Policy brief 03

BRIDGING CLIMATE POLICIES TOWARDS THE NATIONAL ADAPTATION PLAN (NAP)





CCDB
Member of actalliance
CHRISTIAN COMMISSION
FOR DEVELOPMENT IN BANGLADESH

POLICY BRIEF 03

BRIDGING CLIMATE POLICIES TOWARDS THE NATIONAL ADAPTATION PLAN (NAP)

CCDB
Member of
actalliance

CHRISTIAN COMMISSION FOR DEVELOPMENT IN BANGLADESH

Policy brief 03
Bridging Climate Policies towards the National Adaptation Plan (NAP)

Imprint
Christian Commission for Development in Bangladesh (CCDB)
88, Senpara Parbata, Mirpur-10, Dhaka-1216, Bangladesh.
Web: www.ccdbbd.org/ccp

Author
Mousumi Halder
Research Officer
Climate Change Program, CCDB
&
Mohammad Mahmodul Hasan
Coordinator-Capacity Building, Research & Advocacy
Climate Change Program, CCDB.

Editor
Thomas Hirsch
Executive Director
Climate and Development Advice, Germany
&
Mirza Md. Shafiqur Rahman
Freelance Consultant.

Contributors
Md. Foezullah Talukder
Head
Climate Change Program, CCDB

Abdul Alim Shaikh
Manager-Capacity Building
Climate Change Program, CCDB
&
Mohammad Nazmul Chowdhury
Manager-Communication
Climate Change Program, CCDB.

Design & Printing : **A Plus Communication**

Publication
July 2021

ISBN: 978-984-35-0862-1

CONTENTS

ABBREVIATIONS AND ACRONYMS

ADB	Asian Development Bank
ADP	Annual Development Plan
BCCRF	Bangladesh Climate Change Resilience Fund
BCCSAP	Bangladesh Climate Change Strategy and Action Plan
BCCTF	Bangladesh Climate Change Trust Fund
BDP2100	Bangladesh Delta Plan 2100
CAF	Cancun Adaptation Framework
CBA	Community-based adaptation
CCA	Climate change adaptation
CCDB	Christian Commission for Development in Bangladesh
ccGAP	Climate Change and Gender Action Plan
CCRC	Community Climate Resilience Center
COP	Conference of Parties
DAE	Department of Agricultural Extension
8th FYP	Eighth Five Year Plan
GCF	Green Climate Fund
GDP	Gross Domestic Product
GEF	Global Environment Facility
GoB	Government of Bangladesh
HIC	High Income Country
ICCCAD	International Center for Climate Change and Development
INDC	Intended Nationally Determined Contribution
IPCC	Intergovernmental Panel on Climate Change
IUCN	International Union for Conservation of Nature
LDC	Least Developed Countries
LDCF	Least Developed Countries Fund
LEG	Least Developed Countries Expert Group
LNOB	Leave No One Behind
MoDMR	Ministry of Disaster Management and Relief
MoEF	Ministry of Environment and Forest
MoEFCC	Ministry of Environment, Forest and Climate Change
MoF	Ministry of Finance
MoP	Ministry of Planning
MoWCA	Ministry of Women and Children Affairs
NAP	National Adaptation Plan
NAPs	National Adaptation Plan process
NAPA	National Adaptation Program of Action
NAPAs	National Adaptation Programs of Action
NDC	Nationally Determined Contribution
UMIC	Upper Middle Income Country
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
USD	United States Dollar

EXECUTIVE SUMMARY

Climate change is one of the greatest threats faced by humanity in this century. Alarmingly, its impacts have been unfolding considerably faster over the past few decades. Recognizing the upward threat of climate change to development, the National Adaptation Plan process (NAPs) was established to facilitate country-specific adaptation planning.

Like many other Least Developed Countries (LDCs), Bangladesh has initiated its National Adaptation Plan (NAP) formulation process. The country has already developed several policies, plans, and strategies on climate change and include climate change-related interventions in the national development plans. Along this line, a number of key policies and plans like National Adaptation Program of Action (NAPA), Bangladesh Climate Change Strategy and Action Plan (BCCSAP), Climate Change and Gender Action Plan (ccGAP), Nationally Determined Contribution (NDC), 8th Five Year Plan (8th FYP) and Bangladesh Delta Plan 2100 (BDP2100) have been selected mainly to illustrate their relevance to tackling climate change impacts. Since these policies have taken sector-specific adaptation strategies and actions, developing a holistic national adaptation plan becomes essential over time. The NAP process will facilitate undertaking effective adaptation planning through adopting medium to long-term perspectives. In this context, we feel that the existing policies and plans will get a lot more from their synergies with the upcoming NAP.

Considering this view, this study reviews existing climate change policies and plans, and national development plans of Bangladesh and discusses a number of concrete steps under six key areas to create a bridging pathway between existing climate change policies and plans, and the national development plans on the one hand and the NAP formulation process, on the other. The six key areas are as follows:

1. Alignment of NAP with existing climate change-related policies and plans, and national development plans
2. Community-based adaptation
3. Gender-responsive NAP formulation
4. Capacity Building
5. Institutional coordination and
6. Monitoring and evaluation

The recommendations under these six significant areas are further elaborated with clear way forward options. Therefore, we expect that this study will better inform all concerned actors making their voices heard in the process of formulating the NAP and in the revision of other relevant policies.

1. CONTEXT

1.1. Global Context of National Adaptation Plan process (NAPs)

Acknowledging the global nature of climate change that calls for the widest possible cooperation by all countries, the United Nations Framework Convention on Climate Change (UNFCCC) entered into force on March 21, 1994. In implementing Article 4.9 of the Convention, the Conference of Parties (COP) established the Least Developed Countries (LDCs) work programs in 2001, including the National Adaptation Programs of Action (NAPAs), Least Developed Countries Fund (LDCF), and Least Developed Countries Expert Group (LEG). NAPAs were designed to address urgent and immediate needs of LDCs concerning adaptation to climate change. They were created to act as a channel to access funding under the LDCF, which is managed by the Global Environment Facility (GEF). They were action-oriented, country-driven, and flexible, based on national circumstances, and followed a simple format for easy understanding by both decision-makers and the broader public. NAPAs include a list of prioritized adaptation activities/projects and a short profile of each activity designed to facilitate project proposals for its implementation. Priority sectors/areas addressed in the NAPAs include agriculture and food security, water resources, coastal zones, and early warning and disaster management (UNFCCC, n.d.-a). Since then, the Intergovernmental Panel on Climate Change (IPCC), the most authoritative international scientific body to understand climate change, has greatly enhanced the body of scientific knowledge about climate change and its impacts. The findings highlight the urgency of taking decisive action in terms of medium- and long-term adaptation.

