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## Exploring the Coordination Matter in Urban Governance: A Critical Analysis

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### ABSTRACT

The study aims to draw attention to the problem of dual urban management. The local level of governance has a crucial role in national politics. ULG is the aspect of any government system that is given the most priority. It serves as a pillar for forming policies, and the framework of urban bodies is essential to a successful urbanization system. Bangladesh has seen fast urbanization during the previous several decades. Urban government entities like City Corporations and special-purpose agencies are given some responsibility for beautiful urban design and providing better services to its citizens. Both original data for Cumilla City Corporation and secondary data from various sources were used in this exploration for Dhaka City Corporation. DCC split into two businesses at the same time, and CuCC was founded in 2011. Twenty respondents were chosen from randomly department officials and elected officials to gather primary data using the KIIs tool and secondary data utilizing observation. They consequently deal with a variety of issues. The lack of autonomy, the improper mobilization of local resources, the lack of sound management, the functional overlap, various modes of operation, and patterns of accountability, have all been identified as major issues and barriers to the improvement of urban infrastructural quality in this paper. Those create hazards and chaos situation among the different institutions associated with the management of Comilla and Dhaka City Corporation. This article also proposed some recommendations by which these problems can be reduced.

### INTRODUCTION

People are a country's most valuable resource. The government works hard to maintain basic rights and security for its people while also enhancing its services. Bangladesh has changed from being a third-world country to a developing, middle-income country. By 2041, Bangladesh's government hopes to have achieved modernization. Urbanization and offering the urban population new, quick services are important government concerns. Urban bodies, in particular, municipal corporations and other varying organizations and departments; elsewhere, non-government and semi-autonomous work together to enhance the urban infrastructure system to improve city dwellers' quality of life. To change the sixth and seventh-grade situation and improve standard lives, these institutions face a number of difficulties. Despite their ongoing efforts to overcome them, some significant ones lead to a variety of urban problems because of functional overlap, a delayed project completion process, and a lack of coordination between them. These days, more than 7 institutions participate in each activity. Implementing policies is aided by the effective urban government, which promotes regional and societal growth. Urban governance effectiveness is evaluated based on how policies are carried out. City corporations, which are for cities, and Pourashava, which are for small towns with some development and special government authority for carrying out specific responsibilities, such as Rajjuk, CDA, KDA, WASA, and DPDC as well as PWD, UDD, are two sorts of municipal bodies. A perilous

situation is created and a barrier to providing quality services is put in place when municipal authorities and other city development organizations are unable to communicate effectively during construction, which affects time, money, and labor are squandered as a result of the overlap in their responsibilities, which is negative for development and damages citizens. The cornerstone of city growth is coordination with municipal organizations and within individual departments (intra-organizational coordination). Departments inside an organization must coordinate their efforts in a body known as intra-organizational coordination in order to accomplish organizational goals. As nice as it may seem, effective policy implementation necessitates a clear division of labor among the many departments regarding who will do what, when, and how in order to build excellent working relationships across these departments. However, it serves as a point of dispute for them because of their belonging. To offer citizens of a city corporation improved urban facilities, coordination between various governmental agencies and independent organizations operating under the jurisdiction of the city corporation is essential. As a result, the way these entities interact can have an impact on management quality.

### Background of Study

Local governance includes urban government as well. The government's primary concerns are control, better services, and great arrangements. For this reason, the government created and popularized the idea of urban

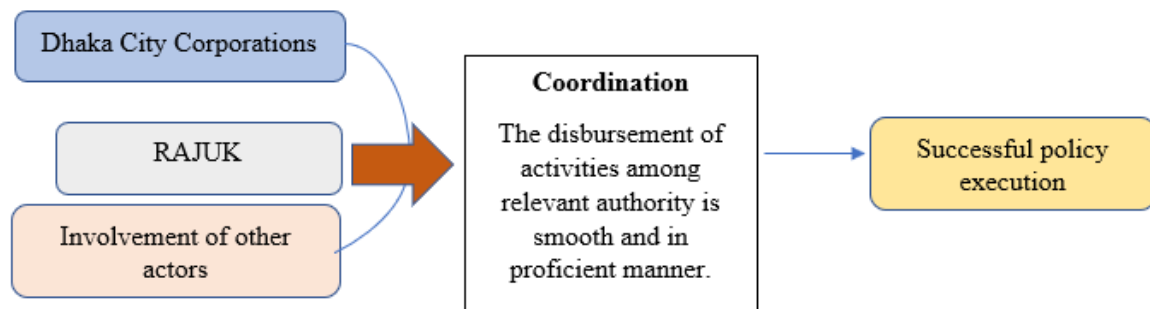
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bodies. Dhaka is the hub of the growth cycle because it is the capital and largest city. Dhaka Municipal Corporation was established in 1978 following Bangladesh's independence, and in 1990 it was transformed into a city corporation. It is in charge of overseeing the improvement of the entire city of Dhaka. Due to the enormous population and vast territory, it is a burden that many functions cannot be handled by the city corporation alone. The outcome was the establishment of several institutions and development authorities by the government. It was initially founded in 1987 under Rajjuk's name as a capital development authority. The key objectives of these development institutions are eye-catching planning, elevation, and leadership through effective management

inefficiency. Various institutions, including governmental, autonomous, and quasi-autonomous agencies, as well as the private sector, civil society, and the community, come together to form urban governance systems, which are a functionally complex amalgamation of these institutions (Islam, 2013).

