Dhaka and other regional cities, district towns, and Upazila towns through local government is crucial. Creating employment opportunities, providing quality education and healthcare in these cities will help reducing the pressure on Dhaka. It is imperative to develop a balanced national plan by considering every city to alleviate inequality. Decentralization of administrative and economic activities from Dhaka is essential. Despite repeated assurances and promises, development programs have not been implemented effectively in the absence of proper coordination of national planning.

There is a growing interest in creating a separate community, detached from the larger society, with the aim of establishing a gated or enclosed community after independence. That situation perpetuates social inequality to plan but it has become impossible developing a city or settlement that is accessible and beneficial to all citizens. Among the fundamental aspiration of independence, the noble objective of creating an interconnected community through establishing a universal public society, is not grasped ideally in the urban planning model. The ideal vision of creating a city that includes universal participation in education, healthcare, housing, and all citizen services has been overlooked in the planning and construction of the city. It is important to chart a different course for urban planning and development encompassing the inclusive vision of an ideal city where everyone can benefit from its resources.

Inability to establish a connection between economic activities and urban planning results in the proliferation of industrial establishments in the urban area that are polluting our land, water, and environment, which poses a severe threat to public health. The lack of alignment between urban planning and establishing industrial areas undermines the possibility of expediting industrialization in designated areas while neglecting the importance of creating a sustainable and liveable urban environment. Therefore, it is necessary to identify and establish suitable industrial zones through urban planning to prevent further environmental degradation and promote public health and a liveable urban environment.

Another matter that deserves attention is that in the domain of planned urban and rural development, even though there is no specific law enacted for the purpose of planned

urban and rural development, there are many laws, regulations, and policies that are directly or indirectly supportive of planned development are being overlooked or not being implemented appropriately. In many cases, these laws and regulations are being neglected or not being implemented properly due to the lack of commitment and capacity of the implementing agencies. Furthermore, it revealed the absence of a dedicated and well-functioning implementation mechanism for planned development. A prerequisite for planned development is the formation of a permanent, experienced, and accountable workforce solely dedicated to fulfilling national visions or objectives for planned development and coordinating the knowledge and experience of urban and rural development professionals.

The universities in the country have started courses on urban and rural planning at various levels with the aim of promoting and implementing sound and feasible development plans by utilizing the expertise of qualified personnel in the field. The introduction of urban and rural planning education began in 1968 through the postgraduate degree program in BUET, followed by the launching of undergraduate degree programs at Khulna University in 1991 and BUET in 1995. The Department of Urban and Regional Planning currently exists in seven public universities in the country. Around 2,500 urban planners with undergraduate and postgraduate degrees, equipped with their knowledge, skills, and experience, are contributing significantly to the implementation of the government's "Vision 2041" plan for urbanization, rural development, communication and transportation infrastructure, and environmental and disaster management, through individual and separate initiatives with remarkable success. Their expertise and experience have not been utilized effectively in any government initiatives.

Although there are various legal instruments relating to the implementation of plans adopted by the current government, the failure to implementing them is causing environmental pollution and wasting resources on the one hand and posing a threat to public health on the other hand. In addition, plans proposed by different organizations/agencies are issue-based rather than comprehensive for any area/project. Without analysing the social, economic, and environmental impacts of any given framework, the desired outcomes of all frameworks cannot be achieved wherever they are implemented.

The number of Town Development Authorities in the country is steadily increasing. Currently, 5 Development Authorities are actively working towards urbanization goals, and the Gazipur Development Authority establishment process is ongoing. Development Authority are one of the leading organizations for planned urbanization and development, where a limited number of planners are working successfully.

In accordance with the Honourable Prime Minister's directives, "Local Government Division must prepare district-based master plans and undertake development projects accordingly." To successfully implement the My Village My Town project, it has been decided to endorse the entire sub-district plan instead of only the urban area within the project's scope. This will indicate a direction for development planning throughout the country.

3. Indicators of some discrepancies

Environmental Pollution: The US Environmental Protection Agency (EPA) released a report on nations' role in controlling environmental pollution on January 23rd, 2022. According to the agency, Bangladesh currently holds the second position among all the countries concerning pollution. This means that Bangladesh moved from 125th in 2006 to 179th in 2022 among 180 countries. In other words, Bangladesh has fallen behind by 54 places in the field of pollution control over the past decade.

On the other hand, a report on climate change by the World Bank has stated that Bangladesh is facing adverse effects due to the changing climate. The result is that people's daily lives are being affected, livelihoods are being disrupted, and health hazard is rising. The unplanned industrialization and urbanization are considered as the leading causes.

Air Pollution: According to the "World Air Quality Report 2021" by the Swiss-based organization IQAir, Bangladesh has ranked at the top of the list of the most polluted among 117 countries in the world in terms of air pollution.

Water Pollution: According to the report titled "Asian Water Development Outlook 2016" by an international research organization, Bangladesh is listed as the most polluted in case of river water among the 48 countries in Asia and the Pacific region. The rivers flowing through Nepal, India, and Bangladesh have the lowest water quality. The report highlights Bangladesh's vulnerable position in terms of national water security. It depicts that both surface and groundwater quality in Bangladesh is very poor. The high risk of groundwater depletion in Bangladesh is also evident in the report.

Traffic Jam: Even in small towns, traffic congestion is becoming increasingly evident, like in Dhaka. Unplanned urbanization, weak traffic management, and unregistered vehicles are causing traffic to become increasingly complicated. According to a recent study by the Accident Research and Investigation Institute at Bangladesh University of Engineering and Technology (BUET), more than 8 million working hours are lost on Dhaka's roads every day in 2022, compared to 5 million in 2017. The economic cost of the lost working hours due to traffic congestion is around BDT 1.4 billion daily. Another damage caused by traffic congestion is the reduction of road life. If vehicles remain stopped hour after hour, the road life decreases by 18-30%.

In addition, a research report presented at the annual conference of the Bangladesh Institute of Development Studies (BIDS) in December 2021 stated that the unbearable traffic congestion in the capital city of Dhaka is not only destroying people's welfare and productivity but also affecting GDP and per capita income. Due to unplanned urbanization, the cause of traffic congestion in Dhaka alone, the damage to GDP has stood at 2.9%.

Agricultural Production: Due to the construction of rural roads without drainage facilities, filling of canals and ponds during road construction, unplanned alignment of roads, and construction of unnecessary rural roads, the rural water drainage system has been disrupted, resulting in a reduction of water flow during the rainy season and a decrease in the

natural fertility of agricultural land. As a result, there is an increasing demand for chemical fertilizers. Additionally, navigation capacity in low-lying areas is gradually decreasing. Although efforts are being made through collaborative efforts between agricultural scientists and farmers to achieve self-sufficiency in food production through government support, supply of agricultural equipment, mechanization, and development of new crop varieties, unplanned urbanization and expansion of roads have led to a loss of agricultural land at a rate of one percent per year, and the shortage of surface and underground water for irrigation remains a significant challenge for future agricultural production. On the other hand, filling canals, ponds, and drainage channels has made navigation and transportation of goods impossible.

Health Security: Water pollution, air pollution, environmental pollution, food insecurity, and other health service-related issues pose a threat to the health safety of Bangladesh. According to the Global Health Security Index, in 2021, Bangladesh ranked 95th out of 99 countries, scoring 35.5 points. Despite a slow pace of improvement, Bangladesh's position in the Human Development Index published in 2022 improved to 129th out of 191 countries. In addition, according to the livability index published by the Economist Intelligence Unit (EIU), Dhaka city ranks 166th out of 172 cities.

4. Way Forward

The concept of sustainable development and smart city development has gained increasing importance in recent times. To implement these concepts in reality, the workforce needs to be trained and smart. The system also needs to be smart with an upgraded development machinery. To make infrastructure sustainable and efficient, quality must be ensured within the timeline. Above all, development must be planned and forward-thinking.

It is currently necessary to prepare the country's National Spatial Plan to decorate the nation with proper plan and also to ensure sustainable and equitable urbanization. It is hopeful that we have adopted the Delta Plan to support the Bay of Bengal project for a hundred years for the entire country. Our current reality states that we will be able to achieve our desired goal of future urbanization and rural development by 2041 only by endorsing the National Spatial Plan of the country.