Recognizing the need for a paradigm shift to combat climate change, COP16 established the Cancun Adaptation Framework (CAF) in 2010, which includes, among other things, the National Adaptation Plan (NAP) as a tool for laying long-term adaptation plans. Subsequently, COP 17 stressed the need (Box 1) to enable all developing countries, not only LDCs, to assess their vulnerabilities, mainstream climate change risks in development planning, and prevent and minimize climate risks through adaptation in the broader context of sustainable development planning (UNFCCC, 2012a).

Box 1: The agreed objectives of the National Adaptation Plan process are:

(a) To reduce vulnerability to the impacts of climate change by building adaptive capacity and resilience;

(b) To facilitate the integration of climate change adaptation coherently into relevant new and existing policies, programmes and activities, particularly development planning processes and strategies, within all relevant sectors and at different levels, as appropriate (UNFCCC, 2012a). [Decision 5/CP.17, paragraph 1.]

As per the decision of COP16, Bangladesh has taken steps to prepare a robust and comprehensive NAP of her own with financial assistance from Green Climate Fund (GCF). Figure 1 shows the evolution of the NAP process in Bangladesh under the UNFCCC.

2010 COP16 under UNFCCC decided to establish a process to enable Least Developed Country Parties to formulate and implement National Adaptation Plans. Decision 1/CP. 16

2011 COP17 under UNFCCC set NAP objectives & provided initial guidelines for formulating NAP by LDC parties. Decision 5/CP.17

2012 Least Developed Countries Expert Group (LEG) developed the Technical Guidelines for the NAP process.

2014 At COP20, the initial Guidelines for the formulation of NAP were adopted after stocktaking with LDC Parties and other relevant organizations. Decision 3/CP. 20

2015 Paris Agreement recognized the importance of NAPs as part of the global effort to address climate change.
In Bangladesh, a roadmap for developing a National Adaptation Plan (NAP) was approved.

2016 GCF NAP readiness proposal development was started and a NAP Advisory Committee was established.

2017 National Stakeholder Dialogue on Stocktaking for Bangladesh´s NAP Process : Achievements, gaps and way forward was held to identify next steps for NAP process.

2018 GCF NAP Readiness proposal for Bangladesh got approval for implementation.

2019 Inception workshop on formulation & advancement of National Adaptation Plan process in Bangaldesh was held jointly by Ministry of Envinorment, Forest & Climate Change (MoEFCC) and UNDP.

2020 Continuation of stakeholder consultation meetings both at local and national level in Bangladesh as part of NAP process

Figure 1: Milestones of the NAP Process

Source: COP decisions and national activities of Ministry of Environment, Forest and Climate Change (MoEFCC); Prepared by: CCDB Team.

1.2. The context of National Adaptation Plan (NAP) of Bangladesh

Bangladesh ranked as the seventh among the most affected countries to extreme weather events over the past two decades (Global Climate Risk Index, 2021). The country's vulnerability to climate change is the result of complex interrelationships between biophysical, social, economic and technological characteristics. This high level of physical susceptibility to extreme weather events directly affects the country's fast-growing economy. Asian Development Bank (ADB) predicts that the adverse climatic impact on Bangladesh's economy would be around 36.49 percent of its GDP per capita due to climate-induced loss and damage in the worst-case emission scenario over a period from 2041 to 2059 (Auffhammer, 2020). That clearly shows the urgency and relevance to integrate the perspective of climate adaptation in the process of national development planning.

To make this happen, Bangladesh has developed policies and institutional frameworks, which include the National Adaptation Program of Action (NAPA) in 2005 (Ministry of Environment and Forest [MoEF], 2005) and in 2009 (MoEF, 2009a), the Bangladesh Climate Change Strategy and Action Plan (BCCSAP) in 2009 (MoEF, 2009b), the Climate Change and Gender Action Plan (ccGAP) in 2013 (MoEF, 2013) and the Nationally Determined Contribution of Bangladesh (NDC) in 2015 (MoEF, 2015). Besides, the concerns of climate adaptation have been streamlined in the Bangladesh Delta Plan 2100 (Ministry of Planning [MoP], 2018) and Eighth Five Year Plan (2020-2025) (MoP, 2020) of the country. In addition, the Bangladesh Climate Change Trust Fund (BCCTF) and the Bangladesh Climate Change Resilience Fund (BCCRF) have been established to mobilize climate finance from both national and donor sources.

To implement the programs identified by BCCSAP, the Government of Bangladesh (GoB) set up BCCTF in 2009 with the provision of funding from its budgetary sources. Up to FY2019-20, BCCTF received a total of BDT 38,000 million by May 2019 to finance 788 projects approved under BCCTF (Ministry of Finance [MoF], 2020, p.68). BCCRF was established in May 2010 as a "Multi-Donor Trust Fund" for implementing climate adaptation activities over five years. BCCRF's disbursement aggregated USD 71.13 million by the end of December 2016 (ibid, p.72). Since 2017, the GoB has mainstreamed climate finance in the national budget. The government's commitment to implementing the programs has been demonstrated through its significant share in financing the programs from its source. As much as the three quarters (75%) of the climate finance being spent in the country originates from sovereign revenues, while the rest of it (25%) is being contributed by international development partners. Bangladesh allocated BDT 242,256.8 million to tackle climate change, which was 0.8 percent of the GDP of FY2020-2021 (ibid, p.15). This amount was distributed to 25 concerned ministries, which defined climate priorities and actions of varying scale. Over a half (56.7%) of the total national budget was cumulatively allocated to these ministries, with 7.5 percent being earmarked as climate-relevant (ibid, p.28). As estimated by the World Bank, Bangladesh currently spends around USD 1 billion a year, i.e., 6 to 7 percent of its annual budget on climate change adaptation, representing almost a fifth (17.5%) of the adaptation finance (USD 5.7 billion) that Bangladesh will require by 2050 (ibid, p.23).

The GoB has initiated NAP formulation process in 2019 with the support from GCF-UNDP and steered by the Ministry of Environment, Forest and Climate Change (MOEFCC) which was

formerly known as Ministry of Environment and Forest (MoEF). The two-fold objectives of this project were to formulate Bangladesh's NAP and to enhance national capacity to integrate climate change adaptation in planning, budgeting, and financial tracking processes (United Nations Development Program [UNDP], n.d.).

NAPs are also regarded as a benchmark for designing, evaluating, and scaling up local adaptation efforts. During the Community Based Adaptation (CBA-8) conference (2014) held in Kathmandu (Nepal), Ms. Christina Figueres, the former UNFCCC Executive Secretary, emphasized that NAPs were a vital entry point for scaling up and mainstreaming community-based adaptation approaches into the broader policy frameworks of governments. Bangladesh, where most of the local communities' livelihoods depend on natural resources, should build its NAP, focusing on community-based adaptation approaches to attain its maximum benefits. It is also an opportunity to incorporate the achievements and lessons learned from the existing policies related to climate change in the formulation of the NAP.

