



INFORMATION

Country Case Study: Bangladesh Project

On Mainstreaming Climate Change into Urban-Related Policies



// Image 1. "View of Dhaka, Bangladesh © www.remotelands.com

Bangladesh currently has a population of approximately 163 million people, which is projected to rise to 202 million by 2050¹. At present, around 35 per cent live in urban areas, growing at an annual rate of approximately 24 per cent². Most of Bangladesh's GDP is currently generated through the agriculture, forestry, and fishing sectors, while up to 75 per cent of total export earnings come from the manufacturing sector. However, poverty in the country is still pervasive, and major challenges include insufficient and unreliable infrastructure systems, access to capital, and inadequate land tenure systems.

Bangladesh, given its unique geographic, socio-economic, and physical characteristics, is extremely vulnerable to the impacts of climate change such as sea level rise, and hydro meteorological disasters such as cyclones, tornadoes, floods, river erosion, mud slides, and drought. The country consists mostly of flat, low-lying land and accommodates the second largest river basin in the world, and only around ten per cent of the country lies over 10 m. above mean sea level. Bangladesh's climate is mainly influenced by its monsoon season, which is particularly characterised by heavy rain fall, which often floods up to 70 per cent of the

// ¹ ESCAP Population Data Sheet, 2016. Online at <http://www.unescap.org/sites/default/files/SPPS%20PS%20data%20sheet%202016%20v15-2.pdf>

² The World Bank, 2017. Online at <https://data.worldbank.org/indicator/SP.URB.TOTL.IN.ZS>

entire country due to its primarily low-lying topography. Sea level is projected to rise up to 90 cm. by 2100, which will pose additional significant challenges for the country.

Bangladesh has well-developed policies on climate change. It has ratified the Paris Agreement and its Nationally Determined Contribution highlights 'enhanced urban resilience' among one of 10 key areas to address the adverse impacts of climate change. Among the adaptation priorities, inherently urban issues are highlighted, such as climate resilient housing and improved drainage systems to address urban flooding. Bangladesh also has the Bangladesh Climate Change Strategy and Action Plan from 2009, as well as a Second National Communication to the UNFCCC. Other policies that relate to climate change adaptation and mitigation include The Bangladesh Delta Plan 2100 (<http://www.bangladeshdeltaplan2100.org/>) and The National Plan for Disaster Management 2010-2015.

Urban-related policy is less developed in Bangladesh. At present, the National Urban Sector Policy and the National Housing Policy, from 2014 and 2008 respectively, remain in draft stage. Some general development policies, such as the Perspective Plan for Bangladesh 2010-2021, the Sixth and Seventh Five-Year Plans also offer some policy guidance on urban-related issues, but Bangladesh lacks an overarching urban policy framework or strategic planning framework.

What has been done so far?

The two main policies related to climate change are the National Adaptation Program of Action (NAPA) and the Bangladesh Climate Change Strategy and Action Plan (BCCSAP) from 2009. However, these have recently been complemented by the Bangladesh Nationally Determined Contribution (NDC) to the Paris Climate Change Agreement. NAPA contains a number of projects and programmes that are relevant to urban development, including:

- i) Enhancing resilience of urban infrastructure and

industries to impacts of climate change including floods and cyclones,

- ii) Formulation of land zoning for climate change adaptation in Bangladesh;

- iii) Research towards land management;

- iv) Identification of local hotspots for more targeted intervention;

- v) Particular specification in the National Building Code for the building industry and infrastructure in potentially vulnerable areas, and;

- vi) Strengthen capacities for risk assessment for flood, cyclone, drought, river bank erosion, pest attacks, earthquake, and epidemics, including assessments of climate change risks.

In response to the impending threats of disasters caused by climate change, the government developed the BCCSAP 2008, which was revised in 2009. The plan aimed at a pro-poor climate change strategy to achieve the government's vision of eradicating poverty and achieving economic and social well-being of the people. In this regard, 44 programmes were prepared under the following six pillars;

- i) Food Security, Social Protection and Health,

- ii) Comprehensive Disaster Management,

- iii) Infrastructures,

- iv) Research and Knowledge Management,

- v) Mitigation and Low Carbon Development, and

- vi) Capacity Building and Institutional Strengthening.

A number of programmes and sub-programmes highlighted in the BCCSAP 2009 are linked to urban planning and development. The table below shows urban related programmes and sub-programmes in the BCCSAP 2009.