In order to ensure a decent and safe urban infrastructure for future generations, planning and implementation are necessary for the city and its population. This includes the development of the small and medium-sized cities' infrastructure, solving transportation issues, improving traffic management, developing law enforcement, and ensuring citizen services for all. In order to ensure planned urbanization with limited resources, it is necessary for the country's planners and all professionals to work together with a coordinated effort. The goal is to create a planned, livable, and inclusive urban area by incorporating geographical features, rivers, mountains, plains, lakes, and the overall communication infrastructure of the country into consideration. In addition, it is essential to develop master plans for different city corporations, municipalities, and other urban areas to ensure proper land use and management.

The paramount requirement for our nation is the adoption of a comprehensive National Spatial Plan. These plans must take into account our country's geographical features, including rivers, mountains, plains, wetlands, and the overall communication infrastructure. For ensuring effective land use management within city corporations, municipalities, and other urban areas, necessitates development of region-based master plans that harmonize with the National Spatial Plan.

Due to hasty and ill-considered development, a range of issues including accidents, public health hazards, and other unfortunate events have emerged. This underscores the imperative for extensive dissemination of information regarding these matters. It is imperative to secure public endorsement for conscientious urban development within civil society. By galvanizing public sentiment on both an individual and societal scale, the resistance against haphazard infrastructure projects will gain substantial momentum. A curriculum dedicated to providing training and education in favor of methodical development can be integrated into the educational system.

The proper enforcement and compliance of existing acts and regulations, continuous disaster and crisis prevention, improvement, and sustainable management of life, and ultimately realizing the vision of building a happy and prosperous country by 2041 as set by the government cannot be achieved without a comprehensive and coordinated planned development throughout the country. In order to achieve this goal, it is necessary to ensure the participation of Planners with other stakeholders in the planning, adoption, and implementation of development plans.

The objective requires the formulation of specific acts related to urban and rural development on one hand, the establishment of a well-organized, dedicated, and designated workforce on the other.



B. Service Cadre and Organisational Set-up

An Urban Planner holds the central responsibility of determining how the land of a city, village, region, or country should be utilized. The primary objective of Urban Planners is to play a special role in the overall development of society or the country by considering environmental impacts, economic development, and social issues. Furthermore, urban planners craft and execute both immediate and far-reaching strategies for communities, regions, or nations. Beyond the aforementioned considerations, urban planners also contribute significantly to the realms of sustainable and conscientious utilization, preservation, and management of natural resources.

Meticulous planning can facilitate the envisioned development of the country. This can be achieved by utilizing the collective knowledge, expertise, and experience of urban and rural planners. In order to effectively address current and future challenges and turn the government's vision into reality, it is imperative for the government to create avenues for planners to contribute meaningfully, leveraging their wealth of knowledge and skills in executing the government's ambitious agenda.

In order to facilitate crucial technical support for the government's efforts in embracing and formulating comprehensive development strategies and policies at the state level, as well as executing crucial operational plans and policies sanctioned by the respective ministry or division, an Attached Department of the Government named "Spatial Planning Department" under a division of Ministry of Planning i.e., Spatial Planning Division should be established. The office of the attached department should be extended at the Regional, District, and Upazila levels. This expansion will enhance the department's ability to oversee and implement planning initiatives across various geographic scales.

The proposed organizational framework for the Spatial Planning Department and the proposed staffing framework for the Urban and Rural Planning Service Cadres are as follows:

Name of the Organization

Spatial Planning Department

Type/nature of the Organization

Attached Department

Supervisory Ministry/ Division

Local Government Division/Planning Division

Vision of the Department

Through meticulous urban and rural planning, a planned, developed, and sustainable Bangladesh will be formed.

Mission of the Department

To build a developed, sustainable and planned Bangladesh by 2041 through sound planning of urban and rural areas and by ensuring the optimum use of resources, by applying the knowledge, talent, skills and experience of planners.

Activities of the Department

1. Conduct necessary operational activities in the implementation of policies directed by the concerned ministry/division and provide technical guidance to the ministry/division on the practical aspects.
2. Formulating strategic plans and spatial plans at the national level with a view to planned and sustainable development.
3. Planning and implementing master plan-based development at the local level.
4. Provide technical assistance in planning at the local level and in preparation of mega projects.
5. Assist in the development of commercial and residential infrastructure, formulate, update, and implement the national zoning codes to preserve land, historical structures, reservoirs, and open space.
6. Ensure the usage of knowledge, talent, and skills of urban planners in order to ensure planned development in the country.
7. Provide necessary support in the planned development activities of the areas covered by the local government institutions.
8. Acting as a repository of information on related issues.
9. Measures are taken to enhance the professional knowledge, skills, and practical capability of urban planners through supportive programs.
10. Achieve excellence in spatial planning through technology, research, training, innovation, and other processes.
11. Undertake awareness-raising activities on Planned Development and the technical issues involved.

Responsibilities of the Regional Office

1. Provide technical assistance in all physical development activities and prepare master plan at the regional level.
2. Periodic monitoring of development activities based on the master plan.
3. Performing responsibilities in the Building Design Approval Committee/Building Construction Committee at the regional level.
4. Coordinate with other organizations at the regional level.
5. Supervise and coordinate with District Offices.
6. Any other responsibility assigned by the higher authority.

Responsibilities of the District Office

1. Provide technical assistance in all physical development activities and prepare master plan at the district level.
2. Periodic monitoring of development activities based on the master plan at the district level.
3. Working in Building Design Approval Committee/Building Construction Committee of district-level Municipality.
4. Coordinate with other organizations at the district level.
5. Supervise and coordinate the subordinate upazila offices.
6. Any other responsibility assigned by the higher authority.

Responsibilities of the Upazila Office

1. Provide technical assistance in the preparation and updating of master plan at upazila level.
2. Assist in the implementation of the Master Plan at the upazila level.
3. Disseminate the importance and necessity of spatial planning to all stakeholders related to spatial planning.
4. Issuance of land use permit on behalf of Upazila Parishad as per Master Plan/Detailed Area Plan.
5. Periodic monitoring of development activities based on the master plan.
6. Work in BC Committee/Building Design Approval Committee of Upazila, Upazila Municipality, and Union Parishad.
7. Coordinate with Upazila Parishad and other departments at the Upazila level.
8. Provide information and necessary assistance as required by higher authorities.
9. Any other responsibility assigned by higher authority.



Spatial Planning Department (Proposed Organogram) (Head Office)