To get better mileage out of the achievements and lessons learned, this study focuses on relevant existing and previous climate policies in connection with climate adaptation and other climate policies that are to be formulated and revised nationally over time from the perspective of community-led adaptation for enhancing resilience to the impacts of climate change. Therefore, this report is expected to serve as a bridging pathway to NAP formulation through the existing policies.

Photo: Jogodish Sarder

2. CLIMATE POLICIES AND DEVELOPMENT PLANS: LEARNING FOR THE NAP PROCESS

2.1. An Overview of Key Policies and Plans Related to Climate Change

As the adverse impacts of human-induced climate change are hindering the hard-won development of a nation, climate change management has become an integral part of the development agenda, where Bangladesh is no exception. Bangladesh has already developed and implemented a good number of climate-related programs, plans, and strategies in response to its national urgencies and needs as well as to meet various international commitments. Over time, climate-related projects have been implemented mostly through annual development programs, being financed from the national budget. Nonetheless, these efforts have neither been comprehensive enough to address the thriving needs of a wider population nor have they provided truly systematic solutions. In this regard, a holistic national adaptation plan can address these gaps. As our country has started its NAP process, existing policies and plans should be systematically assessed and used as guiding documents, where appropriate. This will ensure that the NAP will create synergies, e.g. by reducing overlapping responsibilities and conflicts between executing agencies as well as by increasing coordination and sharing between them. Analyzing currently executed policies intended to tackle climate change impacts will contribute to formulating a robust NAP for the country. Figure 2 provides an overview of key aspects of climate change and national development policies, plans and strategies that will be further discussed in this chapter.

Photo: CCDB

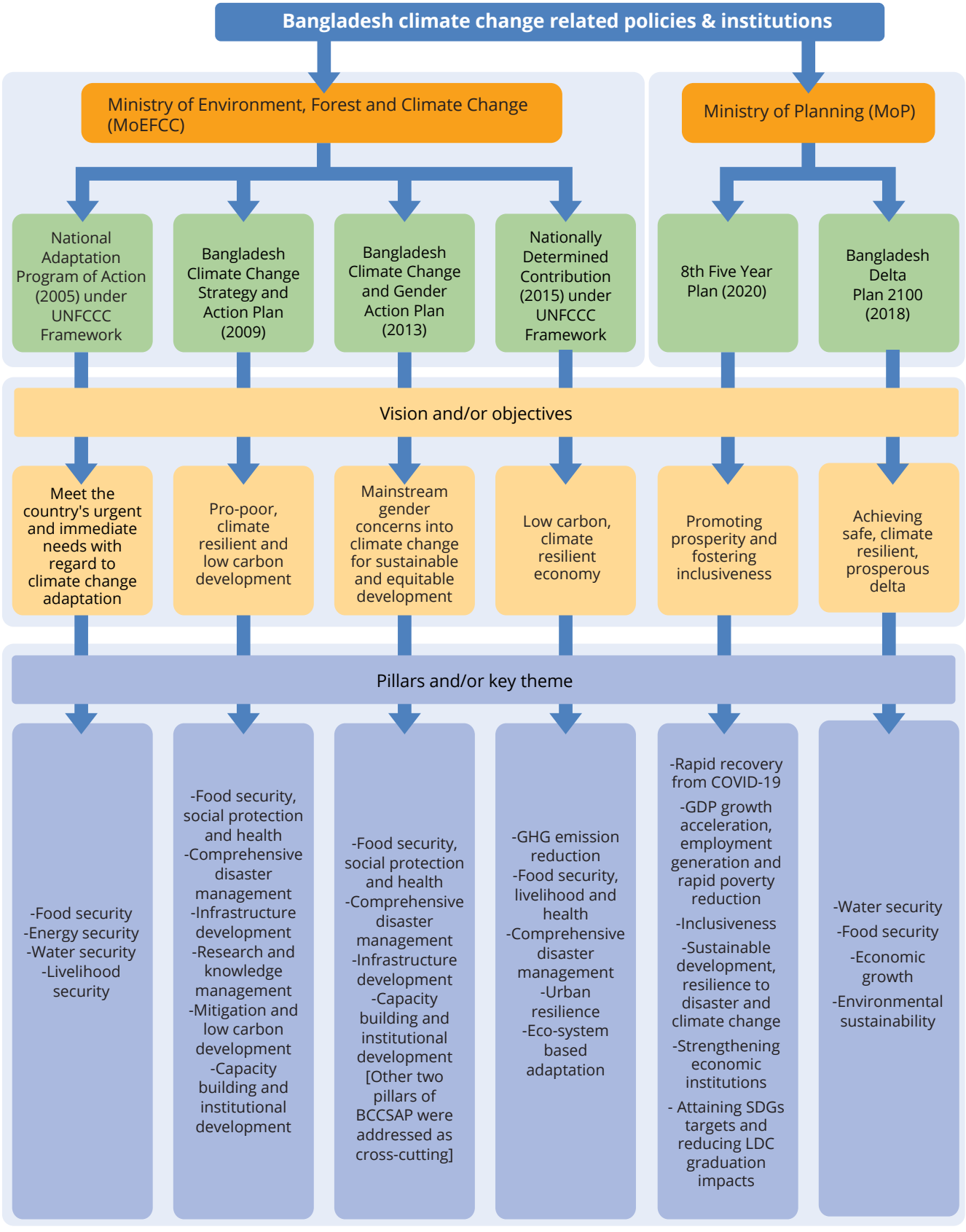

Figure 2: key aspects of climate change and national development policies, plans and strategies

Source: *Compiled from corresponding policies, plans and strategies; Prepared by: CCDB Team*

2.1.1 National Adaptation Program of Action (NAPA)

The National Adaptation Program of Action (NAPA) was prepared in 2005 as a set of adaptation actions complementary to the national goals and objectives of other multilateral environmental agreements to which Bangladesh is a signatory (MoEF, 2005). It was subsequently updated in 2009. The updated version of NAPA kept the original format of NAPA. While the NAPA 2005 was mainly concerned with urgent and immediate needs, the updated version "moved from the immediate and urgent needs to wider adaptation requirements to address medium and long-term climate issue" (MoEF, 2009a).

Bangladesh's NAPA consists of a set of programs based on four pillars: food security, energy security, water security, and livelihood security (ibid & Huq et al., 2020). Floods, salinity intrusions, and droughts are considered the most devastating climatic effects that Bangladesh faces almost every year (MoEF, 2005). According to the NAPA, the coastal population is more vulnerable than the country's other geographical zones. Poverty reduction and security of lives and livelihoods with a gender perspective have been ranked the most critical NAPA criteria for prioritizing adaptation needs and activities. Following these criteria, 15 projects were selected as priority adaptation activities under NAPA 2005 but the number of projects was raised to 38 out of which 16 were further developed for implementation by different ministries and departments (MoEF, 2009a). So far, six projects have been submitted to the LDCF for funding, including three community-based adaptation projects (UNFCCC, n.d.-b).

