

A chronological Study on People's Participation in Development Control Mechanism specially Master plan and Building Construction Rules Preparation Process: A study on the services of Rajuk

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Abstract

Master plan and building construction rules are the two inevitable components of development control mechanism. Dhaka is one of the spontaneously developed city which is partly pre-planned. Most of the unplanned areas are regulated by post planning readjustment techniques. People's participation is considered during master plan and building construction rules preparation in Bangladesh and it should be examined the challenges behind lack of effective participation. Rajdhani Unnayan Kartripakkha (Rajuk) is responsible for planning and development control activities for Dhaka, the capital city of Bangladesh. The study was conducted based on both primary and secondary data collection. Opinions of the planning stakeholders such as engineers, architects, town planners, developers were undertaken to know the level of participation in master plan and Building Construction rules preparation process. The level of participation is seemed to be increased from 4.8% in Detailed Area Plan preparation process of 2005 to 11.41% in the proposed Detailed Area Plan Preparation process of 2020. Planning stakeholders participated in different stages such as participatory Rural Appraisal, socio-economic survey, social mapping, public hearing and national seminar. The study is conducted to represent a chronological scenario of people's participation in the master plans and building construction rules preparation.

Key words: Master Plan, Participation, Rajuk, Planner, DMDP, Dhaka, DAP.

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I. INTRODUCTION

Master plan is the key output of town planning of every city. Urban planning is one of the favorite's category of participatory planning. In order to know future amenities and civic requirements of the citizen's role of peoples participation is significant. Proper participation brings ownership among citizens for whom the plan is prepared. Similarly building construction rules which were prepared for regulating building construction in Dhaka emerges to be participated by people's views and thoughts.

Master plan is a blue print for any planning and development activities in Bangladesh which accelerate up to the local government of Bangladesh [1]. Public participation is essential for any kind of master plan that bring a road to implement a master plan. Master plan is prerequisite for sustainable plan [2]

First master plan of Dhaka city was made by a firm named Minupria and Macfarlane in 1958. This plan was prepared for a time of twenty years under the leading of Dhaka improvement trust (DIT). The basic concern of that plan was the geographical expansion of Dhaka city which prohibit any unsuitable development along the south bank of Buriganga River. In this case the authority only assume the need of community people rather than any socio economic survey [3].

In 1981 a project was named Dhaka metropolitan area Integrated Urban Development project. It was taken with the assistance of Asian Development Bank (ADB). The main objectives of that plan was to provide a long term planning strategy for the expansion of Dhaka city. This was consisted of nine option and several experts notion. The participation of people was not considered in this case. Even the suggestion of that plan was not undertaken by the authority by 2000 [4].

DMDP plan was developed by an expatriate group which was named after mott Macdonald was associated with Culpin planning ltd. This plan was consisted of four parts these are strategic plan, detailed area plan, urban area plan. It provided strategy up to 2015. Again the involvement of community people was not considered here [4].

Participation is a commonly used concept in urban planning worldwide, and many countries' planning sectors are viewing securing citizens' participation as a critical component of development projects and the establishment of a sustainable space (Marfo, 2008). First formal master plan was prepared for Dhaka in 1959, the planning process [5] was not still revealed. The elder employees of that time were consulted but nobody could mention about peoples participation. This plan was prepared in a bureaucratic manner by the then Pakistan Government. Participatory planning arises as a result of the inefficiencies of top-down and expert-driven planning approaches [6]. Top-down approaches represent the expert's dominance with little or no citizen input. As a result, top-down approaches have often failed to capture the public's perspective on demand. From an urban planning perspective, participation is viewed as a means of ensuring the efficiency of the sustainable planning process by considering the public's viewpoint on their demands and turning them into reality [7]. Dhaka Metropolitan Development Plan was prepared in 1995 consisting three tiers as Dhaka Structure Plan, Urban Area Plan and Detailed Area Plan (DAP).