This table does not show the numerous programmes and sub-programmes that inherently relate to urban areas, but with no specific urban focus, such as those relating to energy use or transportation. However, while capacity building is highlighted in Theme 4: Research and Knowledge Management, different ministries are assigned responsibilities, hence, mainstreaming, particularly at local level, is still limited.

Theme	Programme/Sub-Programme
Theme 3: Infrastructure	P.1 Repair and maintenance of existing flood embankments
	P.4 Improvement of urban drainage
	P.5 Adaptation against floods
Theme 4: Research and Knowledge Management	P.6 Monitoring internal and external migration
Theme 5: Mitigation and Low-carbon Development	P.6 Management of urban waste
	P.9 Energy and water efficiency in the built environment

Table 1. Areas of the BCCSAP with an urban focus

Nationally Determined Contribution

Bangladesh's Nationally Determined Contribution (NDC) emphasizes the adaptation and mitigation measures highlighted in the BCCSAP but also introduces new priorities. In particular, in adaptation, the NDC introduces 10 key areas to address adverse impacts of climate change, one of which is 'Enhanced urban resilience'. In addition, the NDC highlights adaptation priorities for Bangladesh, including 'Improvement of urban resilience through improvement of drainage system to address urban flooding'.



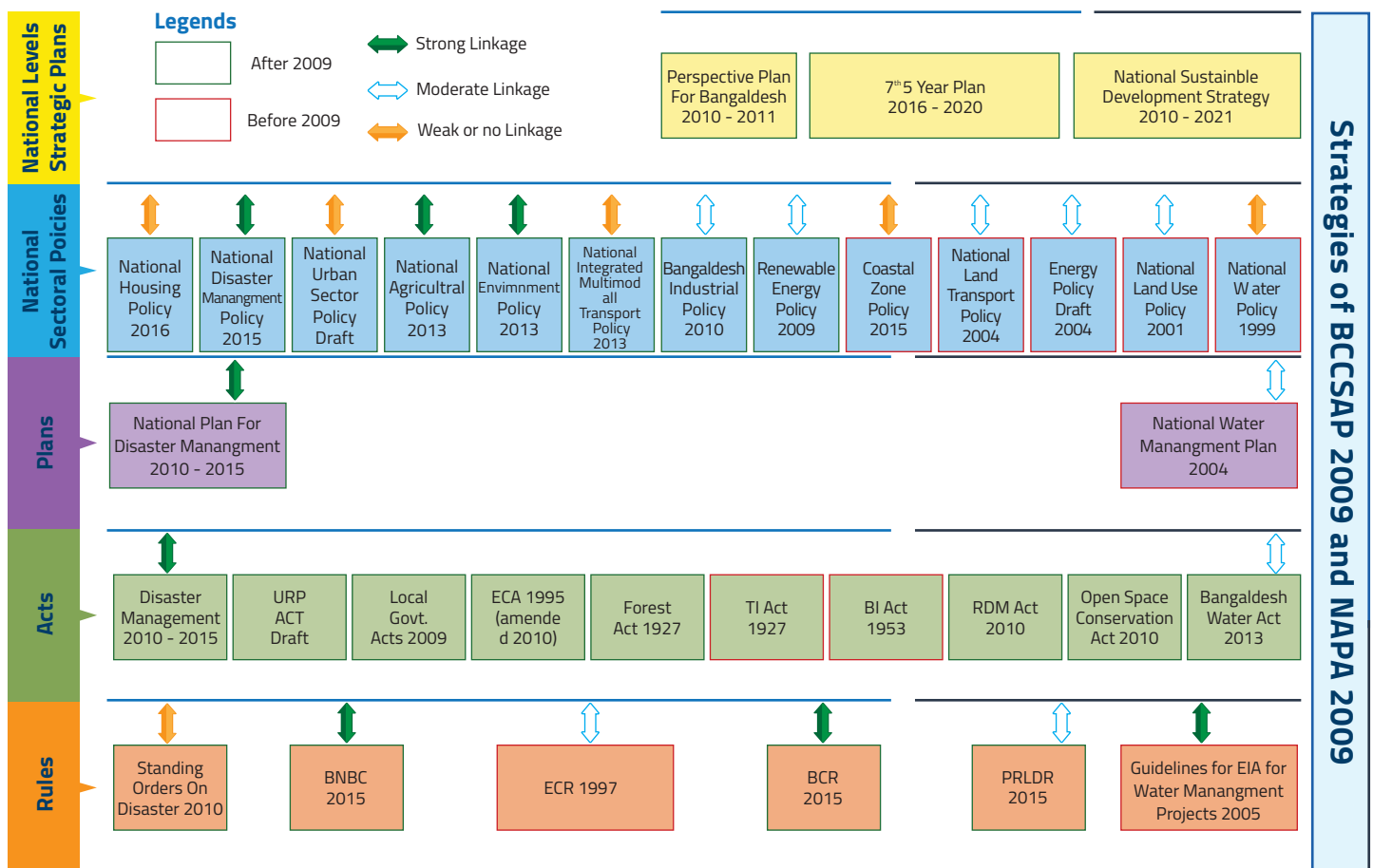
In addition, the NDC also highlights several mitigation measures that go further than those prioritized in the BCCSAP. These measures include inherently urban actions, including greater energy efficiency and replacement of polluting cookstoves at the household level, and actions to improve rainwater harvesting and energy efficiency in commercial buildings.