Bangladesh's NAPA is the country's first document solely dedicated to climate change adaptation. However, some of its limitations draw wider attention. It was primarily designed to address "urgent and immediate" adaptation needs by accessing LDCF funding, while a long-term vision of systematically addressing the susceptibility to increasingly frequent climate events was not adequately captured. It mainly contained a list of stand-alone adaptation actions (Khan et al., n.d.). In addition, most of the priority actions and submitted projects for LDCF funding till today concentrated on interventions (UNFCCC, n.d.-b). Knowledge generation and capacity development activities received less attention. Therefore, its benefits were not comprehensive enough to reach the goal of becoming a climate-resilient nation. However, the NAPA recognized the requirement for mainstreaming climate change adaptation into policies and programs. The NAPA, stated as a critical feature of any adaptation action to address climate change impacts, was proposed to be undertaken (either through the NAPA or other programs) through alignment with other ongoing activities aiming to build upon the synergy among them to become cost-effective rather than as a set of stand-alone activities at a higher cost (MoEF, 2005). We expect that these considerations will also serve as guiding light in the process of the NAP formulation.

2.1.2 Bangladesh Climate Change Strategy and Action Plan (BCCSAP)

Upon completing the NAPA, policymakers in Bangladesh realized that it was an inadequate plan, which did not fully address the magnitude and complexity of climate change impacts in the country (Khan et al., n.d.). Therefore, in 2009, the Government of Bangladesh released a more comprehensive strategic plan titled "Bangladesh Climate Change Strategy and Action Plan (BCCSAP)". It was the first-ever climate change-related strategic action plan developed by the country, using its own financial and intellectual resources. BCCSAP, of 10-year policy period is subject to be reviewed

and revised based on the knowledge and experience gathered during its tenure of implementation.

The vision of the BCCSAP is to eradicate poverty and achieve economic and social wellbeing through pro-poor, climate-resilient, and low carbon development, based on the four building blocks of the UNFCCC's so-called Bali Action Plan (i.e. adaptation, mitigation, technology transfer, and adequate as well as the timely flow of new and additional funds), within a broader framework of food, energy, water, livelihoods, and health security (MoEF, 2009b). It identified floods, tropical cyclones, storm surges, and drought as the most dangerous climate hazards for Bangladesh. The needs of the poor and vulnerable, including women and children, were to be prioritized in all activities implemented under the BCCSAP. It identified 44 adaptation programs under six pillars (including greenhouse gas mitigation, which was not part of NAPA). It comprises 145 short-, medium-, and long-term actions altogether. Realizing the urgency of BCCSAP implementation, the Government of Bangladesh established the Bangladesh Climate Change Trust Fund (BCCTF) in 2009. Until 2020, BCCTF allocated BDT 33,257.5 million for the implementation of 727 projects under the six pillars of BCCSAP (MoF, 2020). At the same time, since the estimated adaptation costs exceeded the government's financial capacity, the Bangladesh Climate Change Resilience Fund (BCCRF) was established in 2010, to be sourced by international development partners (Khan et al., n.d.).

BCCSAP demonstrated a pro-poor approach. It stressed the particular needs of the target poor and vulnerable people to enhance their capacity to adapt to climate change (Rabbani & Bijoy, 2012). However, the Action Plan was found to have some limitations which are mentioned below.

The Action Plan does not provide adequate guidance for inter-ministerial coordination and stakeholder collaboration which are two essential prerequisites for its effective implementation. Thus, a lack of synchronization among the line ministries creates duplication of adaptation efforts, particularly in cross-cutting issues such as water management. Additionally, it is only stated that stakeholders such as civil society, professionals, research institutions, or the private sector will participate "as appropriate" which is an obscure statement for collaboration (MoEF, 2009b). Moreover, though community-based adaptation is mentioned in the action plan, a truly systematic approach to community-based adaptation is not yet part of BCCSAP. Furthermore, gender sensitivity is not adequately captured in the strategy. It does not address slow-onset events like sea-level rise as an impending climate hazard for Bangladesh. A structured approach to monitoring and evaluation of climate change related activities was missing too. Our stakeholder consultation also reveals that there is a limited capacity to plan and implement climate adaptation projects and monitor their implementation and the results achieved both at national and local governmental levels. These gaps are likely to be addressed in the updated version of the BCCSAP. They should also inform the NAP formulation process by way of lessons learned.

2.1.3 Climate Change and Gender Action Plan (ccGAP)

The Climate Change and Gender Action Plan (ccGAP) was adopted by the Government of Bangladesh in 2013 to mainstream gender issues into climate change-related policies, strategies, and interventions. The ccGAP was prepared by the Ministry of Environment and Forests, with financial support from the Government of Finland and technical support from the International Union for Conservation of Nature (IUCN). It was developed in alignment with BCCSAP, which integrated gender

considerations into four of the six pillars of BCCSAP: (a) food security, social protection and health, (b) comprehensive disaster management, (c) infrastructure, and (d) mitigation and low carbon development. The remaining two pillars became cross-cutting topics. The ccGAP emphasizes the integration of climate change-related gender concerns into relevant policies and national documents to ensure women's access to resources and capacity development and increase women's participation in decision-making processes.

It was indicated that the ccGAP would be implemented within a timeframe of five years (2013 to 2018/2019) and reviewed afterward. To initiate the review process, a study titled "A rapid appraisal of Climate Change Gender Action Plan (ccGAP): progress review and stocktaking in Bangladesh" was conducted by International Center for Climate Change and Development (ICCCAD) in 2019 (International Center for Climate Change and Development [ICCCAD], 2019). The study presents a mixed picture of ccGAP and points out several weaknesses. The ccGAP lacked comprehensiveness in conceptualizing "gender" as "women", not considering non-binary gender groups, person with disability, or ethnic minorities. As for our future generation, "Children" also appear in the ccGAP only marginally in the context of improved social security and protection during disasters and emergencies. Furthermore, ccGAP did not include any financial mechanism for its implementation. At present, there are not enough gender-focused climate projects that are funded by the BCCTF. A structure approach for reporting and monitoring of gender-responsive climate change projects was also missing. The ccGAP was designed in a more theoretical rather than operational way. For instance, it did not include a realistic activity plan. Community-based approach was not part of the ccGAP. Additionally, the timeline/milestone was not set against each action step in the Action Plan.