For several reasons, notwithstanding the critical nature of citizen engagement in developing countries' development projects, citizens' enthusiasm to participate is minimal [8], [9], [10]. The aspects that influence participation fall into two categories: external (legislative framework, political intent, and institutional arrangements) and internal (public awareness, social capital, and economic situation) [11]; [12]; [10]. External aspects refer to the institution that provides a platform for citizen engagement. Therefore, complexity of external aspects functional system deteriorates the motivation of citizens to participate in planning. The growing public dissatisfaction with the planning process, it encounters with diverse forms of complex policies and project outcomes that fall short of actual needs, is manifesting itself in broad rejection of planning [11]. On the other hand, internal aspects pertain to a person's sociocultural background, which influences his or her inclination to participate in planning. Sociocultural context influences a citizen's awareness, trust, social values, and ethical beliefs, which later motivates them to contribute in the planning process [13].

Despite the substantial benefits of stakeholder participation in the planning process, the majority of our country's city master plans lack participation initiatives [14]. However, there are not enough studies offered to adequately observe the present scenario in the absence of stakeholder input in planning of Bangladesh [15]. This study aims to outline the chronological scenario of people's participation in urban planning and building construction rules preparation process.

II. LITERATURE REVIEW

People are connected to the place they live and embrace a long experience through confronting different circumstances. Peoples connection with place acknowledge in two different ways and these are place attachment [16] and place identity [17]; [18]; [19]. Both of these aspects are contribution of people's emotional attachment that has large effect on community upliftment. Emotional attachment with place reflects the people's consideration linked to individual and group behavior [20]. Place attachment embraces the contextual perspective of particular place. Therefore, observe a place in future with understandings of a person who belongs to particular place is a hidden desire to connect with the surroundings built-environment growth. Conflict often arises due to reverse visualization found than ones who belong to the area anticipated [21]; [22]; [20].

Another aspect named place identity refers to the living experiences ones receive due to living in a singular place for a long and feels the indigenous services. With many years living experience, people develop unique understanding of place that cannot be viewed with professional workers lenses. Shape of opinions, preferences, principles, and aims varies with the place identity [22]. Place identity emerges the concept of people identity where one belongs to an area desire to prioritizes his choice with maintain a dignity. Not meeting the desire of ones who live in a particular area with the services makes a sense of deprivation [17]. A sense of deprivation of a person to his living area refers to the weak connection of the persons with his belonging area and make him demotivated about contributing to area development.

Converse to sense of deprivation is sense of community that has direct link to place attachment and both has sociological as well as psychological standpoint [22]; [17]. Psychological standpoint of 'sense of community' offers a multi-dimensional perspective [23]. Popular consideration depict this concept with maintaining the relationship of individual into a group by grasping their shared beliefs, shared history, shared interests and shared concerns [24]. Positive aspects of sense of community results in contribution of people in participatory development where people raise their voice by believing to benefit own self in obtaining better future.

Contribution through participatory development with undertaking the aspects of the concept 'sense of community' develops with trust among peoples, cooperation between community, and collaboration with authority. These factors indicate the core concept named 'social capital' where it develops upon three interlinked dimensions and these are bonding, bridging, and linking [25]. Bonding refers to trust that exist in an area among homogenous people and shared their common beliefs [26]. This dimension leads multiple desires to

a common desire through making consensus and without making anyone feel about sense of deprivation. Here, trust to a person's belief or expectation of an object's attitudes, future activity, and achievement[27]. Homogenous characteristic is another reason for being convenient in cooperating on making any decision. Where in relation among people with heterogeneous characteristic and organization of different community refers to bridging[28]. This dimension develops leadership among general people who make the decision-making process easier without leaving scope for conflict. However, this action will not take place if people of the area do not feel about their right due to authority's who are responsible for their planning decision of the area has negative role upon general people. At this time, the dimension named linking come to the play with its positive impact can alleviate the uncertainty of making connection with local people with their authority[29]. This situation promotes awareness among people to raise their voice about their right and make confident enough to participate in decision making process to shape their own future with their thought.

Various notions are widely cited in current debates concerning participation in planning, and some of these critical concepts are covered in this study. Different concepts gave birth to different wings of planning that incorporate different sectors considering their activity and input they can provide with their decisions and impact they will receive through the planning actions. Increasingly, professionals stress the need of involving and collaborating with civil society in the planning process[30]. As the planning practitioner figures out the gap between actual factual need and satisfactory need of people in a particular area. Practitioners observes that although they are able to understand the factual need of an area by observing the outer scenario but it does not give any guarantee about people's satisfaction regarding provided services in view of their own choice. Thus, comprising the factual need and satisfactory need of people together can provide the actual need of an area. The concept of civil society incorporating into planning process refers to the bridge between the governments and markets that includes households, civil organizations, and social movements[31];[32]. Civil society participation embraces the usage of local views and ensure the responsiveness and democracy of planning process[30];[33];[34].