Massive actors are involved in achieving shared goals, yet coordination is the key to preventing disputes and making the most use of limited resources. Additionally, it is unavoidable to reduce resource, financial, time, and energy waste, ignore functional overlap, get past a lack of shared understanding, and highlight everyone's shared responsibility to finish the job by the deadline for urban growth. When two actors are engaged in the same activity,



**Figure 1:** Relationship between coordination and multi-actors' involvement in policy.

their lack of synergy results in inconsistency, dispute, anarchy, complexity, and confusion, which in turn causes inefficiency and ineffectiveness as well as irresponsibility among activities.

### Research Problem

The challenges that came up when the development plans for the Cumilla and Dhaka city corporations were put into action, as well as the experience of dualism. Since there isn't a clear division of labor, departments' perceptions of their duties and responsibilities are insufficient, it appears that job clarity is necessary for planning for urban structural development. Repeated labour does more than merely result in the loss of expensive products. Process delays prevent projects from being finished by the deadline, which increases costs. RAJUK is in responsibility of overseeing all construction projects in Dhaka City in compliance with the Town Improvement Acts, Building Construction Rules, and Land Use Regulations applicable to the area under its authority. Any building or use of land requires authorization from RAJUK, and those authorizations are given by the Authorized Sections. The Civil Aviation Authority (CAA) did not ask RAJUK to provide any information on the height zone or the procedures for high-rise land use clearance, and no guidelines for height restrictions were given. The Department of the Environment (DOE) has put restrictions in place and voiced reservations over land use clearance for high-rise projects in order to protect against environmental dangers and the degradation of environmental quality. As a result, DOE has asked for

advance consent. Similar to this, departments must receive corporate clearance before establishing any plans that fall under the purview of any organization. When there is no mutual consultation and there are multiple agencies performing the same duty, costs end up rising and resources are used up. These problems hinder and harm the general populace. Similar operations are carried out by various departments, which results in functional overlap. For example, the municipal conservancy department, DPHE, and Water Development are all responsible for solid waste management, sanitation, and urban drainage. Another event is the housing, capacity development shift to Rajuk and HSD, as well as the city corporation's engineering department.

### Objective of the Study

Investigating the effects of intra- and interorganizational mismanagement issues on the implementation of urban policies as well as a few fundamental causes of issues in DCC are the overarching goals. To ensure effective policy implementation and sound management, there must be mutual duty and involvement.

These are necessary conditions for excellent urban governance. Because it is inevitable that one department will require collaboration from another when multiple units of an organization collaborate on the same tasks. Due to the involvement of numerous departments and the overlap in their respective authorities, coordination issues as well as poor budget management, duplication of effort, and delayed processes must be taken into consideration.

### Specific objectives

- To identify the major problems for dual urban administration;
- To know the coordination mechanism of City Corporation and other institutions within its jurisdiction;
- To assess different modes of operation and accountability patterns; and
- To identify how many actors are involved with the implementation of CuCC & DCCs infrastructural policy and concerning services.

### Significance of the Study

In the context of implementing local government policies, good governance is not a more recent concept. Prior to planning, it is essential to eliminate any uncertainties. After seeing the actual situation, it is clear that urban administration is reluctant to work with our development sectors; in fact, they contest the official norms and regulations, and as a result, a megaproject fails because it avoids their coordination system. Indicators of effective city government include openness, accountability, responsiveness, the rule of law, democratic involvement, decentralization, coordination, efficiency, and capable leadership. The absence of decentralization, democratic participation in relation to gender inequality, responsiveness, and accuracy of accountability are among these indicators, and this paper emphasizes their importance. They represent the functional duplication, the delayed project approval process, waste of resources and time, and a lack of political commitment that results in a risky, confusing, and complex environment. When urban administration is included in the broad category of coordination, all of these issues can be resolved. After all, it is crucial for this report's discussion to look into the issue of coordination between the many institutions involved in the management of Dhaka City in order to lessen and resolve other problems.

## LITERATURE REVIEW

### Theoretical Framework

To serve the demands of the urban population, Dhaka must overcome formidable barriers. The Dhaka City Corporation, an independent body in addition to semi-autonomous bodies, is required to exercise control over approximately 24 ministries, 54 agencies, and around 21 governmental departments in order to run the entire city of Dhaka. Several institutions have been developed to quickly divide functions and decentralize power for the expansion of crucial areas like urban infrastructure. In both DCC districts, more than 9.7 million tons of solid waste are produced (Roy et al., 2019). NGOs, the city corporations of Dhaka, and the trash management and conservation ministries are all actively involved in resolving challenges linked to keeping a clean and green city. However, ineffective solid waste management results in wastes clogging the drain, which causes water logging during the monsoon. Every year during a severe downpour, the city is brought to a standstill as water takes

over the highways (Roy et al., 2019). On the one hand, the population is expanding quickly, which has raised demand for land. Rapid urbanization helps Dhaka's social development, particularly in terms of health care facilities and a higher percentage of literacy, but at the same time driving up demand for urban services in the fields of education and healthcare. These sectors are under the control of DCCs; hence the education department is unable to assist or offer advice unless DCCs give it permission to do so. If the environment department and DCCs don't intervene and take the necessary collective control, the additional pressure of population growth will have an impact on the city's-built environment in the future. They are semi-autonomous and autonomous bodies led by their respective chairmen and boards, but the majority of these boards are made up of government employees. Because these boards don't represent the communities they are meant to serve, they are less accountable, credible, and popular with the general public. There have been several attempts to identify a practical way to resolve typical dualism-related issues. The 1990s' ruling party established a committee instead of a city government with the participation of 30 chiefs of agencies and 5 representatives from civil society, where the city Mayor enjoyed the status of a cabinet ministry. Mayor Hanif had proposed the formation of a city government with the implication that all control over urban organizations is brought under the city Mayor (Islam, 2013).