Moreover, there was a gap in inter-ministerial coordination to guide its implementation: neither was it circulated nor communicated well among implementing agencies. Ministries that were assigned to implement the ccGAP such as the Ministry of Women and Children Affairs (MoWCA) or the Department of Agriculture Extension (DAE) were not sufficiently aware of the ccGAP (ibid). Given these important gaps, it must be no wonder that civil society and the private sector also did not take ccGAP that earnestly. The Gender Action Plan became a stand-alone document, not being politically embedded or aligned, and not being considered in the project or program design, planning or implementation, as reported by the Ministry of Environment, Forest and Climate Change (MoEFCC), the Ministry of Disaster Management and Relief (MoDMR), and others (ibid). Finally, there is still a capacity gap regarding the alignment of climate change-related interventions with ccGAP and/or gender. Therefore, the ccGAP was neither accepted nor followed by the respective authorities.

Taking these lessons seriously, and making efforts to overcome these gaps, the above mentioned issues should be at the center of considerations in both the revision of the ccGAP and the NAP formulation. Ensuring gender sensitivity and responsiveness in adaptation planning and implementation is a decisive factor in overcoming the still prevailing gender gaps in climate resilience building, but failing to do that may lead to a disproportionally higher climate vulnerability of women and girls than males.

2.1.4 Nationally Determined Contribution (NDC)

2015 was a historic year when 196 parties around the world came together under the Paris Agreement and committed to transforming their development pathways aimed at limiting global warming to well below 2 degrees centigrade, preferably 1.5 degrees centigrade above pre-industrial levels. Nationally Determined Contributions (NDCs) are at the core of the Paris Agreement to achieve this goal, committing all nations to reduce greenhouse gas emissions step-wise, ratcheting up the level of ambitions periodically, and achieving climate neutrality mid of the century.

In with its Nationally Determined Contributions (NDC) prepared in 2015, Bangladesh pledged to unconditionally reduce its greenhouse gas emissions by 5 percent and conditionally by 15 percent given international support by 2030, compared to a business-as-usual emission pathway in the power, transport, and industry sectors (MoEF, 2015). Being a climate-vulnerable country, the adaptation component is another key priority in Bangladesh's NDC, as is the case in many other countries. With its NDC, Bangladesh aims "to protect the population, enhance their adaptive capacity and livelihood options, and to protect the overall development of the country in its stride for economic progress and wellbeing of the people" (ibid, p.10). The adaptation part of NDC identified 10 areas for intervention and 14 priority actions to address climate change impacts, based on the six thematic pillars of BCCSAP. Elaborating on past and ongoing adaptation activities and addressing the challenges, it is highlighted in the NDC that a National Adaptation Plan will mainstream climate change adaptation into existing and new policies, programs and activities (ibid, p.12).

Including adaptations in it, the NDC has further upgraded the relevance of climate adaptation for the national policy agenda. The adaptation goal set in the NDC is coherent with the national development goal. The adaptation activities in the NDC were set in a way to mobilize mitigation co-benefits and to reduce the carbon footprint of adaptation measures. However, these adaptation actions still do not reflect the country's comprehensive adaptation needs, priorities, and actions. Although the NDC is recognized as an important tool for advancing gender equality along with achieving climate targets, the inclusion of gender is not adequately captured in Bangladesh's NDC. While the existing policies and plans laid the foundation for the NDC, neither ccGAP nor any other gender-responsive approach served as reference points either for mitigation or for adaptation. Now, as the NAP process has been initiated, linking the NDC with the NAP process is of utmost importance to maximize the benefits of climate actions for vulnerable people in an efficient way as soon as possible.

2.2. An Overview Of National Development Plans

2.2.1. Eighth Five Year Plan (2020-25) (8th FYP)

The Government of Bangladesh has launched Eighth Five Year Plan (8th FYP) plan for 2020-2025. The plan titled "Promoting Prosperity and Fostering Inclusiveness" focuses on pro-poor and inclusive growth strategy. The implementation of the first phase of Perspective Plan 2041 starts with the 8th FYP which will lead Bangladesh to achieve the goals of attaining the Upper-Middle Income Country (UMIC) status and eliminating extreme poverty by 2031 along with attaining the High Income Country (HIC) status by 2041 (MoP, 2020). Against the backdrop of these factors, the 8th FYP centers on six core themes: (i) rapid recovery from the COVID-19 pandemic; (ii) GDP

growth acceleration, employment generation and rapid poverty reduction; (iii) a broad-based strategy of inclusiveness; (iv) a sustainable development pathway that is resilient to disasters and climate change; (v) improvement of critical institutions necessary to lead the economy to the UMIC status by 2031; and (vi) attaining SDGs targets
and mitigating the impact of its LDC graduation (ibid). To counter climate change, the outlined activities of the 8th FYP put emphasis on the following factors: mobilizing funds for climate actions and its governance; formulation and advancement of the NAP process; technology transfer on adaptation and mitigation; conserving forest and biodiversity; capacity development of local government; increasing partnership with the NGOs and civil society actors; enhancing women's capacity through investment in education, capacity building training, technology transfer and environmental projects focusing on women; designing cities with adequate housing and job opportunities to facilitate climate change-induced migrant integration into the cities; addressing the needs of the most vulnerable population across climate actions following the principles of Leave No One Behind (LNOB); managing water pollution, noise pollution and solid waste (ibid). To foster the green growth, a number of environmental fiscal reform initiatives such as increasing resources, introducing pollution tax, among others were undertaken along with some administrative reforms which makes this plan more aspiring toward the goal of sustainable development. The plan underlined the Delta Plan as the umbrella plan that will coordinate NAP, BCCSAP, INDC and such other relevant policies following the governance structure as outlined in the Delta Plan. Here greater attention is given to resourcing the MoEFCC and Local Government to improve the effectiveness of adaptation measures through localized solutions in a participatory manner. Now what matters a lot, is the effective implementation of the plan. As the plan strives for inclusive green growth, adequate financing, effective measures, and inclusive execution of the plan are the earnest expectation of the nation.