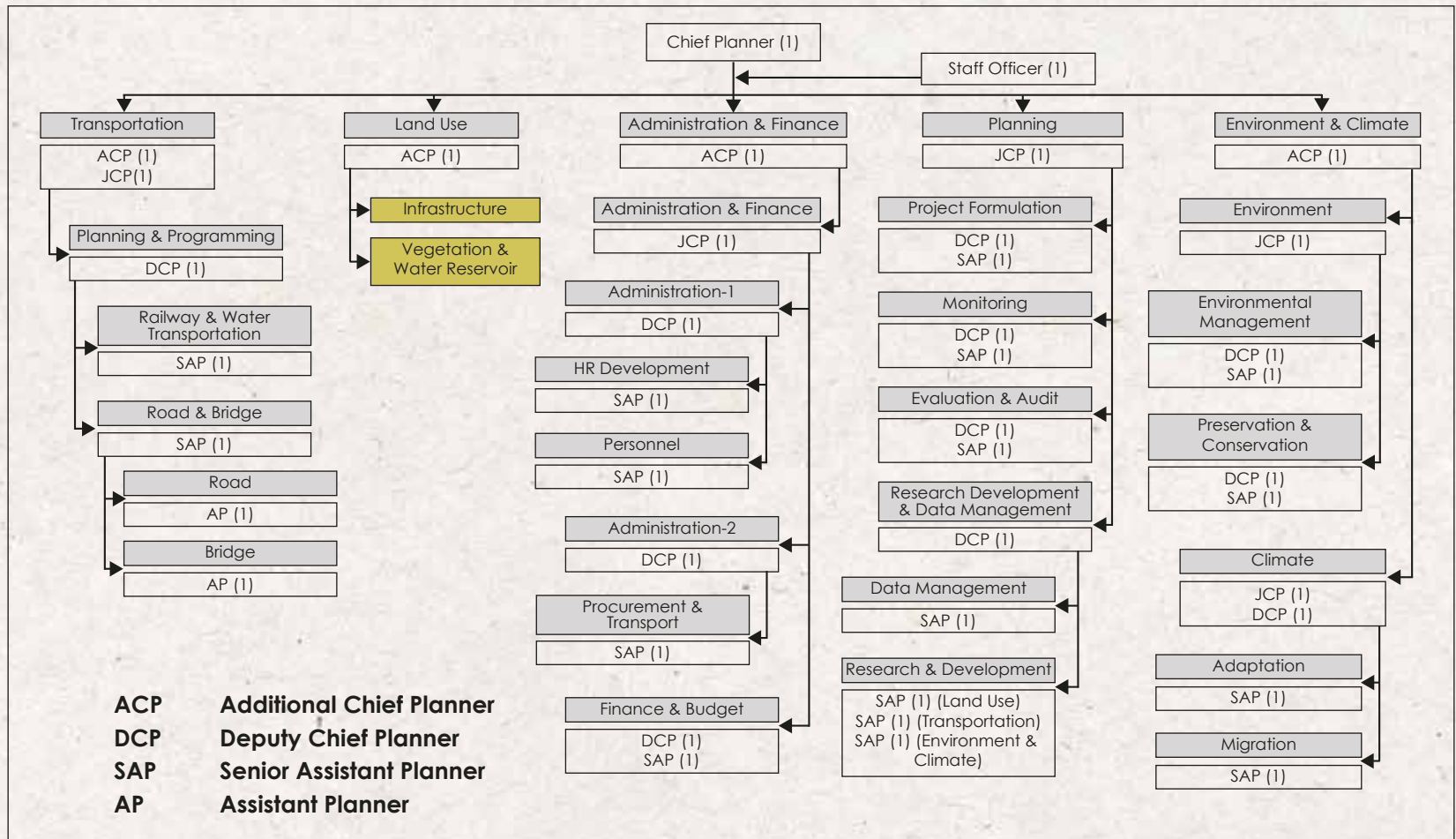
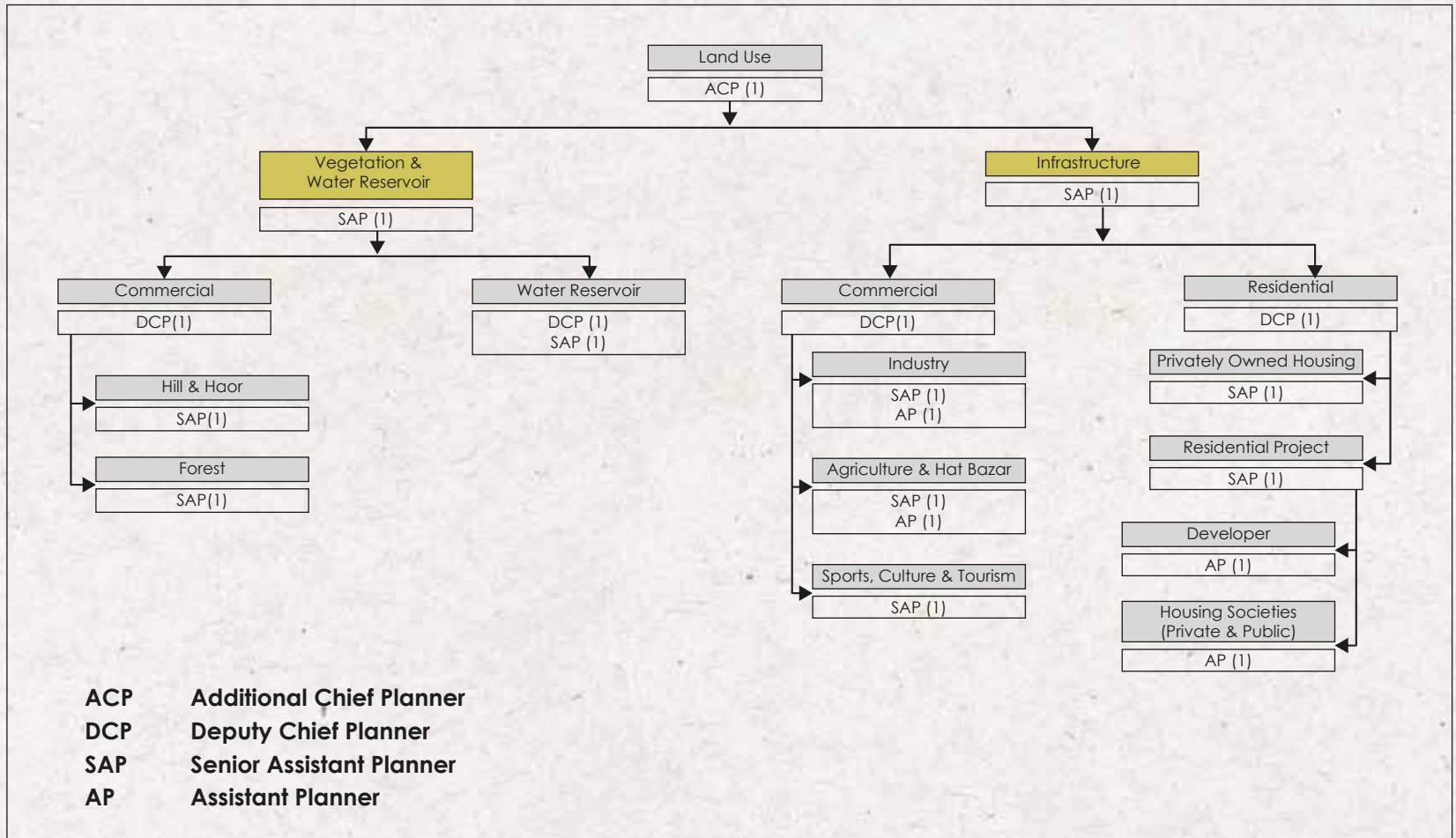


Figure A6.1: Proposed organogram of Head office of the Spatial Planning Department

134 "On the next page, the framework for Infrastructure; and Vegetation & Water Reservoir subdivision are described."

Proposed Organogram (Head Office) Infrastructure; and Vegetation & Water Reservoir Subdivision



C. Proposed Organogram (Regional Office)

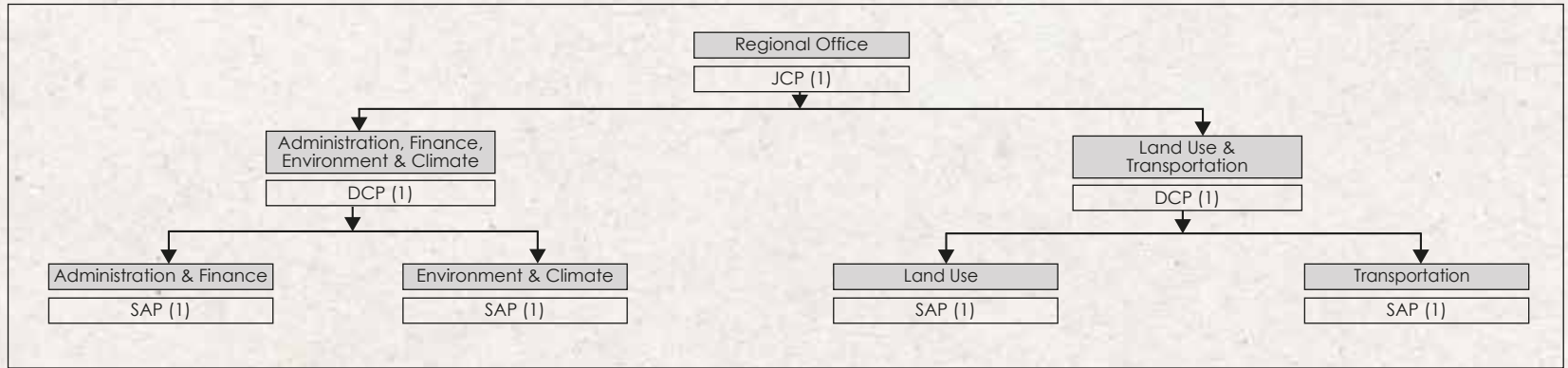


Figure A6.2: Proposed organogram of Regional office of the Spatial Planning Department

Proposed Organogram (Zila Office)