In the end, the opposition party prevailed despite the administration has the establishment of a coordination committee to speed up its operations and bring about positive change (Siddiqui, 1994). It is a characteristic of American politics in general. In exceptional cases, municipal corporation authorities are unable to efficiently provide advantages to the people due to problems with intra-organizational coordination, as was the case when the DCC's poor internal coordination was dreadfully revealed in the context of its trash disposal operation. Although the DCC could have sold this waste, which is a fantastic source of natural excrement, had it managed things effectively and acquired the loaders and dumper trucks needed for removing the trash, it instead continued to load up while the Conservancy and Engineering Divisions were actively blaming one another (The Daily Star, 16 November 1999 as cited in Panday & Panday, 2008). Regarding the importance of these urban local organizations, it is essential to emphasize that a participatory and decentralized urban government framework is the fundamental requirement for the nation's institutionalization of democratic convention, values, and culture (Khan, 1997 as cited in Ahluwalia, 2019).

### Conceptual Framework

#### Urban

The hub of national development is urban. In comparison to a rural area, it has a dense population and many visible and ostentatious improvements, including roads,

businesses, buildings, and increased production capacity. It serves as the center for social, political, cultural, economic, and educational activities. Urban residents had access to more food, health, and educational resources than rural residents. based on a few traits that characterize life in Bangladesh's urban areas. Less than 15,000 of the population, or around 43 thousand persons per square meter, are employed in non-agricultural jobs, and the majority of individuals are now involved in professional life.

### **Urban governance**

Urban governance is the process of regulating urban regions by working with stakeholders and the government to make decisions about how to plan, finance, and manage. It involves the constant planning of transactions, competition for social and material resources, and exercise of political power (Stoker, 1998). It might be characterized as the comprehensive development of resources in metropolitan regions. It suggests that there would be sufficient dedication, involvement, effectiveness, efficiency, accountability, and coordination among the service-providing groups in urban affairs. It is a certain kind of procedure, approach, intricate system, and institution that allows the Government to Citizen (G2C) to influence, advance, articulate, and hasten their interests. Additionally, it is essential for attracting social and infrastructure development in the area. Generally speaking, good governance relates to the use of political influence, efficient resource management, raising productivity, and advancing social, economic, and equal distribution for the benefit of citizens.

### **Dual urban administration**

When a dual authority system is in place, it may be referred to as dual administration. If one authority wants to alter any system, they must obtain consent from another. Urban governance is the division of duties and chain of command between the elected city corporation and the civil administration through line ministries staffed by central bureaucrats.

### **Inter-organizational coordination**

Especially in the 1960s and 1970s, the growth of organizational coordination and networks as a requirement for organizational success and survival (Christensen et al., 2015). It highlights a geographically constrained group of entities that are interdependent because of their shared geography or functional linkages. Inter-organizational coordination is a key component of the successful implementation of a policy when it is executed by multiple organizations. This section focuses on how they communicate, collaborate, and coordinate their operations. Task ambiguity and ineffective communication Coordination The unfavorable scenario is brought on by complicated inter-organizational coordination, budgeting, staffing, organizing, planning, controlling, and directing. Coordination between CC

and national government agencies as well as the private sector is one of the key concerns in the delivery of public services, particularly urban planning and infrastructure development (CGP, 2018). Coordination and teamwork are essential for bringing all of those entities into a single platform.

### **Rajuk**

The Bangladeshi city of Dhaka's capital development agency is called Rajdhani Unnayan Karttripakkha. Planning, which encompasses physical development, planning and constructing the city, and construction are among Rajuk's most significant and vital operations. Control of development, planning seminars and workshops on urban concerns, and representing the city and Bangladesh abroad. It performs development control duties in accordance with the rules and bylaws established by the East Bengal Building Construction Act, 1952, and any subsequent amendments. Every building project that falls under the purview of RAJUK must receive authorization from the Building Construction Committee, which was established in accordance with the Town Improvement Act of 1953. On April 30, 1987, it was created to take the place of the Dhaka Improvement Trust (DIT).

### **The essence of coordination in policy execution**

Coordination within and between various urban local bodies is crucial for a number of reasons. First, it could be very helpful in identifying and resolving issues that arise frequently; second, it could result in the sharing of expensive equipment, financial resources, knowledge, and experience, all of which could be used in providing specific services; third, not only could it help resolve conflicts without outside interference, but it could also result in joint hazard projects; fourth, coordination and cooperation could be used for standardizing services, work procedures, and other processes; (Siddiqui, 1994). On the one hand, efficient policy implementation is demonstrated by timely project completion, cost containment, and excellent public service delivery. On the other side, subpar service and sluggish procedures lead to subpar performance in the application of policies.

