Worst case scenario for 16 cities and 15 roads is: 12 3 4 5 6 78 9 10 11 12 13 14 15 16 23 4 5 67 89 10 11 12 13 14 15

This is the worst case scenario as everytime the outer loop runs , the inner loop has to complete itself and this makes the loop run max number of times hence creating max time complexity