

TA: TRANSIT-ORIENTED DEVELOPMENT AND IMPROVED TRAFFIC MANAGEMENT IN GCC

A. TA Description

1. The Government of Bangladesh has requested a loan in the amount of \$160 million from ADB to help finance the Greater Dhaka Sustainable Urban Transport Project. The Project will improve the quality of life within the Gazipur City Corporation (GCC), which forms part of north Greater Dhaka, through the delivery of a more efficient and sustainable Urban Transport System (UTS), including a 20 kilometer Bus Rapid Transit (BRT) corridor.

2. In Bangladesh, there are different levels of local authority and administration. Large urban areas have the status of *City Corporation*, while smaller urban areas in the outskirts of major cities have the status of "*Pourashava*" and rural villages have the status of "*Upazillas*". *City Corporations* have more administrative independence (they refer directly to the Ministry of Local Government, Rural Development and Cooperatives - MLGRDC) and more technical capacities (they include a large Engineering Department) than *Pourashavas* and *Upazillas*, which have no direct access to the Ministry and no technical capacity (for any civil works project, they are supported by the Local Government Engineering Department - LGED, under the MLGRDC). The GCC is a new *City Corporation* which will be created before the end of the year and will merge Tongi and Gazipur *Pourashavas*, as well as several small *Upazilas* in between, with an estimated official population of 1 million, under a single jurisdiction and administrative level. The new GCC is part of a proposal to create 7 additional *City Corporations* in Bangladesh, mostly around Dhaka, to organize its future growth. The project is currently being reviewed by the Parliament. In parallel, former Dhaka City Corporation has been split into two city corporations, Dhaka North City Corporation (DNCC) and Dhaka South City Corporation. The new *City Corporations* will have higher institutional capacity as they will include more developed technical departments. In a sense, they will depend less on the government and will be more able to manage themselves.

3. The GCC concerned area, which touches the northern end of DNCC, is about 15 kilometers long and 10 kilometers wide, and concentrates an official population of approximately 1 million inhabitants, and an additional floating population of 1 million of mostly rural migrants working in the garment factories. The area is an industrial hub, mixing residential and commercial/industrial land, in quite a disorganized manner. Only in the immediate vicinity of the corridors, there are 272 garment factories. The first objective of the proposed CDTA is to revise the land-use plan, focusing on increasing density around the corridor to be restructured by the project, notably around the BRT stations. This will contribute to the organization of the urban growth.

4. GCC's current traffic is characterized by the following modal split: (i) 22% of trips are made by private modes; (ii) 40% by public transport, i.e buses; and (iii) 38% are still non-motorized, made on foot or by cycle-rickshaws. The high level of congestion and pollution result from: (i) rapid motorization; (ii) weak strategic road network accounting for only 10% of the urban area whereas the required ratio is 25%; (iii) weak traffic management to organize the dense and anarchical mix of many competing modes; (iv) lack of transport demand management, and (v) inefficient public transport services. The situation in road-based traffic collisions is deteriorating, mostly affecting pedestrians (thus the poorest) who represent up to 50% of road accident fatalities in GCC streets. This safety issue becomes even more acute when looked at from a gender perspective. 80% of garment workers are women and a large portion of them commute on foot. The second objective of the proposed CDTA is to improve traffic management and traffic rules enforcement in order to improve this situation.

5. This CDTA will improve general quality of life and situation of the poorest through the delivery of adapted solutions for traffic management, in favor of non-motorized transport and public transport. Safety of pedestrians will be improved and congestion will be reduced. The poor and the socially excluded will benefit from the project both directly and indirectly.

B. Impact and Outcome

6. The impact of the technical assistance (TA) will be a developed sustainable urban transport system within GCC. The outcome of the TA will be improved strategic and integrated urban planning, and traffic management in GCC.

C. Methodology and Key Activities

7. **Output 1: Urban planning capacity improved.** The first output of the proposed CDTA will design and propose a plan to implement an integrated urban development strategy along the GCC project corridor, including (i) revising the detailed area plan (DAP) of GCC to integrate the land-use and transport plans, (ii) drafting GCC urban development strategy through a large participatory approach, (iii) drafting and proposing pilot detailed land-use plans, focusing on increasing density and location of public facilities around the BRT stations, following the Transit-Oriented Development (TOD) concept, (iv) Proposing a mechanism to attract private sector participation to implement the proposed land-use plans around BRT stations through PPP schemes, (v) assessing and proposing best adapted solutions and mechanisms to capture part of the land added-value along the project corridor (such as transfer-development rights, public-private partnership (PPP) schemes, or real estate and property tax) to finance GCC infrastructures improvement, and (vi) drafting a parking plan within GCC. The urban development strategy and related activities, including a detailed cartography on the revised GCC's DAP will form part of the Final Report of the consultant.