III. EFFICIENCY OF PARTICIPATION IN PLANNING

Now-a-days 'good governance' become a prominent term to determine the efficiency of a country's authority in decision making process of future development. Good governance includes several factors and among them participation is one of the prominent factors that incorporates several stakeholders including planning practitioners and general public[35];[6]. In this way, good governance ensures democracy involving general people opinion and make them responsible about their future services[36]. Furthermore, ensuring participation in decision making process of development to promote good governance refers to the social inclusiveness. Social inclusion a term considers participation of people a way out for enabling them to choose their service with conveyance [37];[38]. Otherwise, people feel socially excluded and loses motivation in making contribution on regions Development. Therefore, participation is considered as a democratic characteristic that refers to a procedure for informing and validating planning decisions[39].

IV. ABOUT RAJUK

Rajdhani Unnayan Kartripakkha (RAJUK) is the statutory and legitimate authority constituted by the Town Improvement Act, 1953 for planning, development, and development control activity of greater Dhaka, Narayanganj and surrounding areas (TIA Act, 1953). RAJUK is an autonomous institute headed by its Chairman and five members who are the full time officials deputed by the Government who are responsible for regulating five departments as Administration and finance, Planning, Development Control, Development and Estate. Planning Department is entrusted with planning permission divided into two sections as Town Planner (Implementation) and Town Planner (Plan Preparation). It was found that more than 90% buildings of Dhaka city violated the rules of BCR 1996 [40]. Managing megacity of over ten million population emerge as a new challenge to the planners and policy makers. Dhaka represents one of the most extreme examples of rapid growth.

V. STUDY AREA

The area of interest for this present research was Dhaka city and she was is the capital city of Bangladesh [41] and has become the 26th megacity and 10th populous city in the world [40].. She is located on the bank of Buriganga river [42] Fig:1 and above 4 meter of mean seal level[43]. Whole spatial area of this city was divided into two parts; one was named after Dhaka North City Corporation and other one was named after Dhaka South City Corporation and these city corporations were consisted of 36 and 57 words respectively with 17 million population[12]. This city is considered most vulnerable city of climate change of the world ,With warm humid weather in nature [44]

VI. RESEARCH OBJECTIVE

The objectives of present experiment was to analyze the familiarity of community people with various planning strategy as well as their chronological participation level for making this plan.

VII. DATA COLLECTION AND PROCESSING

To get the information about the public participation in master plan preparation process, about sampled respondents were surveyed. The group of respondent was consisted of planner, architect, engineer, land developer, land owner and so on. Later the data was inputted into SPSS tool for getting the desire aftermath from dataset.

VIII. RESULT AND ANALYSIS

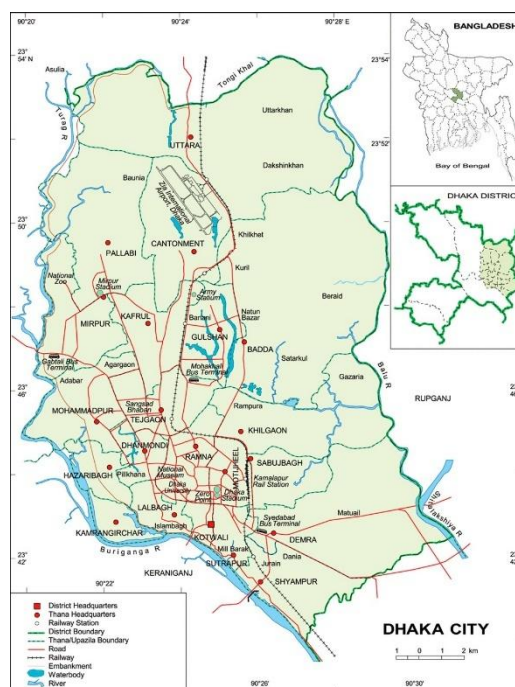


Figure 1 location of study area

Present research was carried out based the primary database and it was collected through questionnaire survey. While surveying the respondent group was consisted of the following participant.