2.2.2. Bangladesh Delta Plan 2100 (BDP2100)

Bangladesh has recently added a long-term plan to its planning panorama entitled Bangladesh Delta Plan 2100 (BDP 2100) in 2018 with a long-term vision of a "safe, climate-resilient and prosperous delta by 2100". Upholding its planning mission, the Delta Plan seeks to "ensure long-term water and food security, economic growth and environmental sustainability while effectively reducing vulnerability to natural disasters and building resilience to climate change and other delta challenges through robust, adaptive and integrated strategies, and equitable water governance" (MoP, 2018). Thus, the Delta Plan is essentially an adaptive techno-economic plan involving the interaction of water, land use, ecosystem, and climate change with development outcomes. The Delta Plan is strongly focused on climate change issues as the deltaic country faces manifold adverse effects of climate change. It outlines policies for six proposed hotspots (Box 2), based on the analysis of eight hydrological regions identified in the National Water Management Plan 2004, their hydrological characteristics and climate risks, and other cross-cutting areas of flood risk

Box 2: Six Hotspots Identified in BDP 2100:

a) Coastal zone
b) Barind and drought-prone areas
c) Haor and flash flood areas
d) Chittagong hill tracts
e) River systems and estuaries
f) Urban areas

management and freshwater conservation (Climate and Development Knowledge Network [CDKN], 2020). A set of strategies and sub-strategies have been sketched for the national level, each of the hotspot areas, and other cross-cutting issues. The Delta Plan proposes a total of 80 projects including 65 physical projects and 15 institutional and knowledge development projects for the first phase by 2030. According to the Investment Plan, the Delta Plan requires total spending of about 2.5 percent of GDP per annum. Investments in an order of 2 percent of GDP would be mobilized from the public sector and 0.5 percent of GDP from the private sector. Its total capital investment cost is estimated at BDT 2,978 billion (USD 37 billion), which is 12 percent of the current GDP. The government presently spends about 0.86 percent of GDP on plan-related projects, whereas investment needs are estimated at around 2 percent of GDP (Alam, 2019). Meeting the financial challenges better is a basic prerequisite for the implementation of the Delta Plan. Apart from mobilizing finance, the alignment with other development programs and projects, coordination among line ministries, and effective monitoring and evaluation are other important prerequisites for its success.

The Delta Plan is an integrated and holistic plan aligned with national development goals and sectoral plans, particularly those that are affected by climate change. This is a 100-year long plan with area-specific strategies. All of them are designed to contribute to achieving the overarching goal of becoming a climate-resilient and prosperous delta. The Delta Plan is designed to be flexible enough to allow for amendment and updates, as new and additional knowledge will constantly emerge over time. Along these lines, the Delta Plan is a beneficial reference document for guiding in the NAP formulation. On the other hand, NAP could become a tool to acquire additional funding that can contribute to implementing the plan successfully. Thus, the Delta Plan and the NAP could mutually reinforce each other.

Photo: CCDB Field Office, Shyamnager

3. CONCLUSION AND RECOMMENDATIONS

Key recommendations at a glance

- Alignment of National Adaptation plan (NAP) with existing climate change - related policies and national development goals.
- Adaptation actions must remain bottom-up, putting community at the core.
- Formulation of gender-responsive NAP is essential to ensure equal benefits for all.
- The successful implementation of NAP requires huge capacity building at all levels.
- Institutional coordination must be increased for the effective implementation of NAP.
- A shift in monitoring and evaluation mechanism is highly important to contribute to make a positive difference in adaptation measures.

Bangladesh has been struggling with natural calamities for decades. In combination with the effects of anthropogenic climate change, the deltaic geography makes the country extraordinarily disaster-prone and climate-vulnerable. In addition, other socio-economic characteristics limit the adaptive capacity of the country. Given this adverse setting, Bangladesh has developed a set of plans, strategies, and programs to enhance our climate resilience. This report discusses NAPA, BCCSAP, ccGAP, NDC, 8th FYP, and the BDP2100 from which some important lessons can be drawn for the formulation of the NAP. The forthcoming NAP is expected to facilitate effective adaptation planning in the short-, medium- and long- term. It should guide national climate resilience building, being well aligned with sustainable development planning, programming, and action. To fulfill these expectations, coherence and synergies between climate and development policies are required and the upcoming NAP must play its expected role in the process of linking between these two sets of documents and their implementation. The following pieces of recommendations are put forward to contribute to achieving these synergies and alignment:

i. Alignment of NAP with existing climate change-related policies and national development goals:

The NAP process has been designed aiming to help a country integrate climate change adaptation into national planning and produce a national adaptation plan in an ongoing basis (UNFCCC, 2012b). Bangladesh has already been working on climate change adaptation for a long time and formulated some noteworthy policies, programs, and guidelines on climate change, especially the NAPA, BCCSAP, NDC, ccGAP, among others. Accordingly, the country has already started to integrate climate change perspectives into national development planning such as five-year plans and the Delta Plan. Therefore, all these policies, programs, plans, and guidelines, and the related lessons learned that have been discussed in this report will serve as a basis for the NAP formulation. As a result of changes in planning practices, it is obvious that the NAP will be formulated in alignment with them. The following suggestions can be useful to develop the NAP in smooth

alignment with relevant policies, plans, and other relevant documents.

- Assess needs, define challenges, set goals, priorities, strategies and actions for the NAP within the wider parameters of the country's existing relevant policies, plans, and actions.
- Assign the institutional responsibility for coordinating the NAP process to the same ministry responsible for coordinating climate policies.
- Undertake a broad-based stocktaking and multi-stakeholder consultation, including policymakers, line ministries and other relevant state- and non-state actors.
- Engage the group of experts who were involved in the initial policy design for the NAP process in the next round of NAP formulation and implementation.

ii. Community-based adaptation (CBA):

CBA is ideally designed as a community-led or community-driven process to empower vulnerable communities to get prepared for and respond to climate stress. This happens through a partnership between communities and institutions where local knowledge, skills and networks, and local technologies, culture, norms, and people's aspirations serve as a basis for adaptation planning. External organizations and institutions contribute to CBA by facilitating access to relevant scientific knowledge, innovative ideas, external networks and, if required, financial support. Non-governmental organizations (NGOs) have been practicing CBA for a long time in the country. The same is true for some local, regional and national governmental institutions. Despite many challenges to successfully implementing this process, CBA has gained growing popularity in the adaptation discourse due to its inclusive nature. Thus, incorporating CBA, including scaling up and mainstreaming successful approaches, is an excellent opportunity in the design phase of a NAP and should be well captured in its formulation. Therefore, the following suggestions can be useful to incorporate the CBA process in formulating the NAP.

- Place CBA at the core of Bangladesh's National Adaptation Plan (NAP).
- Adopt a CBA framework that follows a bottom-up approach to developing the NAP. Community ownership is a prerequisite for successful adaptation efforts.
- At the same time, a common CBA framework needs to be developed to provide guidance and orientation, considering that so many different CBA approaches have been developed and practiced by very different organizations across the globe. In designing a common framework, lessons learned from running CBA projects across the country and beyond should be assessed. One successful example that can serve as an essential reference point is the CBA framework developed by CCDB, based on its ten years of experience in practicing CBA among the vulnerable communities in the coastal belt of Bangladesh (Box 3).

Box 3: CCDB Community Climate Resilience Building Framework: A Role Model for Community-based Adaptation

Figure 3: CCDB Community Climate Resilience Building Framework

Creating climate-smart and resilient communities toward the adverse impacts of anthropogenic climate change is the ultimate goal of CCDB's Climate Change Program. Based on their long experience, CCDB realized the need to develop a holistic framework that provides proper guidance on community-based resilience building. CCDB developed a framework titled the CCDB "Community Climate Resilience Building Framework" based on their field experience, voices of vulnerable people, local knowledge, and culture (Figure 3).