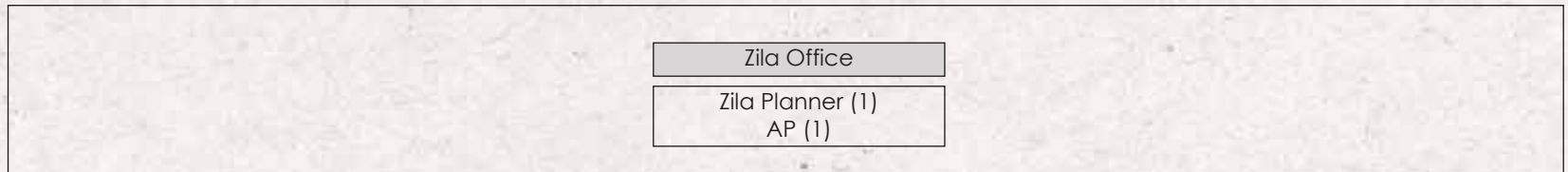


Figure A6.3: Proposed organogram of Zila office of the Spatial Planning Department

Proposed Organogram (Upazila Office)

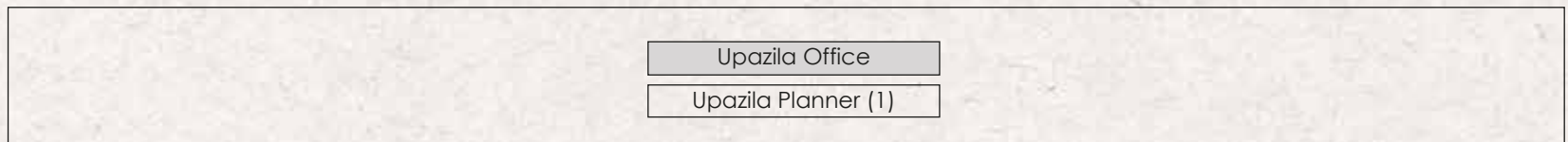


Figure A6.4: Proposed organogram of Upazila office of the Spatial Planning Department

Table A6.1: Proposed BCS (Urban and Rural Planning) Cadre Manpower

Sl. No.	Organization/Level	Designation	Manpower in each position	Grade	Current Post No.	Total manpower in posts	Total manpower at organizational level
1	Upazila Office	Upazila Planner	1X495	9 th	0	495	495
2	Zila Office	Assistant Planner	1X64	9 th	0	64	128
		Zila Planner	1X64	6 th	0	64	
3	Regional Office	Senior Assistant Planner	4X8	6 th	0	32	56
		Deputy Chief Planner	2X8	5 th	0	16	
		Joint Chief Planner	1X8	4 th	0	8	
4	Head Office	Assistant Planner	6	9 th	0	6	55
		Senior Assistant Planner	21	6 th	0	23	
		Deputy Chief Planner	14	5 th	0	14	
		Joint Chief Planner	7	4 th	0	7	
		Additional Chief Planner	3	3 rd	0	3	
		Additional Chief Planner	1	2 nd	0	1	
		Chief Planner	1	1 st	0	1	
Total		-	-	-	0	734	734

Table A6.2: Manpower: Cadre Summary

Grade	Number
9 th	565
6 th	119
5 th	30
4 th	15
3 rd	3
2 nd	1
1 st	1
Total	734

Rationalization of the Number of Planners in Government Organizations

Currently, several organizations or authorities within the purview of various ministries/divisions have included certain Planners in their organizational structure to implement their own visions, missions, objectives, and work plans. However, considering the necessity for planned development and the current perspective, the Bangladesh Institute of Planners (BIP) believes there is a crucial need to rationalize the number and position of planners included in the organizational structure of all such authorities.

A comprehensive review has been conducted on the approved and proposed organizational structures of diverse institutions and agencies, with a primary focus on harmonizing the positions of planners with their respective organizational frameworks. In this context, a preliminary evaluation has been carried out on the organizational structures of 39 institutions, and a systematic proposal for rationalizing the presence of planners within these structures has been prepared. Some of these proposals have already been submitted to certain institutions.

The number of posts of Planners in the sanctioned/proposed organogram of various organizations and the number of posts of Planners proposed by BIP are given below.

Table A6.3: Proposals regarding rationalization of planners at various levels of Government organizations

Sl. No.	Organization/Level	Designation	Manpower in each position	Grade	Current Post No.	Total manpower in posts	Total manpower at organizational level
1	Upazila Parishad	Upazila Planner	1 person per Upazila	9 th	0	495	495
2	Zila Parishad	Zila Planner	1 person per Zila	9 th	0	64	64
3	A- Class Pourashava	Assistant Urban Planner	1 person per Pourashava	9 th	196	196	392
		Senior Assistant Urban Planner	1 person per Pourashava	6 th	0	196	
	B- Class Pourashava	Assistant Urban Planner	1 person per Pourashava	9 th	0	94	94
	C- Class Pourashava	Assistant Urban Planner	1 person per Pourashava	9 th	0	39	39

Sl. No.	Organization/Level	Designation	Manpower in each position	Grade	Current Post No.	Total manpower in posts	Total manpower at organizational level
4	Dhaka North City Corporation	Assistant Urban Planner	2+ 10 persons in 10 zone	9 th	2	12	27
		Senior Assistant Urban Planner	2+ 10 persons in 10 zone	6 th	1	12	
		Deputy Chief Urban Planner	2	5 th	0	2	
		Chief Urban Planner	1	4 th	1	1	
5	Dhaka South City Corporation	Assistant Urban Planner	2+ 10 persons in 10 zone	9 th	2	12	27
		Senior Assistant Urban Planner	2+ 10 persons in 10 zone	6 th	1	12	
		Deputy Chief Urban Planner	2	5 th	0	2	
		Chief Urban Planner	1	4 th	1	1	
6	Chattogram City Corporation	Assistant Urban Planner	3+ 2 persons in 2 zone	9 th	1	5	11
		Senior Assistant Urban Planner	2+ 2 persons in 2 zone	6 th	1	4	
		Deputy Chief Urban Planner	1	5 th	0	1	
		Chief Urban Planner	1	4 th	0	1	
7	Narayanganj City Corporation	Assistant Urban Planner	4	9 th	1	4	11
		Senior Assistant Urban Planner	4	6 th	1	4	
		Deputy Chief Urban Planner	2	5 th	0	2	
		Chief Urban Planner	1	4 th	0	1	
8	Gazipur City Corporation	Assistant Urban Planner	2+ 8 persons in 8 zone	9 th	3	10	14
		Senior Assistant Urban Planner	2	6 th	2	2	
		Deputy Chief Urban Planner	1	5 th	0	1	
		Chief Urban Planner	1	4 th	1	1	

Sl. No.	Organization/Level	Designation	Manpower in each position	Grade	Current Post No.	Total manpower in posts	Total manpower at organizational level
9	Khulna City Corporation	Assistant Urban Planner	2+ 2 persons in 2 zone	9 th	1	4	6
		Senior Assistant Urban Planner	1	6 th	1	1	
		Chief Urban Planner	1	4 th	0	1	
10	Rajshahi City Corporation	Assistant Urban Planner	2	9 th	1	2	4
		Senior Assistant Urban Planner	1	6 th	0	1	
		Chief Urban Planner	1	4 th	0	1	
11	Sylhet City Corporation	Assistant Urban Planner	3	9 th	1	3	5
		Senior Assistant Urban Planner	1	6 th	0	1	
		Chief Urban Planner	1	4 th	0	1	
12	Mymensingh City Corporation	Assistant Urban Planner	1+ 3 persons in 3 zone	9 th	1	4	6
		Senior Assistant Urban Planner	1	6 th	0	1	
		Chief Urban Planner	1	4 th	1	1	
13	Cumilla City Corporation	Assistant Urban Planner	2	9 th	1	2	4
		Senior Assistant Urban Planner	1	6 th	0	1	
		Chief Urban Planner	1	4 th	0	1	
14	Rangpur City Corporation	Assistant Urban Planner	2	9 th	1	2	4
		Senior Assistant Urban Planner	1	6 th	0	1	
		Chief Urban Planner	1	4 th	0	1	
15	Barisal City Corporation	Assistant Urban Planner	1+ 3 persons in 3 zone	9 th	1	4	6
		Senior Assistant Urban Planner	1	6 th	0	1	
		Chief Urban Planner	1	4 th	0	1	

