



Challenges of Governance System in Addressing Climate Change Adaptation Measures in Bangladesh: Gaps, Strengths and Opportunities

Key messages

- Natural resource management and environmental protection are well addressed in policies, though translation of these into legal frameworks is less strong; stronger coherence is needed among sectoral policies to maximise their benefits.
- General human rights are well-protected; however, the rights and special needs of IDPs need to be adequately recognised, supported by effective measures to lessen the severity of the crisis.
- Clear guidelines are required for gender specific adaptation and clear strategies need to be in place for mainstreaming gender in sectoral policies.
- While the policies and plans cover a wide range of adaptation issues and options, not all of them received equal attention. More emphasis is required on improved access to markets, improved social service delivery, and post-harvest loss management.
- To increase effectiveness of policy implementation, more emphasis is needed on livelihood diversification away from agriculture, and marine and coastal management, supported by better livelihood diversification opportunities both within and outside agriculture.
- Decentralisation facilitates policy implementation; unstable government and prioritisation of issues (politically motivated or driven by local power-structure) are hindrances.
- The government may formulate an umbrella climate change policy to coordinate the sectoral approaches, binding them together from climate change perspective.

Introduction

In climate change adaptation realm, governance (considered as policy-plan-legal framework herein) is one of the factors that may affect choices made by the state and by individuals in terms of how they adapt to climate change; whether governments and individuals are able to make use of all available opportunities to adapt; and the degree to which a particular adaptation choice has been successful or not. Recommendations on practical adaptation pathways may be influenced by the feasibility of adaptation responses (whether by governments or households). The quality and effectiveness of policy, as implemented through e.g. policies, plans, laws, infrastructure development, economic tools etc, play crucial roles in creating an enabling environment for successful adaptation.

In DECCMA Project, we conducted governance and policy assessment to examine the existing and potential capacity of governance systems to address challenges faced by the people in coastal delta; to understand the extent to which policies have been effective in addressing identified adaptation measures; and to better understand the viability of adaptation options by identifying factors that affect policy implementation.

We restricted the governance assessment to the policy and legal contexts and took into cognizance the multi-scalar and multi-sectoral dimensions of governance mechanisms. More than 40 laws, legislations, policies, and plans were analysed with the help of a comprehensive set of governance questions addressed to sectors potentially

relevant to climate change adaptation and migration: Human rights (a. General human right; and b. Human right for internally-displaced persons); Natural Resource Management (a. Water; b. Land use, tenure and management; and c. Ecosystem protection); Disaster risk management; and Climate Change Adaptation.

Besides, more than 30 policies, plans and laws were considered for adaptation specific analysis, with a focus on thematic assessment of the adaptation options presented in the policies.

A questionnaire survey was conducted with a range of national level (represented by different government ministries and departments) and local (district) level (represented by local governmental and non-governmental institutions) stakeholders with a view to deriving stakeholders' perceptions on the effectiveness of policies in addressing adaptation issues and/or options and barriers to policy implementation.

Findings

Natural resource management and environmental protection

Natural resource management (NRM), ecosystem protection, water resources management and land management are well addressed in policies, with clear guidelines on conservation or preservation of natural resources and protected areas (including forests, freshwater wetlands, floodplains and marine ecosystems), protection of endangered species, mandatory EIA for development projects, though translation of these into legal frameworks is less strong.

However, there is lack of coherence among sectoral policies, with ecohydrological considerations (e.g. links between agriculture and biodiversity) and preservation of non-target species lacking adequate focus.

Disaster risk reduction

Disaster risk reduction and response is well addressed in policies, including social protection for women, children, elderly and other disabled groups, preparedness, relief and rehabilitation, and a supportive institutional structure via formation of Disaster Management Committees (DMCs) at different levels (e.g. National Plan for Disaster Management, 2010-2015; Standing Order for Disaster 2010).

However, while general human rights (e.g. In relation to freedom of movement and on residence) are protected under the Constitution, the rights of internally displaced persons (IDPs) are not well recognised. There is neither any legal basis to protect properties and possessions left behind after a disaster and establish conditions which would allow them to return voluntarily to their origin, nor any entitlement to access social and/or psychological services.

Internal migration

Overseas migration is addressed in several policies and plans. While migration due to economic reasons is emphasised in most of them, rural-urban migration is viewed negatively. Coastal outmigration is discouraged through fostering economic growth, rural employment generation and climate change adaptation measures (e.g. Perspective Plan 2010-2021; National Population Policy 2012; Bangladesh Climate Change Strategy and Action Plan 2009).