The framework consists of four inter-related components, each of them with three sub-sections and specific objectives.

Resilience Governance is placed at the center of the framework, which Figure 3: CCDB Community Climate Resilience Building Framework conveys and ensures participatory governance. As a hub of the resilience-building framework, resilience governance has got critical influence over the four interrelated components of the framework which includes "Understanding Resilience" being the initial concern of community resilience building, closely connected to “Enhancing Resilience”, followed by “Building Resilience” and concluded by “Sustainable Resilience”.

Building up community resilience in the context of climate change requires a strong governance system. Resilience governance is at the core of this framework, portraying people's representation at all levels. Its

primary role is to create an enabling environment from local people to local government, ensuring local participation, transparency, accountability and leadership in all climate resilience-building efforts.

Understanding resilience is the first step of this framework. It is observed that vulnerable communities often hold back undertaking responsive measures to become resilient due to a lack of understanding of climate change and its consequences. This step encompasses knowledge enhancement, access to education and information, and community-based climate risk assessments.

Enhancing resilience is a consecutive step that usually gets started with participatory community-based adaptation planning. The people themselves plan adaptation measures based on the findings of the risk assessment. This process ensures local ownership. The implementation agency will facilitate the planning process by ensuring the participation of all stakeholders. All types of physical measures regarding climate change adaptation, mitigation, and disaster risk reduction are considered in this step. Capacity development of the community, individual households, and the field staff of the implementing agency are vital elements for success, particularly if new adaptation technologies and risk mitigation measures are being introduced (which is the case, as usual).

Building Resilience, the third component of the framework, comprises access to finance, livelihood diversification, and sustainable natural resource management. In this phase, people will be motivated to diversify sustainable livelihoods, undertake fundraising activities, and further build up their resilience. Getting linked with the local government for enhancing risk reduction activities is another fundamental pillar. Well-functioning local governments that engage in climate risk reduction and allocate emergency funds can significantly reduce the risk of communities in case of a disaster.

Regarding the last phase of the CBA approach developed by CCDB, **sustaining resilience** includes climate actions in local government and advocacy to initiate a sustainable recovery system through risk-sharing and transfer mechanisms. Sustainability is achieved by strengthening the community's self-organization, advocacy, and collaboration with public and private service providers, establishing crop insurance and addressing loss and damage issues, and ensuring local consensus.

This framework has been developed by CCDB, incorporating the best practices and learning gained from different climate change-related projects implemented in different parts of Bangladesh and through the consensus of local people and experts. The uniqueness of this framework is that local community people are the main contributor to this framework. CCDB has formed five Community Climate Resilience Centers (CCRCs) at the village level in Shyamnagar, Patharghata, and Morrelgonj Upazilas in the districts of Satkhira, Barguna, and Bagherhat respectively and facilitated to bring local people into action where CCRCs are playing the leading role to apply the framework to make them climate-resilient. The entire framework emphasizes local needs and subsequent solutions for the life and livelihoods of climate-vulnerable people, which will be sustained by people's efforts through CCRCs.

iii. Gender-responsive NAP formulation:

Gender equality is a universal human right. Nevertheless, there is a long way to go to achieve gender equality. The NAP provides an opportunity to enhance gender equality. As has already been highlighted, gender responsiveness in climate action is not yet adequately reflected in the policy formulation. Just mentioning women as project beneficiaries, as it happens in some cases, is not enough if the concerns of their specific needs and capacities are not addressed. For example, after an extreme event, women struggle with their increased workload, i.e. taking care of affected persons, providing water and food, and ensuring hygiene and other essential household services while males are out for work or searching for new livelihoods. Thus, females have limited opportunities to engage in their income-generating activities and to sustain them. This situation leads to an income gap that makes women more vulnerable, particularly if a disaster strikes. A gender-responsive NAP should address these exceptional circumstances adequately. The gender gap may even grow if the funds allocated under the NAP do not ensure equal benefits. Thus, first of all, the NAP must be formulated in a gender-responsive way. We need to address these common but differentiated needs and capacities to ensure equal access, opportunity, rights, and responsibilities. The following suggestions will guide the formulation of a gender-responsive NAP within the context of climate change fallout:

- Make the NAP inclusive in its gender definition, recognizing intersectionality and the differences among women, men, and people of non-binary genders. It should not only affirm gender sensitivity but concretely address different needs, capacities, and vulnerabilities. Gender responsiveness should be combined with a pro-vulnerable approach, extending sensitivity to the unique needs, capacities, and rights of children, differently abled people, and marginalized or minority communities who are supposed to be vulnerable to climate change impacts and less likely to benefit from adaptation actions.
- Ensure effective participation and adequate gender balance in the NAP formulation process.
- Ensure that all staff members, including consultants engaged in the NAP formulation process, apply and mainstream gender-responsive approaches. In addition, include gender experts in the NAP process.
- Conduct a nationwide robust gender analysis to inform the process of gender-responsive NAP formulation.
- Identify and establish an adequate financial flow to implement gender-responsive climate actions.
- Use the “Toolkit for a Gender-Responsive Process to Formulate and Implement National Adaptation Plans (NAPs)” (NAP Global Network & UNFCCC, 2019) which is a supplement to the UNFCCC Technical Guideline for the NAP process.

iv. Capacity building:

Capacity building plays a vital role in achieving synergies between climate policies and development planning that result in co-benefits. Capacity building refers not only to knowledge and skills but also to understanding, awareness,

relationships, attitude, values, beliefs, and many others. It is essential to facilitate implementation and increase efficiency. Throughout the policy analysis, it is evident that integrating climate action into development interventions is an ongoing challenge. Many people are not well aware of policies that reduce their chance to contribute to policy implementation from their respective areas. Through capacity development, synergies can be significantly improved, resulting in longer-term benefits. The proposed areas of capacity building for successful NAP formulation and implementation are mentioned below:

- Undertake a rigorous capacity-building program on the integration of climate change adaptation in planning, budgeting, implementation, monitoring, and evaluation at the national level is of utmost importance.
- Focus the capacity-building program on sectors highly susceptible to climate change impacts such as agriculture, water, and livestock, among others. Therefore, the NAP should focus on sector-specific capacity building.
- Make sure that the capacity-building program addresses different climate change issues for different institutions ranging from the national administrative level to community-based organizations at the local level.
- Ensure that capacity building program is based on gender responsiveness which is essential to integrate gender concerns into climate actions that will significantly contribute to closing a variety of gender gaps.
- Assign priority to the enhancement of community skills, particularly on climate change adaptation in the capacity building agenda.
- Place importance to the inclusion of climate change in the general education curriculum, which should not only be confined to climate change impacts but also include practical orientation to climate change solutions. This will largely contribute toward building resilience.
- Disseminate widely the NAP document, among different audiences such as policy makers, civil servants, researchers, development professionals, students, and wide citizenship after the conclusion of its formulation process.