Sl. No.	Organization/Level	Designation	Manpower in each position	Grade	Current Post No.	Total manpower in posts	Total manpower at organizational level
16	Rajdhani Unnayan Kartripakkha	Assistant Town Planner	12+ 8 persons in 24 zone	9 th	26	36	56
		Senior Assistant Town Planner	8+ 8 persons in 8 zone	6 th	13	16	
		Deputy Chief Town Planner	3	5 th	2	3	
		Chief Town Planner	1	4 th	1	1	
17	Chittagong Development Authority	Assistant Town Planner	8+ 12 persons in 12 zone	9 th	5	20	39
		Senior Assistant Town Planner	5+ 12 persons in 12 zone	6 th	2	17	
		Deputy Chief Town Planner	1	5 th	1	1	
		Chief Town Planner	1	3 rd	1	1	
18	Khulna Development Authority	Assistant Town Planner	6+ 3 persons in 3 zone	9 th	8	9	15
		Senior Assistant Town Planner	2+ 3 persons in 2 zone	6 th	3	4	
		Deputy Chief Town Planner	1	5 th	1	1	
		Chief Town Planner	1	4 th	0	1	
19	Rajshahi Development Authority	Assistant Town Planner	5	9 th	2	5	9
		Senior Assistant Town Planner	2	6 th	1	2	
		Deputy Chief Town Planner	1	5 th	0	1	
		Chief Town Planner	1	4 th	0	1	
20	Cox's Bazar Development Authority	Assistant Town Planner	8	9 th	8	8	12
		Senior Assistant Town Planner	2	6 th	2	2	
		Deputy Chief Town Planner	1	5 th	0	1	
		Chief Town Planner	1	4 th	1	1	

Sl. No.	Organization/Level	Designation	Manpower in each position	Grade	Current Post No.	Total manpower in posts	Total manpower at organizational level
21	WASA	Assistant Planner	2 persons per WASA total 8	9 th	0	8	14
		Senior Assistant Planner	1 person in 2 WASA (DWASA, CWASA) total 2	6 th	0	2	
		Chief Planner	1 person per WASA total 4	5 th	0	4	
22	Department of Public Health Engineering	Assistant Planner	3	9 th	0	3	4
		Senior Assistant Planner	1	6 th	0	1	
23	National Institute of Local Government	Assistant Director (Planner)	2	9 th	0	2	3
		Deputy Director (Planner)	1	6 th	0	1	
24	Bangladesh Rural Development Board	Assistant Director (Planner)	2	9 th	0	2	3
		Deputy Director (Planner)	1	6 th	0	1	
25	Bangladesh Academy for Rural Development	Assistant Director (Planner)	2	9 th	0	2	2
26	Rural Development Academy	Assistant Director (Planner)	2	9 th	0	2	3
		Deputy Director (Planner)	1	6 th	0	1	
27	Bangabandhu Academy for Poverty Alleviation and Rural Development	Assistant Director (Planner)	1	9 th	0	1	2
		Deputy Director (Planner)	1	6 th	0	1	

Sl. No.	Organization/Level	Designation	Manpower in each position	Grade	Current Post No.	Total manpower in posts	Total manpower at organizational level
28	Bangladesh Inland Water Transport Authority	Assistant Director (Planner)	2	9 th	0	2	5
		Deputy Director (Planner)	2	6 th	0	2	
		Superior Deputy Director (Planner)	1	5 th	0	1	
29	Bangladesh Rural Electrification Board	Assistant Director (Planner)	3	9 th	0	3	7
		Deputy Director (Planner)	3	6 th	0	3	
		Director (Planner)	1	5 th	0	1	
30	National Housing Authority	Assistant Planner	2	9 th	0	2	7
		Senior Assistant Planner	2	6 th	0	2	
		Deputy Chief Planner	2	5 th	0	2	
		Chief Planner	1	4 th	0	1	
31	Forest Department	Assistant Planner	1	9 th	0	1	2
		Senior Assistant Planner	1	6 th	0	1	
32	Department of Environment	Assistant Director (Planner)	5+ 6 persons in 6 division	9 th	0	11	12
		Deputy Director (Planner)	1	6 th	0	1	
33	Public Works Department	Senior Assistant Planner	1	6 th	0	1	1
34	Roads and Highways Department	Assistant Planner	4	9 th	0	4	10
		Senior Assistant Planner	5	6 th	0	5	
		Chief Planner	1	5 th	0	1	
35	Housing and Building Research Institute	Assistant Research Planner	8	9 th	0	8	15
		Research Planner	4	6 th	0	4	
		Senior Research Planner	2	5 th	0	2	
		Principal Research Planner	1	4 th	0	1	

Sl. No.	Organization/Level	Designation	Manpower in each position	Grade	Current Post No.	Total manpower in posts	Total manpower at organizational level
36	Bangladesh Bridge Authority	Deputy Director (Planner)	2	6 th	0	2	3
		Additional Director (Planner)	1	5 th	0	1	
37	Department of Archaeology	Assistant Planner	2	9 th	0	2	2
38	Bangladesh Economic Zones Authority	Assistant Planner	2	9 th	0	4	7
		Senior Assistant Planner	1	6 th	0	2	
		Chief Planner	1	5 th	0	1	
39	Local Government Engineering Department	Assistant Planner	562	9 th	1	562	1162
		Senior Assistant Planner	516	6 th	0	516	
		Executive Planner	73	5 th	2	73	
		Superintendent Planner	10	4 th	0	10	
		Additional Chief Planner	1	2 nd	0	1	
40	Dhaka Transport Coordination Authority	Assistant Urban Planner	8	9 th	1	8	23
		Deputy Urban Planner	8	6 th	1	8	
		Executive Urban Planner	4	5 th	1	4	
		Superintendent Urban Planner	2	4 th	1	2	
		Chief Urban Planner	1	3 rd	0	1	
-	Total	-	-	-	307	2627	2627

Table A6.4: Manpower in different organizations outside the Spatial Planning Department: Summary

Grade	Number
9th	1657
6th	832
5th	105
4th	30
3rd	2
2nd	1
Total	2627



Annex 7: Benchmark for Rates

Guidelines for Cost Estimation for Spatial Planning Projects

A. Introduction

The history of spatial planning in Bangladesh date backs to early 50s while numbers of housing states¹⁶ were planned and implemented in different parts of the country to accommodate the incoming refugees from different parts of India. Soon after, the emergence of planned urban development was realized, and initiative was taken to form city specific development authority through creation of Dhaka Improvement Trust (DIT) in 1956, Chattogram Development Authority (CDA) in 1959 and Khulan Development Authority (KDA) in 1961 respectively to ensure planned development in and adjoining areas of Dhaka, Chattogram and Khulna. At later stage in the mid-60s, with the view to ensure comprehensive urban planning and development throughout the country, Urban Development Directorate (UDD) was established in 1965. Several spatial plans for the towns like Khshtia, Mymensing, Borguna, Patuakhali, Rajshahi was prepared by UDD in the late 60s.

After independence of Bangladesh, spatial planning was not a priority¹⁷ until early 80s when initiative was taken to prepare upzilla plans across the country by UDD and Local Government Engineering Department (LGED). Dhaka's Master plan was not felt a priority until the devastating flood of 1988. In early 90s initiative was taken to prepare Comprehensive Plan for Dhaka and Chattogram with the introduction of three tier planning approach. Since then, initiatives have been taken by the development authorities for the respective city planning, and municipality & upzilla planning by LGED and UDD.

The spatial plan currently prepared by different agencies vary by typology, approach, content, duration and implementation mandate. Budgets for planning also differ by a big margin without logical considerations. A common rate schedule will help all relevant stakeholders¹⁸ associated with spatial planning practice. Under these circumstances, initiative is taken to prepare a reasonable rate schedule for spatial planning to be considered during spatial plan design and budgeting. This rate schedule will ensure optimum use of national resources, Guide agencies preparing planning projects with appropriate budget, Guide professionals and firms in practicing planning projects and Increase scope to prevent misuse of resources.