8. **Output 2: Traffic management system and capacity improved.** The second output of the proposed CDTA will enhance traffic management and traffic rules enforcement through (i) preparing and conducting a comprehensive capacity building program for the Traffic Police on traffic management, traffic regulations enforcement, and parking policy, (ii) reviewing in detail the existing regulation and policies for traffic management and parking, and proposing improvements, (iii) Reviewing existing procedures of Traffic Police intervention and fines policy, and proposing improvements, (iv) drafting, approving and enforcing parking and hawkers policy, (v) conducting trainings to ensure proper operation and maintenance of the facilities and equipments provided to the Traffic Police under the project, (vi) conducting awareness campaigns on proper traffic behavior, road safety, and air quality, (vii) revising vehicle emissions standards and enforcement policy, and (viii) assessing opportunities and proposing a framework to organize feeder services to the BRT with rickshaws and private bus operators associations, under the leadership of GCC. The consultant will draft, design, and print a training manual on best practices and mechanisms for traffic management and traffic rules enforcement, to be distributed to every new traffic enforcer.

9. The CDTA also includes comprehensive capacity building programs for key stakeholders and workshops organized for sharing information and raising awareness. Resource person(s) will make presentations to workshop participants to provide the latest knowledge and international best practices on TOD, land added-value capture, parking plans and policies, traffic management, and traffic regulations enforcement. Following those trainings and workshops, manuals for traffic management and cartography for the urban development strategy will be produced.

D. Implementation Arrangements

10. The Local Government Engineering Division (LGED) under the Ministry of Local Government, Rural Development and Cooperatives (MLGRDC) will be the Executing Agency. LGED has good references and capacity in undertaking ADB and other Development Partners projects in the sector of municipal infrastructure development in Bangladesh, such as the Urban Governance and Infrastructure Improvement Project (UGIIP I and II on-going).¹ LGED has the capacity and is legitimate to implement this CDTA since it is by mandate in charge of supporting local governments (mostly *Pourashavas* and *Upazilas*) for municipal infrastructure development. LGED has therefore traditionally good relations with local governments and will support the transition from *Pourashavas* and *Upazilas* into new *City Corporations*. Nonetheless, LGED lacks expertise and capacity in urban planning. External expertise is therefore required to seize the opportunity of GCC creation and revise its land use plan in an integrated manner, under the monitoring of LGED. The CDTA proposes to build the capacity of both institutions through this pilot planning exercise.

11. The GCC will be the implementing agency for the first output (urban development strategy) of the proposed TA, and the Traffic Police will be the implementing agency for the second output (traffic management). For convenience, we use the term "Traffic Police" as the general term designating the three entities in charge of traffic management, having jurisdiction in the project area, i.e: (i) the Divisional Commission for North Traffic of the Dhaka Metropolitan Police (DMP), (ii) the Highway Traffic Police (HTP), and (iii) the Gazipur District Traffic Police (GDTP). Both implementing agencies lack experience and capacity to implement ADB and other development partners' projects and TAs. They will be closely monitored by LGED. Since the new GCC will lack capacity at the beginning of its existence, skills and knowledge will be transferred to the government counterpart's agencies and staff through extensive training and "learning by doing". The TA second output will focus on building capacity of those 3 entities.

12. LGED will assign counterpart staff and ensure the provision of office space, furniture, equipment, and workshop venues, with the support of the GCC and the Traffic Police. The three agencies will provide any relevant documents, data, statistics, information, or maps at their disposal. GCC and the Traffic Police will appoint a TA coordinator and technical and support counterpart staff for the TA consultants. A steering committee will be formulated for the CDTA implementation, headed by the Secretary of Local Government Division (LGD), and comprising senior officials from Economic Relations Division (ERD), GCC, Traffic Police, and other local representatives in GCC.

13. The TA will be implemented over 24 months, from January 2013 to December 2014 (excluding time for consultant selection and financial closing). The outline terms of reference for consultants is in Annex 2. Five international consultants will be mobilized to support GCC in drafting an urban development strategy and revising its DAP, and 3 international consultants will be mobilized to support the Traffic Police in enhancing traffic management and traffic regulation enforcement. The international consultants will be supported by 6 national consultants for the urban development strategy, and 1 national consultant for the traffic management. The consultants will produce monthly and quarterly progress reports, which will be reviewed by the LGED, GCC, the Traffic Police and ADB. The consultants will assist the government in organizing consultation and dissemination workshops to achieve the TA objectives. The final workshop will review good practices and lessons learned during the implementation of the TA.