### **Institutional Framework of Urban Governance in Bangladesh**

Four major categories have been used to group a few educators who participate in Bangladesh's benefit distribution system for urban governance (Chowdhury, 1994 as cited in Panday & Panday, 2008). Specialized professionals, organizations for specific progress, and unique governmental bodies. The classification structure is important since it encompasses all the various associations that make up urban administration. It is important to understand that in Bangladesh, city corporations do not operate independently inside the boundaries of the city. These organizations have to communicate with a variety of different urban-based governmental, autonomous, and semi-autonomous groups. To provide urban planning

services related to infrastructure and site development for housing, commercial, and industrial usage, four special development authorities have been established for four municipal corporations. For Dhaka City Corporation, these four special development authorities make up the Rajdhani Unnayan Kartripakkha. Chapter 3's Fourth Part states in Articles 59 and 60 that "local government in every administrative unit of the Republic shall be entrusted to bodies composed of persons elected in accordance with the law" and "to give full effect to the provision of Article 509, Parliament shall, by law, confer powers on

the local government bodies referred to in that article, including the power to impose taxes for local purposes, to prepare their budgets, and to establish local government bodies." The 1972 Constitution of the People's Republic of Bangladesh.

**Functions of City Corporation and other relevant departments**

The City Corporation Act of 2009 defines the Corporation's duties as mandatory; the remainder of its options may be delegated to it by the government.

**Table 1:** Functions of the city corporation

City Corporation	<ul style="list-style-type: none"> <li>• Compulsory functions</li> <li>• Construction and upkeep of roads, bridges, and culverts;</li> <li>• Removal, collection, and disposal of refuse, wastes, and rubbish;</li> <li>• Maintenance of street lighting and drainage;</li> <li>• Slaughterhouses;</li> <li>• Provision and control of water supply;</li> <li>• Building of shopping centers;</li> <li>• Planting of trees along roadsides;</li> </ul>
City Corporation	<ul style="list-style-type: none"> <li>• Upkeep of public streets, cemeteries, and cremation grounds;</li> <li>• Prevention of infectious diseases; control of unsanitary structures;</li> <li>• Eradication of mosquitoes; and</li> <li>• Registration of births, deaths, and marriages (Siddiqui, 2005).</li> </ul>
City Corporation	<ul style="list-style-type: none"> <li>• Optional functions</li> <li>• Maintaining educational facilities and giving meritorious students stipends;</li> <li>• Providing and maintaining flood and famine relief; Parks, gardens, and playgrounds; establishing hospitals and improving livestock;</li> <li>• Establishing welfare homes and preventing beggarly; and</li> <li>• Establishing public restrooms, libraries, and reading rooms. (Alam, 2010).</li> </ul>

Although some tasks must be coordinated with other departments, City Corporation doesn't carry out all of its given duties, and this lack of cooperation reflects poorly

on the organization. Most of the services offered to other government agencies include functional overlap.

**Table 2:** Functions of other relevant departments

Department/wing/institution (S)	Working areas
Rajuk	<ul style="list-style-type: none"> <li>• Planning, physical development, designing the city and construction on urban concerns, as well as representing the city, are among Rajuk's significant and major activities;</li> <li>• Building highways, bridges, box culverts, and also land development, excavation, and filling.</li> </ul>
Municipal Engineering Department	<ul style="list-style-type: none"> <li>• The responsibility of inspecting project sites to monitor progress and ensure compliance with all safety and governmental regulations;</li> <li>• The responsibility of acceptance testing, the assessment of field conditions, design changes, and reports;</li> <li>• The analysis of survey reports, maps, drawings, blueprints, aerial photography, and other topographical data to plan projects;</li> <li>• Making advice to management regarding municipal public works evaluation, construction challenges, and options.</li> </ul>
Department of Public Health Engineering	<ul style="list-style-type: none"> <li>• Accountable for water and sewage systems, providing advice on waste management for a cleaner environment, and delegating some responsibilities to city corporations under its control.</li> </ul>
Water Development Board	<ul style="list-style-type: none"> <li>• Liable for water supply, including water safety plans; responsible for ensuring effective system operation;</li> <li>• Accountable for service level;</li> <li>• Provide guidance and keep an eye on groundwater and surface water consumption;</li> <li>• Water price payment, preventing water usage and waste, limits, obtaining a connection to another source of water supply, erratic water supply, and water disconnecting and reconnecting are all important issues.</li> </ul>

Electricity wing	• In charge of and in charge of providing electricity supply, repair, maintenance, connection, and development within the boundaries of the city corporation
Account office	• Budget preparation; • Preparation and payment of salaries; Examination and payment of contractor's bill; • Coordination among the departments for accounts purposes; • Payment of utility bills and financial management.
Public Works Department/HSD	• Other than those for the RHD, T&T, and postal departments, public buildings must be constructed and designed; • Parks, national monuments, and housing must also be repaired and maintained.
BTCL	• Urban Bangladeshi areas should have access to landline telephone service

*Source: (Comilla City Corporation, 2021)*

**Urban administrative structure:**

**1. Municipal Government**

- City corporations.
- Pourashava
- Cantonment Board

**2. Special Development Authority**

- Rajdhani Unnayan Karttripakkha (RAJUK)
- Chattogram Development Authority (CDA)
- Khulna Development Authority (KDA)
- Rajshahi Development Authority (RDA)

**3. Special Purpose Authority**

- Dhaka water and sewerage Authority (DWASA)
- Chittagong water and sewerage Authority (CWSA)
- Khulna water and sewerage Authority (KWSA)
- Rajshahi water and sewerage Authority (RWSA)
- Dhaka Power Development Corporation (DPDC)
- TITAS

**4. Special Government Bodies**

- Public works Department (PWD)
- Housing and Settlement Directorate (HSD)
- Urban Development Directorate (UDD)
- Department of Public Health and Engineering (DPHE)
- Local Government Engineering Department (LGED)
- Department of Environment (DOE)
- Power Development Board (PDB)

*Source: (Siddiqui, 1994)*

**Methodology**

**Study Method**

Open-ended questionnaires and KII tools were utilized for the exploratory purpose in this study's two phases, which involved mixed method observation and qualitative analysis employing both primary and secondary data. Officials of the Comilla City Corporation, members of the general public, and other pertinent authorities and stakeholders provided the primary data. As secondary sources for the case study for Dhaka City Corporations and pertinent Dhaka development bodies, journals, periodicals, and newspapers were consulted.