Adaptation policies

Most of the climate change issues addressed in policies have been DRR-focused. Climate change adaptation (along with the associated concept of resilience) has emerged as an important issue more explicitly in policy and planning only since the 2009 Bangladesh Climate Change Strategy and Action Plan. This is also clear from the increased number of key adaptation-related terms appearing in climate change policies since around that time, as shown in Figure 1.

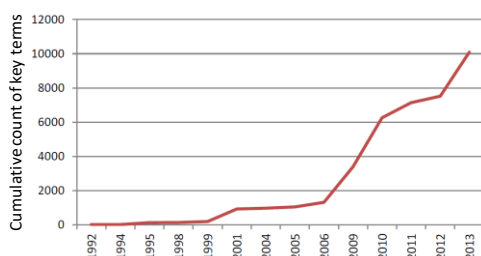


Figure 1: Development of key terms related to adaptation during 1992-2015

Role of ecosystem resilience in adaptation

Role of ecosystem services in adaptation was marginally considered in policies and plans in earlier days but has gained traction over recent years. This deserves more

attention because of the substantial benefits they can provide: increased local resilience and adaptive capacity; cost-effectiveness in adaptation, and social, economic, and environmental co-benefits. Lack of knowledge and awareness of policy-makers about the importance and benefit of ecosystem-based adaptations is still a challenge to integrating them into national policy processes.

Gender issues

Awareness of gender issues in policies and plans has developed over time most notably after 2009. Although female empowerment is emphasised in areas such as disaster preparedness and management activities, agriculture management and agriculture wages, there is no explicit link to the climate change context. Identifying the means for achieving female empowerment in this context is also largely lacking in policy.

Policy documents in general have less focus on the different needs of men and women living in climate vulnerable zones, and consequently there is a lack of guidelines for gender specific adaptation. Many policies and plans address gender issues and discuss “what to do” but do not mention “how to do”.

Gender issues need mainstreaming in sectoral policies from climate change and disaster management perspective. Bangladesh Climate Change Gender Action Plan 2013 is the only document fully concentrated in this regard.

Adaptation planning

While the policies and plans cover a wide range of adaptation issues and adaptation options (Table 1), not all of them received equal attention.

Adaptation issues that received more emphasis include institutional capacity, governance, training (e.g. training programmes for public and private sector employees, strengthening institutional capacity, and mainstreaming climate change in the media), and research and development (e.g. agricultural research on salt, flood or drought tolerant varieties, establishing research institute for disaster management and climate change).

Among adaptation options, early warning, financial support, livelihood diversification (crop diversification, developing flood, drought and salinity tolerant varieties, cultivating shrimp and paddy concurrently or in rotation, etc.), disaster management etc. are emphasised in most of the policy documents.

Livelihood diversification within agriculture has long been given attention, while diversification away from agriculture (e.g. off farm activities to reducing livelihood vulnerability against climate change) has appeared more recently e.g. in the 6th and 7th Five Year Plans.

The emerging adaptation options include female empowerment, resilient cropping, and coastal management. Post-harvest loss management (mentioned as a weakness of present agriculture in the National Agricultural Policy 2013), improved access to market and improved social service delivery are yet to be prioritised.

Table 1: Identified adaptation issues and options mentioned in selected plan/ policies/ acts.

	Environmental Policy (1992)	Forestry Policy (1994)	MEMAP (1995)	Fisheries Policy (1998)	NWP (1999)	NWMP (2001)	Energy Policy (2004)	CZP (2005)	Food Policy (2006)	BCCSAP (2009)	NAPA (2009)	NPDM (2010)	SOD (2010)	SFYP (2011)	Perspective Plan (2012)	NDMA (2012)	Labour Policy (2012)	Population Policy (2012)	Agricultural Policy (2013)	Water Act (2013)	BCCGAP
Adaptation issues/ Adaptation Options																					
Institutional Capacity, Governance and Training	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized
Research and Development	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized
Livelihood Diversification and Risk Transfer	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized
Knowledge, Information Management, Surveillance and Early Warning	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized
Resilient Land Use, Rural and Urban Planning	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized
Financial Support, Insurance and Incentive Schemes	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized
Water Conservation and Irrigation Systems	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized
Disaster Response and Management	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized
Resilient and Hard Infrastructure	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized
Resilient Cropping and New Crop Variety	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized
Women Empowerment	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized
Improved Water, Sanitation and Hygiene (WASH)	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized
Plantation, Forestry, Landscape and Green Space Management	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized
Marine and Coastal Management	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized
Post-harvest Loss Management	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized
Improved Access to Market	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized
Improved Social Service Delivery	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized	Emphasized

Strategies not prioritised according to zones

The strategies for climate change adaptation are not yet prioritised according to zones. Different zones have different characteristics. Hence, the adaptation options should not be generic for the whole country, rather specific for zones according to their needs and ground reality.