B. Guideline

1. This guideline has been prepared for the purpose of preparation of Master Plan/ Spatial Plan and maps for different levels by respective executing agencies, consultants, and relevant professionals on preparing and maintaining cost estimates, and

¹⁶Mirpur Housing State, Mohammedpur Planned Aea, Khalishpur Industrial Area, Khulna, Syedpur Housing Estate, Rajshahi Upshahar etc.

¹⁷After Independence Rajshahi Development Authority was formed in 1976 and Master Plan was prepared for several Districts/Municipalities by UDD.

¹⁸Bangladesh Planning Commission, City Development Authorities, UDD, LGED, Municipalities, City Corporations, Development Partners, Contractors and professionals.

how cost estimates should be presented. The guidelines presents brief content and methodology, based on good practice, that if consistently applied should lead to the preparation of more robust cost estimates and should facilitate projects to be implemented by Bangladesh Planning Commission, city development authorities, Urban Development Directorate (UDD), City Corporations, Municipalities, Local Government Engineering Department (LGED) and development partners.

2. The cost estimate structure presented in this document is the approximation of a project's probable cost. Cost estimates are prepared at the concept stage, to be refined throughout the project-preparation process, and updated during implementation. The cost estimate should identify the principal cost components needed to support effective project management (including monitoring of costs and physical progress during implementation).
3. Detail Project cost estimates should be prepared from the perspective of the project to be implemented. Cost estimates should be sufficiently detailed and constructed to facilitate the need for the project period/time to be implemented.
4. For government funding projects, government accounting systems should be followed. In this regard, project expenditures should be categorized using the government's regular chart of accounts and accounting system. When determining how to structure and present project cost estimates, it is necessary to consider the structure and capabilities of the government's accounting system.
5. At the time of project implementation/ budgeting, cost estimates should comprise base cost and contingencies. Detailed estimates should be prepared based on a detailed estimate of inputs, by expenditure category for each output/component, expenditure category, and/or implementing agency. Contingencies comprise separate physical and price contingency allowances. Physical contingencies should be computed as a percentage of the base cost. Price contingencies are computed by applying cumulative cost escalation factors to the sum of the base cost and physical contingencies.

C. GLOSSARY

Technical Expert: Consultant or employee of the entity with the technical background in the field of Urban Planning, Engineering, Geology, Sociology, Hydrology and or other relevant field and, as part of their job responsibilities, are involved in research, development, conceptualization, product, or service design, testing or exercise.

Management Expert: The individual professional with the ability and experience in the file of project administrative management with reference to any urban planning or development project.

Senior Level Expert: The individual professional with more than 15 years' experience in the relevant field that is required by the project to be implemented.

Mid-Level Expert: The individual professional with 10-15 years' experience in the relevant field that is required by the project to be implemented.

Junior-Level Expert: The individual professional with at least 5 years' experience in the relevant field that is required by the project to be implemented.

Spatial Planning Team: Spatial planning team should form comprising Multi professional¹⁹ Urban Planner (minimum 10 including senior, mid, and junior level), transport planner, economist, sociologist, geologist, civil engineer, architect, urban finance expert, tourism planning expert)

VAT and Taxes: For cost estimates' purposes, local taxes and duties include VAT, AIT must be calculated along with the other relevant cost for the plan preparation and as per the law of National Board of Revenue.



Technical Outline and Estimation

National Level Plan and Mapping

Scale: 1:25,000 - 1:50,000

Duration: 36 Months

Table A7.1: Outline of the Features Related to National Level Plan and Mapping

Item Code	Brief Description of the Work	Unit (MM)/sq. km
	The mapping scales at National level should be 1:25,000 - 1:50,000. However, in some instances larger or smaller scales may also be used.	
A	Output Document (Both Explanatory Reports and Maps)	
	[1] Recommendation for Regional Settings for Spatial Development and major infrastructure [2] Recommendations for Forests, Waterbodies and Agriculture areas for Conservation [3] Recommendations for the Urban and Rural Areas for Planned Development	
B	Map Content	
	Administrative Boundaries, Hydrography, Vegetation, River network, Transportation, Wet land, Agriculture, Urban Areas, Rural Areas, Restricted Areas, Conservation Areas	
C	Secondary data/information	
	Satellite Image	147570
	Topographic layers: National elevation contours or digital elevation model (DEM); Slope map; Built up areas (individual or groups of buildings); Road network; Main transport infrastructure facilities (e.g. airport, port); River networks	147570
	Land use map in classes relevant for sectorial policy and planning (e.g. conservation, industrial, commercial, agriculture, residential, recreational, institutional etc.). Data/information should be as current as possible.	147570
	National Hazard Maps: Earthquake micro zonation maps; flood hazard maps; landslide hazard maps, cyclone and storm surge hazard maps	147570
D	Technical Inputs	
	Senior Level Technical Experts	400
	Mid-Level Technical Experts	700
	Junior Level Technical Experts	800
	Senior Level Management Professional	150
	Mid-Level Management Professional	100
	Recommended Technical Experts	
	Urban Planner, Geologist, Sociologist, Demographer, Tourism Expert, Archeologist, Forester, Fisheries Experts, Environmentalist, GIS & RS Expert,	

Table A7.2: National Level Planning and Mapping

Sl. No.	Component	Unit (mm)/ sq. km/ Number	Rate (BDT)	Total
A	Secondary data/information			-
	Satellite Image	147,570.00	350	51,649,500.00
	Topographic Data	147,570.00	350	51,649,500.00
	Documents, data, publications etc.	L/S	20,000,000.00	20,000,000.00
	Sub Total			123,299,000.00
B	Primary Survey and Data Collection			
	Image Analysis and Process	147,570	800.00	118,056,000.00
	Socio-economic, housing, tourism, economic	150000	500.00	75,000,000.00
	Different Survey as per requirements	L/S	20,000,000.00	20,000,000.00
	Sub Total			213,056,000.00
C	Public Consultations			
	Regional Level Workshop	20	1,000,000.00	20,000,000.00
	National Level Workshop	10	2,000,000.00	20,000,000.00
	Stakeholder Consultation	30	500,000.00	15,000,000.00
	Sub Total			55,000,000.00
D	Documentation and Publications			
	Audio-visual & 3D Output cost	LS	5,000,000.00	5,000,000.00
	Leaflet and Publication	LS	4,000,000.00	4,000,000.00
	Media Coverage	LS	5,000,000.00	5,000,000.00
	Sub Total			14,000,000.00
E	Logistics and Operational cost			
	Office Rent	LS	18,000,000.00	18,000,000.00
	Office Operation Logistics	LS	20,000,000.00	20,000,000.00
	Electronic Equipment's	LS	35,000,000.00	35,000,000.00
	Miscellaneous	LS	5,000,000.00	5,000,000.00
Sub Total			78,000,000.00	
F	Technical Inputs			
	Senior Level Technical Experts	400	420,000.00	168,000,000.00
	Mid-Level Technical Experts	700	380,000.00	266,000,000.00
	Junior Level Technical Experts	800	250,000.00	200,000,000.00
	Senior Level Management Professional	150	180,000.00	27,000,000.00
	Mid-Level Management Professional	100	80,000.00	8,000,000.00
	Sub Total			669,000,000.00
Grand Total (Including VAT & Tax)				1,152,355,000.00

Regional Level²⁰ Planning and Mapping

Scale: 1:10,000

Duration: 24 Months

Table A7.3: Outline of the Features Related to Regional Level Plan and Mapping.