**Sample Size**

Twenty respondents were chosen at random to make up the sample size, including representatives from CuCC (the mayor, commissioners, and other officials), associated development and special authorities (officials), stakeholders (service recipients), and other relevant groups.

**Study Area**

Comilla District, which is part of the Chittagong division, is bordered to the north by Brahmanbaria, to the south by the Feni districts, to the east by the state of Tripura, and to the west by the Chandpur districts. The 2011 establishment Cumilla City Corporation (CuCC) is situated on the Gumti River's bank. It is divided into 27 wards. Males make up 52.56% of the population, while females make up 47.44% (Majumder & Karim, 2012). Cumilla is located in the heart of the country and has a total area of 53.04 sq km. Dhaka District, part of the Dhaka division, is bordered by the districts of Narayanganj, Manikganj, and Gazipur and is situated on the Buriganga river's bank. In 2011, DCC is divided, and South and North City Corporation is established. There are 75 wards in the Dhaka South City Corporation (DSCC), 19 of which have seats reserved for women. Rajjuk and other construction-related firms are among the 36 wards that make up the Dhaka North City Corporation (DNCC), which also has 12 seats reserved for women.



**Figure 2:** The map of Cumilla City Corporation.

*Source: <https://www.google.com>*



**Figure 3:** The map of Dhaka North and South City Corporation. *Source: <https://www.google.com/url?sa=i&url=https%3A%2F%2Foneplj>*

**Matrix of the Study (for primary data)**

**Table 3:** Matrix of the Study

Objectives	Indicators	Research questions (?)	Tools	Respondents & outcome	Sample and size
To identify the major problems for dual urban administration.	<ul style="list-style-type: none"> <li>• Conflict Generalist &amp; Specialist;</li> <li>•Lack of awareness;</li> <li>•Avoid formal mechanisms;</li> <li>•Lack of political commitment;</li> <li>• Administrative ambiguity.</li> </ul>	What are the barriers which prevent national and economic development	KII	10 (6 officials, 4 representatives); coordination is a focal point for the development	ACC (mayor, commissioners, officials), and related development and special authorities (officials), stakeholders (services receivers); 20 respondents
To identify how many actors are involved with the implementation of CuCC & DCCs infrastructural policy and concerning services.	<ul style="list-style-type: none"> <li>• Rajuk</li> <li>• HSD</li> <li>• TITAS</li> <li>• T&amp;T Board</li> <li>• DPDC</li> <li>• DPHE</li> <li>• Engineering Department</li> </ul>	How many planners perform to implement CuCC & DCCs infrastructural policy and city development	KII	10(5 engineers, 4 account officers, one commissioner); coordination mechanism is existence.	Same

**Data Analysis and Findings**

Dhaka has experienced rapid urban issues as a result of its uncontrolled and unplanned growth.

**Lack of Visionary Leadership & Regional**

Because the Dhaka City Corporation territory makes up less than 10% of the entire metropolitan region, the City Mayor is unable to exercise his authority in all areas subject to metropolitan jurisdiction. Due to the city mayor's access being limited to no more than 10% of the territories under the control of Dhaka Metropolitan (DM), City Corporation is unable to exercise its authority in all DM-governed areas. As a result of relying on the architecture department for design, RAJUK, which has jurisdiction over the metropolitan region, can only exercise a limited amount of control over planning and development operations. Other organizations like DWASA, DESA, TITAS Gas, T & T, etc. provide important services in Dhaka but none of these organizations can serve either the entire DCC or Metropolitan territory because the Chairman of RAJUK has the status equivalent to a Joint Secretary while the Mayor of DCC is equivalent to the rank of a Minister (Pramanik & Islam, 2013). Extreme

institutional limits affect them all. As a result, urban planning and development are now fragmented, and no organization is able to exercise strategic policy leadership to keep development moving in a planned direction.

**Problems with the restricted areas**

Restricted places, such as those used by Border Guard Bangladesh (BGB), cantonments, old and new airports, and former jail areas, are not accessible to the general population. These are run by independent agencies, over which neither RAJUK nor DCC have any sort of influence. The city's transportation system is severely hampered by these locations.

**Functional overlapping**

Bangladesh Inland Water Transport Authority, Bangladesh Railway, Bangladesh Power Development Board, Bangladesh Telephone and Telegraph Board, Titas Gas, Bangladesh Road Transport Co-ordination Board, Department of Public Health Engineering, Capital Development Authority, Urban Development Directorate, Public Works Department, Dhaka Water and Sewerage Authority, Department of Public Health

**Table 4:** The Table of Functional Overlapping

Water, sanitation, and healthcare are examples of service sector domains with overlapping functions involving numerous agencies and little coordination.
Urban environmental problems go unnoticed and seem to escape institutional control.
Duplication of institutions increases the cost of providing services and makes citizens' problems worse.
Institutional coalitions lack consensus.
Lack of care for the urban poor has an influence on their housing, healthcare, and livelihood problems.
Urban service agencies' regulatory frameworks vary, which makes it difficult to coordinate and assist institutions.
The local branch of a ruling political party and a coalition of unofficial power structures frequently manipulate and jeopardize local development efforts (Aminuzzaman, 2020).