¹ ADB. 2002. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to the People's Republic of Bangladesh for the Urban Governance and Infrastructure Improvement Project*. Manila.
 ADB. 2008. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to the People's Republic of Bangladesh for the Second Urban Governance and Infrastructure Improvement Project*. Manila.

14. The consultants will be engaged by ADB in accordance with its Guidelines on the Use of Consultants (2010, as amended from time to time). A team of consultants will be recruited under one or two packages using the quality- and cost-based method of selection with a quality–cost ratio of 90:10. This is justified because (i) the assignment is highly specialized and high expertise is required; and (ii) the outcome of the implementation will be crucial for the success of the overall GDSUTP. A simplified technical proposal will be used for the selection of the consultant firm. Some of the consultants may also be recruited individually if found convenient. Disbursement under the TA will be made in accordance with ADB's *Technical Assistance Disbursement Handbook* (May 2010, as amended from time to time).

E. Cost and Financing

15. The Government has requested \$1,000,000 equivalent in financing. The TA will be financed on a grant basis by the Japan Fund for Poverty Reduction (JFPR), and administered by ADB. The Government will provide counterpart support in the form of remuneration of counterpart staff, office space and meeting venues, furniture, administration support, logistics and other in-kind contributions.

ANNEX 1: COST ESTIMATES AND FINANCING PLAN
(\$'000)

Item	Total Cost
Japan Fund for Poverty Reduction^a	
1. Consultants	
a. Remuneration and per diem	
i. International consultants	702.00
ii. National consultants	135.00
b. International and local travel	50.00
c. Reports and communications	5.00
2. Training, seminars, and conferences	25.00
3. Equipment	10.00
4. Surveys	10.00
3. Miscellaneous administration and support costs	15.00
4. Contingencies	48.00
Total	1,000.00

^a Administered by the Asian Development Bank.
Source: Asian Development Bank estimates.

ANNEX 2: OUTLINE TERMS OF REFERENCE FOR CONSULTANTS

A. Objective

1. The objective of the assignment is to strengthen capacity of GCC in urban development planning and strategy, and of the Traffic Police in traffic management and enforcement, with streamlined procedures and enhanced roles of local authorities.

B. Scope

2. The technical assistance (TA) will require about 65 person-months of consulting services (33 international and 32 national). The detailed and specific task for each consultants for each output will be developed by the consultants under GDSUTP, for more coordination and integration and to ensure there will be no overlapping of activities.

C. Indicative Expertise Requirements

3. The indicative expertise requirements of the consulting services are in Table 1.

Table 1: Indicative Expertise Requirements

Expertise	Person-Months
A. International	33.0
1. Urban Planner (land-use and transport) / Team Leader output 1	8.0
2. Traffic Management Specialist / Team Leader output 2	6.0
3. Architect and Urban Landscape Specialist	4.0
4. Parking Planning and Policy Specialist	3.0
5. PPP (real estate development) Specialist	3.0
6. Municipal Finance Specialist	3.0
7. Traffic Rules Enforcement Specialist	4.0
8. Information Geographic System Specialist	2.0
B. National	32.0
1. Urban Planner / Deputy Team Leader output 1	10.0
2. Traffic Management Specialist / Deputy Team Leader output 2	8.0
3. Architect and Urban Landscape Specialist	4.0
4. Municipal Finance Specialist	3.0
5. Real Estate Development Specialist	3.0
6. Environmental and Social Safeguard Specialist	2.0
7. Draughtsman and CAD operator	2.0
Total	65.0

Source: Asian Development Bank estimates

D. Reporting

4. The consultants will submit (i) an inception report within 1.5 month of starting their services, finalizing the approach and presenting a detailed work plan, an implementation schedule, and key issues that could affect achievement of the tasks, if any, for the TA; (ii) review reports every five months of starting their services, summarizing the progress of the TA, (iii) quarterly progress reports that specify activities undertaken during the quarter, including the achievements, problems, and challenges facing the TA, suggest ways to address any problems, and the plan for the next quarter; (iv) a draft final report 21 months after starting their services

that will summarize activities undertaken and results achieved; and (v) a final report 3 weeks after the final workshops and receipt of comments on the draft final report from the government and ADB. In preparing these reports, the consultants will work closely with LGED, GCC and the Traffic Police.