Opportunities for policy development

An umbrella climate change policy: In the absence of an umbrella policy, sectors which will be affected by climate change are fixing their goals and carrying out activities without reference to other affected areas. Government should formulate a comprehensive climate change adaptation and mitigation policy to make coordination among the sectoral approaches, binding them altogether from climate change perspective. The policy needs to set sectoral priorities and identify key sectors for immediate attention and ensure judicious use of resources to fulfill demands.

A new urban development policy: Government may frame a new urban development policy including provisions to provide safe accommodation and employment opportunities to migrants and IDPs. The new policy should encourage decentralisation of economic activities and services to regional hubs (e.g. medium or small townships). Government may locate or relocate manufacturing and service industries in new townships, export processing zones and growth hubs with a view to reducing the huge plight of rural to urban migrants in mega cities.

Effectiveness of adaptation policies- people's perception

In terms of common adaptation measures, early warning system, water resources management and livelihood diversification within agriculture were considered by the national level respondents to be fully/mostly addressed by policies at the national level, whereas early warning system, education and awareness raising and reducing disaster risk were identified for the same at district level

(Figure 2). The measures which the national level respondents considered to have been least addressed by policies include livelihood diversification away from agriculture, marine and coastal management and knowledge and information management. The district level respondents, however, had research and development in this lower rank in place of knowledge and information management.

New agricultural research, women empowerment, and access to early warning systems are adaptation issues viewed as positively impacted by policies at national level, while the district level respondents ranked easy recovery from natural disasters in place of new agricultural research (Figure 3). The issues that are deemed less impacted include better opportunities to leave agriculture, improved resilience planning, and improved marine and coastal management at national level, and better opportunities to leave agriculture, better opportunities to diversify livelihoods within agriculture, and improved water resources management at district level.

Responses suggest that the degree of exposure of a local area to environmental hazards has an impact on people's views of policy priorities. The analysis presented here shows areas which warrant more attention for effective implementation of adaptation measures.

Barriers to policy implementation – people's perception

Cultural practices, gender norms and customary law are viewed at national level as important social factors that are largely facilitating policy implementation, while role of gender norms and customary law are viewed as positive but to a lesser extent at district level (Figure 4). Ethnic and class issues play key roles within smaller communities in affecting policy processes in a negative way.

In terms of political factors, decentralisation and international agreements were perceived as facilitating factors, while changes in government was perceived as

hindrance at both national and district levels. Prioritisation of other issues (driven by political drivers or local power-structure) is also viewed by district level respondents as an important hindrance, insinuating their concern that national level priorities would not be overlapping with district level priorities or realities at policy processes.

In summary, decentralisation and stable political situation are important to enable effective policy implementation.

Lack of good monitoring and evaluation framework is also perceived as deterrent to effective implementation of policies. While stakeholder coordination is viewed as effective at district level and average at national level, the level of skilled staff and technical resources in implementing organisations is deemed insufficient at national level and average at district level.