Item Code	Brief Description of the Work	Unit (MM)/sq. km
	The mapping scales at regional level should be 1:5,000. However, in some instances larger or smaller scales may also be used depending on the authority handling the project.	
A	Output Document (Both Explanatory Reports and Maps) [1] Regional Plan with recommendation for Urban Areas/ and Cities to be developed [2] Recommendations for Forests, Waterbodies and Agriculture for Conservation [3] Recommendations for the Rural Areas for Planned Development	
B	Output Map Content (Both Explanatory Reports and Maps) Administrative Boundaries, Hydrography, Vegetation, River network, Transportation, Wet land, Agriculture, Urban Areas, Rural Areas, Restricted Areas, Conservation Areas	
C	Secondary data/information	
	Satellite Image	15000
	Topographic layers: Regional elevation contours or digital elevation model (DEM); Slope map; Built up areas (individual or groups of buildings); Road network; Main transport infrastructure facilities (e.g. airport, port); River networks	15000
	Land use map in classes relevant for sectorial policy and planning (e.g. conservation, industrial, commercial, agriculture, residential, recreational, institutional etc.). Data/information should be as current as possible.	15000
D	Technical Inputs	
	Senior Level Technical Experts	300
	Mid-Level Technical Experts	500
	Junior Level Technical Experts	600
	Senior Level Management Professional	120
	Mid-Level Management Professional	80
	Recommended Technical Experts	
	Urban Planner, Civil Engineer, Geologist, Sociologist, Demographer, Tourism Expert, Archeologist, Forester, Fisheries Experts, Environmentalist,	

²⁰Regional Level Refers to Divisional or District Level or geographic region (to be decided)

Table A7.4: Regional Level Planning and Mapping

Sl. No.	Component	Unit (mm)/sq. km/Number	Rate (BDT)	Total
A	Secondary data/information			-
	Satellite Image	15,000	350	5,250,000.00
	Topographic Data	15,000	350	5,250,000.00
	Documents, data, publications etc.	L/S	10,000,000.00	10,000,000.00
	Sub Total			20,500,000.00
B	Primary Survey and Data Collection			
	Image Analysis and Process	15,000	1,200.00	18,000,000.00
	Socio-economic, housing, tourism, economic	10000	500.00	5,000,000.00
	Different Survey as per requirements	L/S	10,000,000.00	10,000,000.00
	Sub Total			33,000,000.00
C	Public Consultations			
	Regional Level Workshop	20	1,000,000.00	20,000,000.00
	National Level Workshop	10	2,000,000.00	20,000,000.00
	Stakeholder Consultation	30	500,000.00	15,000,000.00
	Sub Total			55,000,000.00
D	Documentation and Publications			
	Audio-visual & 3D Output cost	LS	5,000,000.00	5,000,000.00
	Leaflet and Publication	LS	4,000,000.00	4,000,000.00
	Media Coverage	LS	5,000,000.00	5,000,000.00
	Sub Total			14,000,000.00
E	Logistics and Operational cost			
	Office Rent	LS	10,000,000.00	10,000,000.00
	Office Operation Logistics	LS	8,000,000.00	8,000,000.00
	Electronic Equipment's	LS	15,000,000.00	15,000,000.00
	Miscellaneous	LS	2,000,000.00	2,000,000.00
	Sub Total			35,000,000.00
F	Technical Inputs			
	Senior Level Technical Experts	300	420,000.00	126,000,000.00
	Mid-Level Technical Experts	500	380,000.00	190,000,000.00
	Junior Level Technical Experts	600	250,000.00	150,000,000.00
	Senior Level Management Professional	120	180,000.00	21,600,000.00
	Mid-Level Management Professional	80	80,000.00	6,400,000.00
	Sub Total			494,000,000.00
Grand Total (Including VAT & Tax)				651,500,000.00

Local Level²¹ Planning and Mapping

Scale: 1:3960

Duration: 24 Months

Table A7.5: Outline of the Features Related to Upzilla Level Plan and Mapping.

Item Code	Brief Description of the Work	Unit (MM)/ sq. km
	The mapping scales at local level should be 1:3960. This is to ensure land use clearance process been practiced at city and municipal level in Bangladesh. However, the scale may differ as per the requirements by the respective authorities at local level.	
A	Output Document (Both Explanatory Reports and Maps)	
	[1] Local level plan should be developed based on the recommendation in the upper tier national and regional plans[2] Strategic Planning guidelines for land use development and infrastructure installation [3] Detail Recommendations for specific area development [4] Recommendations for conservation of natural settings like water bodies, agriculture, forest, park, lakes, ponds, hills and other areas applicable [5] Outline of the reporting may differ based on the requirements of the local authorities. [6] Three tier Planning is recommended as per the Five-Year Plan Recommendation	
B	Output Map Content (Both Explanatory Reports and Maps)	
	Administrative Boundaries, detail road and rail network, water bodies, River and water network, Agriculture land, Urban Areas, Rural Areas, Restricted Areas, Conservation Areas	
C	Secondary data/information	
	Satellite Image	400
	Topographic layers: Regional elevation contours or digital elevation model (DEM); Slope map; Built up areas (individual or groups of buildings); Road network; Main transport infrastructure facilities (e.g. airport, port); River networks	400
	Land use map in classes relevant for sectorial policy and planning (e.g. conservation, industrial, commercial, agriculture, residential, recreational, institutional etc.). Data/information should be as current as possible.	400
	Zonal Hazard Maps: Earthquake micro zonation maps; flood hazard maps; landslide hazard maps, cyclone, and storm surge hazard maps	400
D	Primary data/information Collection	
	Physical Feature Survey (including spot height)	400
	Socio-economic, housing, tourism, economic	3000
	Traffic & Transport	L/S
	Natural Hazards, environment (sound, noise, air, water pollution)	L/S
E	Technical Inputs	
	Senior Level Technical Experts	36
	Mid-Level Technical Experts	60
	Junior Level Technical Experts	70
	Senior Level Management Professional	24
	Mid-Level Management Professional	24
	Recommended Technical Experts (not limited to)	
	Urban Planner, Civil Engineer, Architect, Sociologist, Tourism Expert, Environmental Expert	

²¹Local Level Plan refers to the plans applicable for Upzilla Parishad

Table A7.6: Local Level (Upzilla) Planning and Mapping

Sl. No.	Component	Unit (mm)/ sq. km/ Number	Rate (BDT)	Total
A	Secondary data/information			-
	Documents, data, publications etc.	L/S	2,500,000.00	2,500,000.00
	Sub Total			2,500,000.00
B	Primary Survey and Data Collection			
	Physical Feature Survey (including spot height)	400	209,950.00	83,980,000.00
	Socio-economic, housing, tourism, economic	3000	350	1,050,000.00
	Traffic & Transport	L/S	400000	400,000.00
	Natural Hazards, environment (sound, noise, air, water pollution)	L/S	600000	600,000.00
	Sub Total			86,030,000.00
C	Public Consultations			
	Ward Level Consultations (one each during survey & planning stage)	18	50,000.00	900,000.00
	Municipal Level Consultation (Survey and Planning Stage)	6	30,000.00	180,000.00
	Ward Level Workshop/Meeting (at least one before finalizing plan)	9	30,000.00	270,000.00
	Workshops with Stakeholders	10	30,000.00	300,000.00
	Sub Total			1,650,000.00
D	Documentation and Publications			
	Audio-visual & 3D Output cost	LS	500,000.00	500,000.00
	Leaflet and Publication	LS	200,000.00	200,000.00
	Media Coverage	LS	200,000.00	200,000.00
Sub Total			900,000.00	
E	Logistics and Operational cost			
	Office Rent	LS	3,000,000.00	3,000,000.00
	Office Operation Logistics	LS	500,000.00	500,000.00
	Electronic Equipment's	LS	500,000.00	500,000.00
	Miscellaneous	LS	500,000.00	500,000.00
Sub Total			4,500,000.00	
F	Technical Inputs			
	Senior Level Technical Experts	36	350,000.00	12,600,000.00
	Mid-Level Technical Experts	60	270,000.00	16,200,000.00
	Junior Level Technical Experts	70	190,000.00	13,300,000.00
	Senior Level Management Professional	24	100,000.00	2,400,000.00
	Mid-Level Management Professional	24	80,000.00	1,920,000.00
Sub Total			46,420,000.00	
Grand Total (Including VAT & Tax)				142,000,000.00

Local Level²² Planning and Mapping

Scale: 1:3960

Duration: 18 Months

Table A7.7: Outline of the Features Related to City Corporation, Municipality and Union Level Plan and Mapping.