Table 1: Composition of respondent.

Participant	Category of Respondent	Gender		Total
		Male	Female	
	Land Owner	21	19	40
	Developer	16	3	19
	Tenant	19	21	40
	Architect	27	13	40
	Engineer	29	11	40
	Planner	32	8	40
	RAJUK Employee	16	4	20

	Journalist	20	3	23
	Others	20	18	38
Total		200	100	300

Source: Field survey 2022

IX. Respondent's Familiarity with Plans and Regulations

Urban planning stakeholders' familiarity indicates their awareness level regarding rules and regulations. They were asked whether they are familiar with the particular urban planning rules and regulations. Their awareness regarding Detailed Area Plan (DAP) and building construction rules 2008 is comparatively higher namely 20.75% and 20.03% respectively. About 12.82% of the respondents are informed about Dhaka Metropolitan Development Plan (DMDP) and about 12.25% are informed about Dhaka Master Plan 1959. Average awareness level of the urban planning stakeholders regarding the existing and previous plan is not satisfactory.

Table 2: Respondent's familiarity with plans and regulations

Planning strategy	Respondent frequency	Percentage
a. Sir Patrick Geddes' report	55	7.93%
b. Dhaka master plan, 1959	85	12.25%
c. Dhaka Metropolitan Development Plan (DMDP)	89	12.82%
d. Detailed Area Plan (DAP)	144	20.75%
e. Revised Structure Plan (RSTP)	58	8.36%
f. Building Construction Rules, 1996	90	12.97%
g. Building Construction Rules, 2008	139	20.03%
h. Bangladesh National Building Code (BNBC)	1	0.14%
I. Land Development Regulations 2004 (amended 2012,2015)	1	0.14%
revised Strategic Transport Plan (RSTP)	1	0.14%
k. Not willing to respond	31	4.47%
Grand Total	694	100%

Source: Field Survey, 2022

X. People's participation in Urban Planning Issues

Urban planning is a continuous activity and participatory approach is appreciated in problem forecasting, analysis and proactive policy decisions for urban design and planning activities. The interview was conducted to know the level of participation on the recent master plan namely structure plan and Detailed area plan. Structure plan is the first tier plan which provides the strategic direction of growth management and urban morphology. Detailed area plan is precise plan at very local geographical unit of mouza map consist specific proposal. Stakeholder's opinion reveals that about a half of the urban planning stakeholders did not participate in any stage of preparation of any plan, policy or rules. Participation of the stakeholders in DAP preparation was 4.8% in 2005 which was raised to 11.41% in 2020. The data was captured by recalling and remembrance by the respondents.

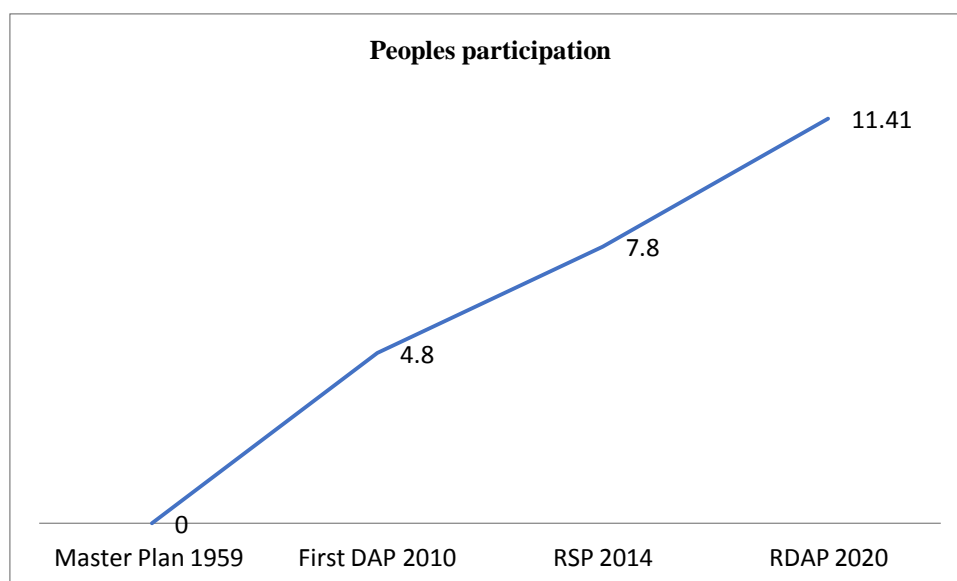


Figure 2 : Chronological People's Participation in Master Plan Preparation.
Source: Field Survey, 2022