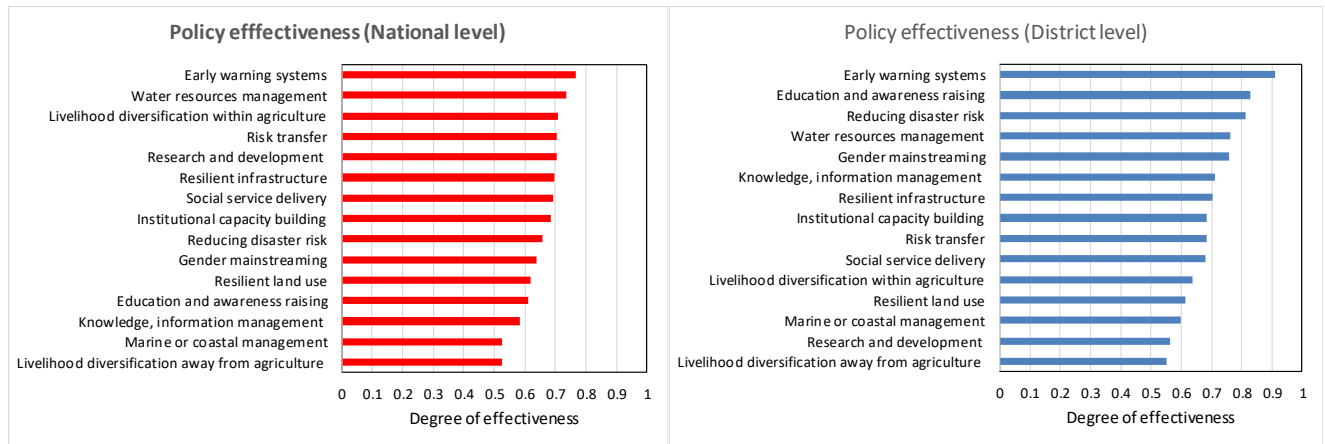


Figure 2: Perceived effectiveness of policies in addressing adaptation measures [Responses in five categories, viz. ‘does not address’, ‘slightly address’, ‘somewhat address’, ‘mostly address’ and ‘fully address’, are scaled from 0 to 1]

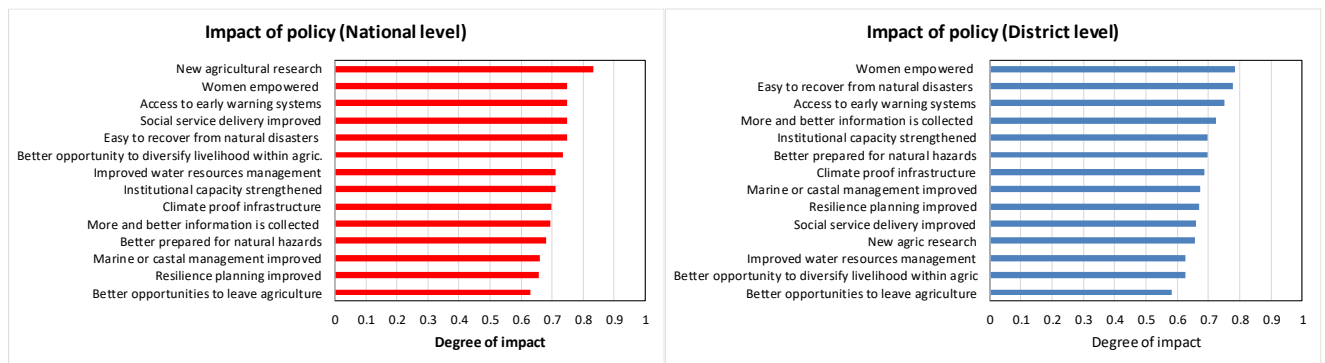


Figure 3: Perceived impacts policies have had on adaptation related issues. [Responses in five categories, viz. ‘fully disagree’, ‘disagree’, ‘neither disagree nor agree’, ‘agree’ and ‘fully agree’, are scaled from 0 to 1]

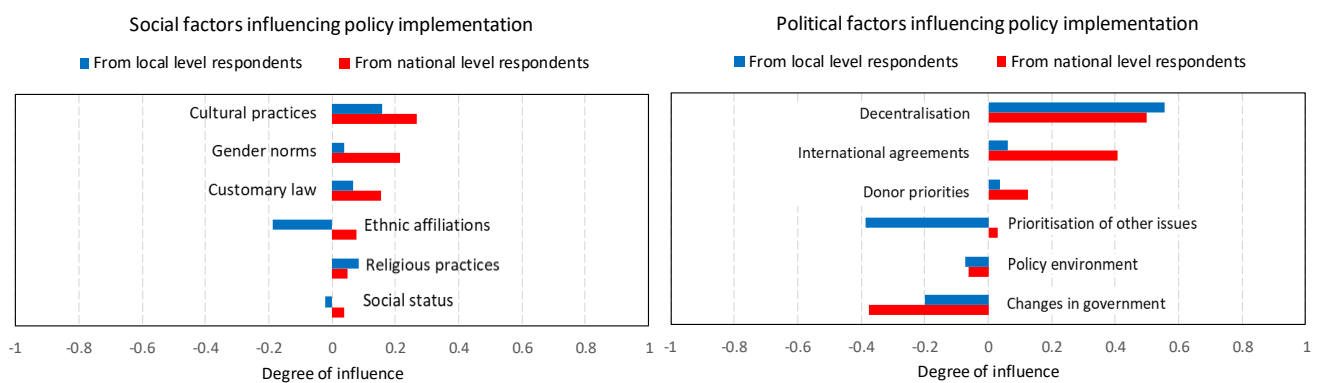


Figure 4: Perceived social and political factors impacting implementation of policies [Responses in five categories, viz. ‘strongly hinders’, ‘hinders’, ‘neither hinders nor facilitates’, ‘facilitates’ and ‘strongly facilitates’, are scaled from -1 to +1]

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