Item Code	Brief Description of the Work	Unit (MM)
	The mapping scales at local level should be 1:3960. This is to ensure land use clearance process been practiced at city and municipal level in Bangladesh. However, the scale may differ as per the requirements by the respective authorities at local level.	
A	Output Document (Both Explanatory Reports and Maps)	
	[1] Local level plan should be developed based on the recommendation in the upper tier national and regional plans [2] Strategic Planning guidelines for land use development and infrastructure installation [3] Detail Recommendations for specific area development [4] Recommendations for conservation of natural settings like water bodies, agriculture, forest, park, lakes, ponds, hills and other areas applicable [5] Outline of the reporting may differ based on the requirements of the local authorities.	
B	Output Map Content (Both Explanatory Reports and Maps)	
	Administrative Boundaries, detail road and rail network, water bodies, River and water network, Agriculture land, Urban Areas, Rural Areas, Restricted Areas, Conservation Areas	
C	Secondary data/information	
	Satellite Image	15
	Topographic layers: Regional elevation contours or digital elevation model (DEM); Slope map; Built up areas (individual or groups of buildings); Road network; Main transport infrastructure facilities (e.g. airport, port); River networks	15
	Land use map in classes relevant for sectorial policy and planning (e.g. conservation, industrial, commercial, agriculture, residential, recreational, institutional etc.). Data/information should be as current as possible.	15
	Zonal Hazard Maps: Earthquake micro zonation maps; flood hazard maps; landslide hazard maps, cyclone, and storm surge hazard maps	15
D	Primary data/information Collection	
	Physical Feature Survey (including spot height)	15
	Socio-economic, housing, tourism, economic	1200
	Traffic & Transport	L/S
	Natural Hazards, environment (sound, noise, air, water pollution)	L/S
E	Technical Inputs	
	Senior Level Technical Experts	28
	Mid-Level Technical Experts	55
	Junior Level Technical Experts	50
	Senior Level Management Professional	18
	Mid-Level Management Professional	18
	Recommended Technical Experts (not limited to)	
Urban Planner, Civil Engineer, Architect, Sociologist, Tourism Expert, Environmental Expert		

²²Local Level Plan refers to the plans applicable for City Corporation, Municipalities and Union Parishad

Table A7.8: Local Level (Municipality) Planning and Mapping

Sl. No.	Component	Unit (mm)/ sq. km/ Number	Rate (BDT)	Total
A	Secondary data/information			-
	Documents, data, publications etc.	L/S	1,500,000.00	1,500,000.00
	Sub Total			1,500,000.00
B	Primary Survey and Data Collection			
	Physical Feature Survey (including spot height)	15	209,950.00	3,149,250.00
	Socio-economic, housing, tourism, economic	1200	350	420,000.00
	Traffic & Transport	L/S	300000	300,000.00
	Natural Hazards, environment (sound, noise, air, water pollution)	L/S	500000	500,000.00
	Sub Total			4,369,250.00
C	Public Consultations			
	Ward Level Consultations (one each during survey & planning stage)	18	50,000.00	900,000.00
	Municipal Level Consultation (Survey and Planning Stage)	6	30,000.00	180,000.00
	Ward Level Workshop/Meeting (at least one before finalizing plan)	9	30,000.00	270,000.00
	Workshops with Stakeholders	10	30,000.00	300,000.00
	Sub Total			1,650,000.00
D	Documentation and Publications			
	Audio-visual & 3D Output cost	LS	500,000.00	500,000.00
	Leaflet and Publication	LS	200,000.00	200,000.00
	Media Coverage	LS	200,000.00	200,000.00
Sub Total			900,000.00	
E	Logistics and Operational cost			
	Office Rent	LS	2,500,000.00	2,500,000.00
	Office Operation Logistics	LS	500,000.00	500,000.00
	Electronic Equipment's	LS	500,000.00	500,000.00
	Miscellaneous	LS	500,000.00	500,000.00
Sub Total			4,000,000.00	
F	Technical Inputs			
	Senior Level Technical Experts	28	350,000.00	9,800,000.00
	Mid-Level Technical Experts	55	270,000.00	14,850,000.00
	Junior Level Technical Experts	50	190,000.00	9,500,000.00
	Senior Level Management Professional	18	100,000.00	1,800,000.00
	Mid-Level Management Professional	18	80,000.00	1,440,000.00
Sub Total			37,390,000.00	
Grand Total (Including VAT & Tax)				49,809,250.00

Table A7.9: Local Level (Municipality) Planning and Mapping (This is applicable for the municipalities 15-30 sq. km)

Sl. No.	Component	Unit (mm)/ sq. km/ Number	Rate (BDT)	Total
A	Secondary data/information			-
	Documents, data, publications etc.	L/S	1,500,000.00	1,500,000.00
	Sub Total			1,500,000.00
B	Primary Survey and Data Collection			
	Physical Feature Survey (including spot height)	30	314,925.00	9,447,750.00
	Socio-economic, housing, tourism, economic	1200	350	420,000.00
	Traffic & Transport	L/S	350000	350,000.00
	Natural Hazards, environment (sound, noise, air, water pollution)	L/S	550000	550,000.00
	Sub Total			10,767,750.00
C	Public Consultations			
	Ward Level Consultations (one each during survey & planning stage)	18	50,000.00	900,000.00
	Municipal Level Consultation (Survey and Planning Stage)	6	30,000.00	180,000.00
	Ward Level Workshop/Meeting (at least one before finalizing plan)	9	30,000.00	270,000.00
	Workshops with Stakeholders	10	30,000.00	300,000.00
	Sub Total			1,650,000.00
D	Documentation and Publications			
	Audio-visual & 3D Output cost	LS	500,000.00	500,000.00
	Leaflet and Publication	LS	200,000.00	200,000.00
	Media Coverage	LS	200,000.00	200,000.00
Sub Total			900,000.00	
E	Logistics and Operational cost			
	Office Rent	LS	2,500,000.00	2,500,000.00
	Office Operation Logistics	LS	500,000.00	500,000.00
	Electronic Equipment's	LS	500,000.00	500,000.00
	Miscellaneous	LS	500,000.00	500,000.00
Sub Total			4,000,000.00	
F	Technical Inputs			
	Senior Level Technical Experts	28	350,000.00	9,800,000.00
	Mid-Level Technical Experts	55	270,000.00	14,850,000.00
	Junior Level Technical Experts	50	190,000.00	9,500,000.00
	Senior Level Management Professional	18	100,000.00	1,800,000.00
	Mid-Level Management Professional	18	80,000.00	1,440,000.00
Sub Total			37,390,000.00	
Grand Total (Including VAT & Tax)				56,207,750.00

Table A7.10: Local Level (Municipality) Planning and Mapping (This is applicable for the municipalities 30 sq km plus)

Sl. No.	Component	Unit (mm)/ sq. km/ Number	Rate (BDT)	Total
A	Secondary data/information			-
	Documents, data, publications etc.	L/S	1,500,000.00	1,500,000.00
	Sub Total			1,500,000.00
B	Primary Survey and Data Collection			
	Physical Feature Survey (including spot height)	40	335,920.00	13,436,800.00
	Socio-economic, housing, tourism, economic	1200	350	420,000.00
	Traffic & Transport	L/S	400000	400,000.00
	Natural Hazards, environment (sound, noise, air, water pollution)	L/S	600000	600,000.00
	Sub Total			14,856,800.00
C	Public Consultations			
	Ward Level Consultations (one each during survey & planning stage)	18	50,000.00	900,000.00
	Municipal Level Consultation (Survey and Planning Stage)	6	30,000.00	180,000.00
	Ward Level Workshop/Meeting (at least one before finalizing plan)	9	30,000.00	270,000.00
	Workshops with Stakeholders	10	30,000.00	300,000.00
	Sub Total			1,650,000.00
D	Documentation and Publications			
	Audio-visual & 3D Output cost	LS	500,000.00	500,000.00
	Leaflet and Publication	LS	200,000.00	200,000.00
	Media Coverage	LS	200,000.00	200,000.00
Sub Total			900,000.00	
E	Logistics and Operational cost			
	Office Rent	LS	2,500,000.00	2,500,000.00
	Office Operation Logistics	LS	500,000.00	500,000.00
	Electronic Equipment's	LS	500,000.00	500,000.00
	Miscellaneous	LS	500,000.00	500,000.00
	Sub Total			4,000,000.00
F	Technical Inputs			
	Senior Level Technical Experts	28	350,000.00	9,800,000.00
	Mid-Level Technical Experts	55	270,000.00	14,850,000.00
	Junior Level Technical Experts	50	190,000.00	9,500,000.00
	Senior Level Management Professional	18	100,000.00	1,800,000.00
	Mid-Level Management Professional	18	80,000.00	1,440,000.00
	Sub Total			37,390,000.00
Grand Total (Including VAT & Tax)				60,296,800.00





বাংলাদেশ ইনস্টিটিউট অব প্ল্যানার্স
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