XI. Mode of participation in Detailed Area Plan (DAP) Preparation Process

Detailed Area Plan preparation process involves series of people's participation techniques such as socio-economic survey, Participatory Rapid Appraisal (PRA), Social Mapping, Stakeholders meeting, seminar written comments and public hearing. Such participatory tools and techniques are comparatively new dimension in urban planning devised the last couple of decades in Bangladesh. Moreover about 50% of the respondents have no opportunity to participate in any plan preparation process.

Table 3: Modes of Participation in Detailed Area Plan.

Modes	Participant Frequency	Percentage
b. Socio Economic Survey	19	6.33%
c. PRA Session	13	4.33%
d. Social Mapping	20	6.67%
Decision making process	1	0.33%
e. Stake holder meeting	20	6.67%
f. Seminar	24	8.00%
g. Written comments	11	3.67%
h. Respondents	9	3.00%
i. Public Hearing	17	5.67%
j. In all stage of plan preparation	1	0.33%
Not willing to participate	16	5.33%
I did not participate in any stage	149	49.67%
Grand Total	300	100.00%

Source: Field Survey, 2022

XII. Level of Participation in Preparing of Building Construction Rules, 2008

Building construction rules were prepared at the bureaucratic desk level by consulting regularly with a committee comprises representatives from professional bodies of Engineers, architects and town planners. The majority of the respondent sabot 22.74% mentioned that Citizens views were ignored. Another 22.74% mentioned that No provision of participation of general people in preparation process of BC rules 2008. About 18.79% think that Participation of Professionals As IEB,IAB, BIP was ensured. Opinions from the private developers and professional institute of the private developers namely Real Estate and Housing Association of Bangladesh (REHAB) reflect that their opinions were ignored mentioning 5.8% in their responses. About 7.8%

expressed positive notion mentioning about strong participation. About 8.35% mentioned that the BC rules preparation process were absolutely bureaucratic and no participation was ensured.

Table 4: Level of participation in preparing of Building Construction Rules, 2008

Degree of participation	frequency	Percentage
a. Strong participation	34	7.89%
b. Absolutely Bureaucratic and no participation	36	8.35%
c. Participation of Professionals As IEB,IAB, BIP was ensured	81	18.79%
d. Citizens views were ignored	98	22.74%
e. Opinion of Developers and REHAB were ignored	25	5.80%
f. No provision of participation of general people	98	22.74%
g. No provision of participation of local people	5	1.16%
h. Lack of involvement of urban planner from preparation to execution	1	0.23%
I. Not willing to respond	53	12.30%
Grand Total	431	100%

Source: Field Survey, 2022

XIII. Level of Satisfaction in Peoples Participation

Satisfaction level in people's participation represents the level of people's access in planning and decision making process. The study reveals that about 19.00% of the respondents are satisfied in contributing urban planning policies while 6.33.00% are highly satisfied. About 31.00% are neither Satisfied, nor dissatisfied regarding their participation in policy making. About 35.33% are dissatisfied regarding participation in urban planning and development control policy making.

Table 5: Level of satisfaction in peoples Participation

Satisfaction level	frequency	Percentage
a. Highly satisfied	19	6.33%
b. Satisfied	57	19.00%
c. Neither Satisfied nor Dissatisfied	93	31.00%
d. Dissatisfied	106	35.33%
e. Highly Dissatisfied	24	8.00%
f. Not willing to respond	1	0.33%
Grand Total	300	100%

Source: Field Survey, 2022

XIV. People's level of satisfaction in Rajuk Service

Proper justification of satisfaction level represents the outcome of development control activities. The study reveals that about 22.33% of the respondents are satisfied in getting service from Rajuk while 9.00% are highly satisfied. About 31.33% are Neither Satisfied, nor Dissatisfied regarding services from Rajuk. About 24.00% are dissatisfied while 11.67% are highly Dissatisfied regarding services from Rajuk .