Engineering, Roads and Highway Department Many different organizations in Dhaka are working together on a single project through various departments, which results in duplication of effort. Furthermore, there is no coherence between them.

**The problem of Effective Co-ordination**

City Corporations must obtain permission from another agency in order to access jobs; as a result, other actors must accept the corporation’s approval letters. They don’t answer to each other, in fact. The guidelines for land use and development are provided by RAJUK. In contrast, DCC offers municipal services. RAJUK handles the majority of the planning and development tasks, while

DCC is primarily in charge of urban management. While DMP is in charge of traffic management, BRTA issues route permits. As a result, coordination issues between various service-providing companies are extremely problematic in Dhaka City (Islam, 2013).

**The ambiguity of the Dual Urban Plan**

In Dhaka city, various administrations are often offered for the structural plan. The different decorations on the plans created by Rajuk, the Housing Department, the Engineering Department, the Roads and Highway Department, and the City Corporation will never match. If they continue to cooperate and be willing to collaborate, “One Strategy.”

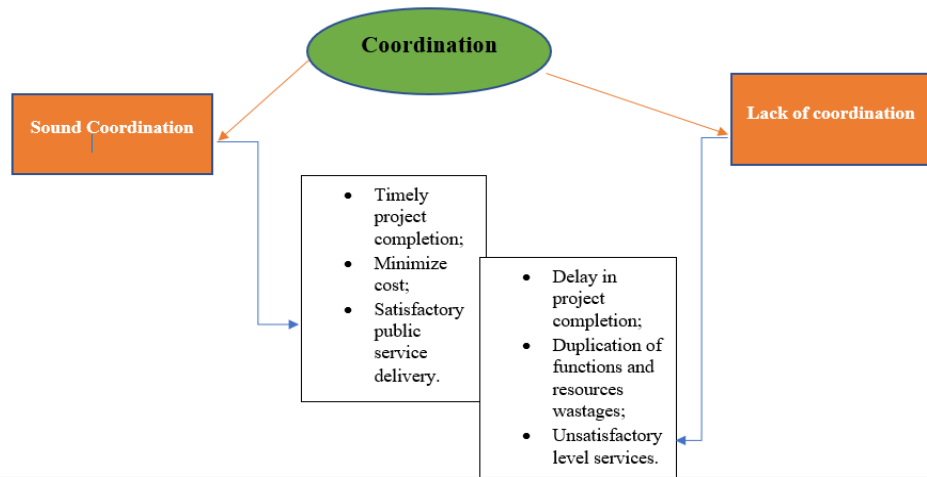


Figure 4: Pros and Cons of Coordination.

**Unwilling involvement of private sectors and stakeholders**

Many of the largest national NGOs are involved in city corporation development issues, including those in Dhaka and other cities. They have the power to obstruct any unlawful processes and take part in the sustainable strategy as a pressure organization and civil society. If they start to care about urban concerns, they can drastically lessen problems.

**Generalist and Specialist**

Perspectives chosen and elected by the people are both part of urban governance. We are aware that political power abuse, consensus decision-making, and tolerance for minority viewpoints minimize political and social instability and advance harmony and peace (Islam, 2013). In the end, City Mayor disregards it due to political local authority. Every city corporation function is managed by the mayor. Money laundering is possible since all departmental officers answer to the CEO and Mayor. For the design of any project and physical structure, CC relies on the engineer and architect as well as the planning officer; for health-related services, he may be concerned with the health engineer. As a result, they attempt to create tainted, illegal agreements. They avoid controlling one another and don’t respect one another somewhere.

**The inefficiency of Administration and lack of Sustainable Development**

Roads, bridges, culverts, and other infrastructure projects are the responsibility of R&HD. Their work is overseen by the Assistant Engineer, who reports to the Chief Engineer, and the project’s final report is delivered to the City Corporation. However, due to political alignment, the corrupted officer does not analyze the performance. Despite the designated committee acting in an improper monitoring capacity by accepting illicit funds. Because of this, most construction is not long-lasting. Officers lack specialized training, knowledge, or experience in the responsibilities they are assigned.

**Transparency and accountability**

The strengthening of urban service providers’ accountability, which results from strong authority and efficient agency coordination, is crucial to the achievement of municipal outcomes. There are many service providers in a city corporation who operate in a capacity that is almost equivalent to that of the government, such as line ministry bureaucrats or semi-government sector corporations. Because of their organizational affiliation, they are now accountable to the line ministry or directorates but not to the residents or the elected bodies, which is why they were reluctant to respond quickly enough.

**Case**

There are times when multiple departments are required to carry out an action, and some departments must perform the same task, which makes the jurisdiction more complicated. Both Cumilla City Corporation and the road and transportation department must construct new roads and repair existing ones in their respective regions. To work in the same field, both require great teamwork and transparency. Service is greatly improved by ensuring transparency in the city's management practices.

**Citizen suffrages**

It takes a long time to serve when a case involves several departments or any service that is provided to the citizens of the city corporation. City politics and governance must contend with a range of demands brought about by monetary and legal demands as well as community expectations.