v. Institutional coordination:

Analysis shows us that institutional coordination is always a crucial challenge to the effective implementation of any plan. As the NAP will become a comprehensive national adaptation plan, it is evident that a large number of stakeholders will be engaged for its implementation. Therefore, systematic institutional coordination is an essential factor in the process of its formulation. In this regard, the following suggestions may be useful to guide the process:

- Ensure that the NAP formulation process includes an institutional coordination framework comprising all relevant ministries, departments, and other stakeholders.
- Involvement of relevant stakeholders such as NGO, civil society in the NAP process is essential. This will facilitate effective implementation of the national adaptation plan by creating a common ownership of relevant stakeholders.

vi. Monitoring and evaluation:

Monitoring and evaluation are essential to ensure smart decision making, good management, and measurement of the effectiveness of the intervention, among others. Monitoring and evaluation will also reduce the redundancy of measures. Thus, the following suggestions are proposed:

- Develop the capacity and set up the processes to monitor and evaluate adaptation projects.
- Design a holistic monitoring and evaluation framework as a part of the NAP to evaluate the impact of adaptation actions on the people's resilience and their livelihoods.
- Ensure that the scope of monitoring is extended to the measurement of co-benefits and synergies between the implementation of the NAP, development plans and other relevant policies.

The National Adaptation Plan is expected to bring a paradigm shift in the country's adaptation efforts through reforming the policy regime. Hence, the NAP should reflect the country's real needs, capacities and realistic plan in coherence with existing and projected climate change challenges.

Photo: CCDB, Patharghata

References

Alam, S. (2019). Implementation of Delta Plan: An analysis based on ADP 2019-2020. The Financial Express. https://thefinancialexpress.com.bd/public/index.php/views/implementation-of-delta-plan-an-analysis-based-on- adp-2019-20-1572620474

Auffhammer, M. (2020).The economic Impacts of Climate Change:Implications for Asian Economies. In B. Huang and E. Yu (Eds.) Ways to Achieve Green Asia (p. 43). Asian Development Bank Institute.

Climate and Development Knowledge Network [CDKN]. (2020, February 25). Bangladesh Delta Plan 2100 Offers Major Opportunity for Climate Compatible Development. Retrieved June 22, 2021 from https://cdkn.org/2020/02/feature-bangladeshs-delta-plan-offers-major-opportunity-for-climate-compatible-development/?loclang=en_gb

Global Climate Risk Index. (2021). Who Suffers Most from Extreme Weather Events? Weather-Related Loss Events in 2019 and 2000-2019. Eckstein, D., Künzel, V., & Schäfer, L. (authors). Germanwatch e.V. https://germanwatch.org/sites/default/files/Global%20Climate%20Risk%20Index%202021_1.pdf

Huq, S., Khan. M., & Joshi, M. (2020). Planning and Implementation of Adaptation in Bangladesh: Past, Present and Future. International Center for Climate Change and Development. http://www.icccad.net/publications/infographic/planning-and-implementation-of-adaptation-in-bangladesh-past-present-and-future-description/

International Center for Climate Change and Development.(2019). A Rapid Appraisal of Climate Change Gender Action Plan (ccGAP): Progress review and stocktaking in Bangladesh. Dhaka.

Khan, S.M.M.H., Huq, S., & Shamsuddoha, M. (n.d.). The Bangladesh National Climate Funds: A brief history and description of the Bangladesh Climate Change Trust Fund and the Bangladesh Climate Change Resilience Fund. International Institute for Environment and Development. https://www.ldc-climate.org/wp-content/uploads/2018/02/LDC-paper-series-18.pdf

Ministry of Environment and Forests. (2005). National Adaptation Program of Action (NAPA), Final Report. Dhaka: GoB.

Ministry of Environment and Forests. (2009a). National Adaptation Program of Action (NAPA):Updated Version of 2005. Dhaka: GoB.

Ministry of Environment and Forests. (2009b). Bangladesh Climate Change Strategy and Action Plan (BCCSAP). Dhaka: GoB.

Ministry of Environment and Forests. (2013).Climate Change and Gender Action plan(ccGAP). Dhaka: GoB.

Ministry of Environment and Forests. (2015). Intended Nationally Determined Contributions (INDC). Dhaka: GoB.

Ministry of Finance. (2020, June). Climate Finance for Sustainable Development: Budget Report 2020-2021. Finance Division. Dhaka: GoB.

Ministry of Planning. (2018). Bangladesh Delta Plan 2100: Bangladesh in the 21st Century, Volume 1: Startegy. General Economics Division, Bangladesh Planning Commission. Dhaka: GoB.

Ministry of Planning. (2020). 8th Five Year Plan (July 2020-June 2025): Promoting Prosperisty and Fostering Inclusiveness. General Economics Division, Bangladesh Planning Commission. Dhaka: GoB.

NAP Global Network & UNFCCC. (2019). Toolkit for a gender-responsive process to formulate and implement National Adaptation Plans (NAPs). Dazé, A., and Church, C. (lead authors). Winnipeg: International Institute for Sustainable Development. Retrieved from www.napglobalnetwork.org

Rabbani, G. Md., & Bijoy, M.R.(2012). Implementation of BCCSAP: An overview on status, gaps and opportunities. Network on Climate Change, Bangladesh (NCC,B), Dhaka.

United Nations Development Program. (n.d.). GCF National Adaptation Plan Project in Bangladesh. Retrieved June 20, 2021 from https://www.adaptation-undp.org/projects/NAP-Bangladesh-GCF

UNFCCC. (2012a). Report of the Conference of the Parties on its seventeenth session, held in Durban from 28 November to 11 December 2011 (Report No. UNFCCC/CP/2011/9/Add.1). https://unfccc.int/resource/docs/2011/cop17/eng/09a01.pdf

UNFCCC. (2012b). National Adaptation Plans: Technical guidelines for the national adaptation plan process. Least Developed Countries Expert Group. Bonn: UNFCCC secretariat. Bonn, Germany.

UNFCCC. (n.d.-a). National Adaptation Programmes of Action. Retrieved June 18, 2021 from https://unfccc.int/topics/resilience/workstreams/national-adaptation-programmes-of-action/introduction

UNFCCC. (n.d.-b). Status of NAPA implementation under LDCF. Retrieved June 22, 2021 from https://unfccc.int/topics/resilience/workstreams/national-adaptation-programmes-of-action/ldc-napa-projects

Photo: M. Hasan

Christian Commission for Development in Bangladesh (CCDB)
88 Senpara Parbatta, Mirpur-10, Dhaka-1216
Phone: 9020170-3 Fax: 880-2-9020227

978-984-35-0862-1