Table 6: People's level of satisfaction in RAJUK Service

Degree of satisfaction	Frequency	Percentage
a. Highly satisfied	27	9.00%
b. Satisfied	67	22.33%
c. Neither Satisfied, nor Dissatisfied	94	31.33%
d. Dissatisfied	72	24.00%

e. Highly Dissatisfied	35	11.67%
I am not sure.	1	0.33%
N/A	4	0.67%
Grand Total	300	100.00%

Source: Field Survey, 2022

XV. Correlation Between Level of Satisfaction in Rajuk Service and Peoples Participation

People's participation in policy formulation is correlated with the level of satisfaction in service delivery. Rajuk should adopt participatory decision-making process to deliver its statutory role of plan preparation, development and development control and provides customer satisfaction to its service recipients'. Gender segregated data was collected to bring gender sensitivity in policy participation.

Table 7: respondent cross tabulation

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	200	66.7	66.7	66.7
	Female	100	33.3	33.3	100.0
	Total	300	100.0	100.0	

Source: Field Survey, 2022 & analysis

Segregated data were collected among different professional clusters such as land owners, developers, tenants, architects, engineers, planners, rajuk employees, journalists and others who are the proactive planning stakeholders in Bangladesh. As stakeholders are better informed the issues their participation in decision making provides higher type of proactive participation. Cross table correlation signifies policy relevance of higher level participation and higher level of customer's satisfaction. This signifies that the customers are the beneficiaries who receive direct service delivery must me participated in plan preparation. At every tier of plan formulation, preparation of master plan, rules, regulations and policies people's participation should be mandatory to deliver best services to its customers.

Table8: Level of Participation and Customers Satisfaction Correlation

		Level of satisfaction in Rajuk Service	Level of satisfaction in peoples Participation
Level of satisfaction in Rajuk Service	Pearson Correlation	1	.286**
	Sig. (2-tailed)		.000
	N	300	300
Level of satisfaction in peoples Participation	Pearson Correlation	.286**	1
	Sig. (2-tailed)	.000	
	N	300	300

Source: Field Survey, 2022 & analysis

XVI. CONCLUSION AND RECOMMENDATION

Peoples participation in policy making is corelated with satisfaction in service delivery of any institution. Peoples participation is the way to fulfil the views and aspirations of the citizens for whom the plans and regulations are formulated. The existing level of community participation and chronological evaluation was presented regarding the instrumental development control tools such as master plan and building construction rules. Awareness and consensus symbolizes passive participation and community engagement in plan preparation. It provides specific recommendations and future visions of expected growth control mechanism.

- Top-down bureaucratic approach should be strongly prohibited in urban planning and development control policy formulations to ensure accessibility and equity of general people in urban planning
- Planning stakeholder's participation is significant in any types of development control policy preparation, revision and modification
- Community level participation should be conducted at local Government Institution offices. In Bangladesh these are ward councilor offices under the Mayor, Union Parishad offices at rural level
- Awareness level among the general people should be increased regarding significance of people's participation among the citizens
- With global change of the time and living pattern social media should be incorporated as platform for ensuring wide level of people's participation in urban planning process
- Any type of policy should be clear, specific, and simple with only one common stand to have easy understanding by general people to avoid manipulation
- In case of zoning regulations its implementation mechanism and regulatory framework should be provided in the master plans
- As regulatory Authority, Rajuk should be equipped with technical capacity with more engineers, architects and town planners in policy preparation, enactment, and enforcement
- General awareness among the mass people, citizens and stakeholders should be increased to attain the goal of the master plans and development control tools
- Development control people should be high power technical people with integrity and dignity to regulate city's harmonic and planned growth
- Public hearing of the Detailed Area Plan (DAP) should be more publicly broadcasted by miking at community level, leaflet distribution among citizens, tv and radio trailer and social media boosting through internet so that citizens are notified and participate in decision making process
- National seminar of the Detailed Area Plan should be more collaborative and participatory among citizens, civic society, specialized academicians for more interactive discussions in policy decisions

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