**Case**

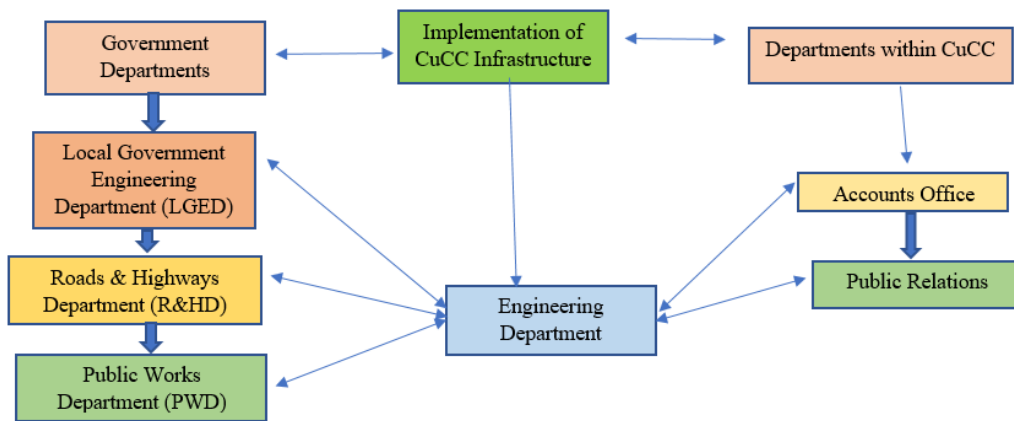
Once, a city corporation area power wire line was severed, leaving an extremely dangerous electric wire hanging in the street. It might happen in an unusual circumstance. When such an unintentional incident occurs in a municipal corporation, the word commissioner in each region is initially notified by the citizens. The mayor then requests the electrical department to fix that. Despite the mayor being the head of the municipal corporation, it takes a long time for a department to supply services because they are not accountable to the city. This method of communicating in an emergency is burdensome in cities.

**The performance of CuCC's infrastructure policy**

Finding out which parties are involved in carrying out the policy is a pressing concern given that the study focuses on analyzing the difficulties of coordination in CuCC's implementation of its infrastructure program. The CuCC's infrastructure is being developed by the engineering department, and the ACC approves a number of infrastructure-related projects each year. The Roads and Highways Department (R&HD), the Local Government Engineering Department (LGED), and the Public Works Department (PWD) are tasked with finishing these projects. Because multiple other CuCC departments are directly involved, these departments cannot carry out projects on their own. For instance, at the CuCC, the accounting department and the public relations office's cooperation is required for funding and, separately, issues pertaining to the distribution of bids. Additionally, at least three other government departments or independent organizations must work together in unison to improve infrastructure and provide citizens with better public service facilities (Islam, 2013).

**Central-local relations**

In Bangladesh, local-central relations have emerged as the key problem. Through its field-level employees, the central government exerts authority over the urban local bodies. The chief executive, the officer, and the directors of the several district administration offices who participate in city corporation operations are among the government representatives who work for the DCC. Additionally, they collaborate with several agencies. The



**Figure 5:** Infrastructural policy implementation process of ACC.

Source: (Cumilla City Corporation, 2021).

law gives the national government the authority to look into the operations and internal affairs of urban local government institutions. Urban municipal bodies are not independent, despite the fact that they do have some operational autonomy. The federal government is in charge of urban local government. The central-local link is still unclear.

**DISCUSSION**

Urban planning is accomplished through elected and

appointed authorities known as dual urban administration. Rapid urbanization with a balance between economic and environmental expansion, as well as progress and sustainable development, was the aim of the construction of several agencies. However, it is a headache that has an impact on the national economy and urban residents. Urban growth is hampered by improper fund management, duplication of effort, wastage of resources (time, money, and labor), issues with jurisdiction, corruption, and a lack of coordination, among other things.

There was also the Cumilla City Corporation to consider. The results indicate that there are numerous uncertainties when completing their duty. Such descriptions and outcomes are beggarly. Healthy management, however, would be preferred in some industries over DCCs. The public ultimately suffers as a result of the jurisdictional issue and the arbitrary actions of administrative authorities that lead to confusion and poor management on the part of the DC and other heads of departments.

### **Limitation of the Study**

Rapid nationwide distribution of Covid-19. Government shuts down as a result. Due to the pandemic, access to gather primary data was challenging due to limitations on maintaining physical distance and temporal constraints that were insufficient for the study. The sample size is therefore too small for primary data, and the data that will be collected might not be representative.

### **CONCLUSION**

Unfortunately, the government has not yet taken the required steps to address the pervasive issues that exist throughout the geographical authority of the municipal corporation. Municipal corporations, which make up the regional autonomous body, are directly answerable to the populace rather than to the government. It can control its finances and resources to make constructive changes that are within reach. But without its line ministries, other government entities are not collectively accountable to the public.

Therefore, it will be difficult for the government to engage in any corruption or evade its duties if rules and regulations are properly upheld and applied to its activities. Significant policy formulation and execution are impeded by a lack of collaboration, effective accountability, inappropriate management of human resources, and ineffective administration. Urban unfinished work is a result of the general, specialized, and political-administrative conflict. However, a number of elements, including central government, local government, development organizations, ministries, and NGOs, as well as genuine urban community participation in decision-making, are necessary to bring about beneficial change in an urban region. In order for citizens to receive enough satisfactory quality services, complicated rules and policies should be eliminated or updated promptly.

### **RECOMMENDATION**

Some critical difficulties involving dual management in both City Corporations emerge after data analysis (CC). Functional overlap, a delayed decision-making process, and a time and money waste are a few of them. However, unchecked corruption, a lack of transparency, and collective accountability have developed as a result of the lack of central coordination, which is the main barrier to ensuring service quality and sustainable physical development in a city in an effective and efficient way. In addition, poor project management and arbitrary action

are exercised by one department on others. Time requires that two different types of coordination committees be established through mutual interaction between municipal entities and urban development authorities/agency as well as through collaboration with the Ministry of Local Government, Rural Development, and Cooperatives (MLGR&C). The first will be Central, and the second will also be sectoral.

### **Central Coordination Committee (CCC)**

The creation of a committee should involve equal participation from both parties. If an elected body has complete control over all decisions, they won't give a damn about anything that doesn't pertain to them. However, appointed representatives from other departments are given preference over the mayor and won't make an effort to speak with him before working in the CC region. The mayor who will preside over the group should be joined by additional representatives from each department who will serve on the committee. If the Mayor is not present for MD, DWASA, or Titas, he will serve as chair of this committee. The regular meeting of the committee will be presided over by Gas and the chairs of RAJUK and DPDC. There should be at least one meeting per month. All decisions made in CCC meetings with equal participation should be regarded as official directives that must be followed by all parties.

### **Sectoral Coordination Committee (SSC)**

Ward commissioners and professional officials below the level of the chief executive should participate in this committee, and representatives from non-governmental organizations (NGOs), community-based organizations (CBOs), and private sector organizations (PSOs) should preside over meetings. The main health care, solid waste management, energy, gas, city planning and development, traffic, drainage, roads, and bridges sectors will all be handled by this committee. Every month, there should be two meetings. Every choice should be viewed as a recommendation, which will be forwarded to the affiliated organizations' mayor and chief executive officer (CEO) and chief executive officer (CEO) of the affiliated organizations for more thought and any further action that may be required.

### **City Corporation Development Committee**

This committee will be an important development centre for the city corporation. Through this committee, all types of work can be effectively distributed.

### **Build Effective Leadership**

The foundational principle of both effective administration and organization is leadership. Effective leadership from elected City Corporation representatives is necessary for good urban governance, as is the involvement of municipal authorities, central government agencies operating at the local level, the private sector, NGOs, civil society, and, ultimately, the general public.

### Removed Political influence

In our nation, it is a frequent practice to impose political and zonal authority on appointed personnel, which provides room for corruption. The mayor is the head of the city corporation and is responsible for all duties. Therefore, he uses his influence to try and subdue officials and make arbitrary decisions that are against formality. as the governing party produces the majority of mayors. Accountability mechanism We are aware that maintaining answerability is a difficult endeavor; it is stated in the written declaration but is not guaranteed by adequate

performance monitoring and evaluation. The committee will reward them with incentives based on their performance and penalize them for their negligence and lack of understanding of the task them with incentives based on their performance and penalize them for their negligence and lack of understanding of the task at hand. Avoid overlapping and maximize resource mobilization: Higher-ranking representatives from organizations that provide services, such as the Water Supply and Sewerage Authority, Electricity Supply Authority, Department of Public Health Engineering, Power Development

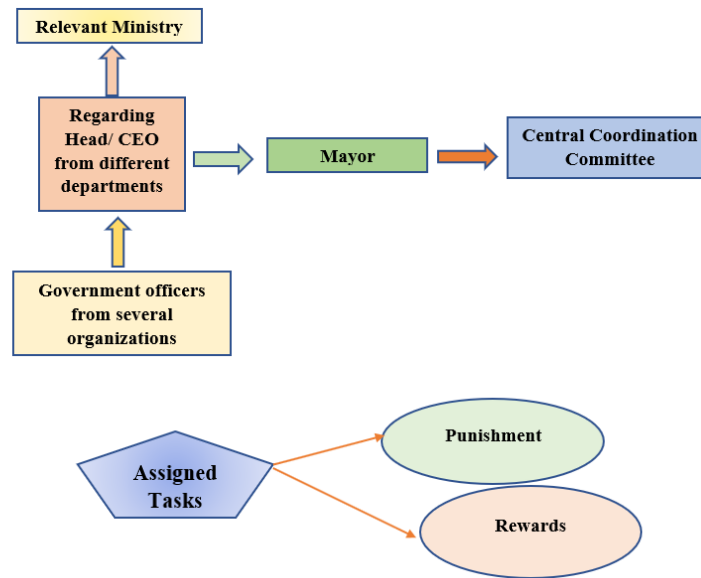


Figure 6: Mechanism of effective accountability.

Board, Roads and Highways Department, Local Government Engineering Department, etc., must be included in a coordination committee that reports to the city corporation in order to eliminate duplication in development activities. This committee must cooperate with one another to offer better services to city residents, and it must have access to information from all pertinent authorities regarding the job that must be done according to the standard procedure. Every year, a general workshop is mandated by the coordination committee, and the results must be recorded before any additional essential steps may be performed. Through this procedure, overlaps may be lessened within their purview.

Remove complex rules and multiple plans: Some laws and regulations are so complicated that it is unclear what should be done and how. The identical ideas are being prepared somewhere by Rajjuk and Dhaka South City Corporation. Generals and specialists thus lead to an undesirable scenario; we are aware that the mayor of the city is a general and that other departments of architecture and engineering are specialists. Specific recommendation:

- The proper procedure should be put in place to guarantee that the policies are implemented correctly;
- Questions about accountability and coordination at the local levels of administration should be clarified;
- Financial accountability issues should be effectively

addressed to ensure transparency in fund management systems;

- Responsibilities should be distributed appropriately between government officials and other elected representatives;
- Both groups should be held equally accountable for their execution roles; and
- Government officials should be held equally responsible for their performance.

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