Mainstreaming

The aforementioned climate change policies show that there has been some progress in mainstreaming **urban** issues into national climate change policy. When reviewing the situation of mainstreaming **climate change** into national urban policy, however, the picture gets more complicated.

To that end, the Bangladesh component of the project has conducted an in-depth analysis of the current urban policy

landscape, and has found that, with over 30 urban-related policy documents, but no comprehensive over-arching framework, the situation is complex. Some urban-related policies, such as the National Housing Policy, show high levels of alignment with the BCCSAP. However, some others, especially older policies that are still in place, show no alignment. Figure 1 below shows the linkages between the various urban-related policies and the BCCSAP.



// Figure 1. Linkages between the BCCSAP and national urban-related policies



// Image 2. Urban Development Directorate (UDD) Workshop @Bangladesh University of Engineering and Technology (BUET)

Impacts of the project

The Department of Urban and Regional Planning (URP) under with the Bangladesh University of Engineering and Technology (BUET) is implementing the Bangladesh component of the project. The Bangladesh component of the project specifically focuses on the following issues;

- i)** assessing national urban related policies;
- ii)** supporting policy and legislative reviews;
- iii)** exploring local urban linkages; and
- iv)** developing regional guidelines. The project started in 2015 with a national workshop on “Mainstreaming Climate Change in Urban Policies”, led by Urban Development Directorate (UDD).

The project has achieved several outputs since it began implementation. Firstly, the project completed a comprehensive policy and legislation review to build understanding of the complex policy environment in Bangladesh. This report was completed and formed the basis of several knowledge products produced (One example is the source of the graphic presented in Figure1.)

The project also conducted a review of development partners and NGO activities on urban development and

climate change. This work invited 38 organizations to share their work. Such work is important in Bangladesh because the development partner, NGO and civil society landscape is also a complex one. Many such actors are working with different government departments (as well as government at the sub-national level) on climate change and urban related projects and as such their engagement (and understanding ‘who-does-what’) is also critically important.

Meanwhile, the project also conducted a rapid analysis of government capacity at the national and local levels in order to identify capacity building priorities, in both the short and longer terms, to ensure effective mainstreaming. Finally, and following on from this, the project has developed a local-level mainstreaming guide to assist local governments with mainstreaming climate change into their planning. The guide was developed, tested and finalized in conjunction with two cities; Mymensingh and Barisal, and is designed to be rolled out nationwide to build the capacity of sub-national government to mainstream climate change at the subnational level. These tools are important in ensuring that the project can achieve sustainable results beyond the period of its implementation.

Lessons learned from the project

In general, all urban-related policies that were formulated before 2009 need to be reviewed and updated with the goal of mainstreaming climate change issues. Plans, acts, and rules are the implementation modes for the policy.

Moreover, there is no legally binding document regarding the implementation of policy guidelines. As a consequence, BCCSAP 2009 and NAPA 2009 have no legal basis, and only a number of issues outlined in these policies are legally covered under the Climate Change Trust Act. Thus, mainstreaming climate change policies and strategies still faces hurdles from a legal perspective. Bangladesh has started to impose certain steps to address these gaps and needs.

It is evident from the review of documents that disaster risk reduction and climate change adaptation are often separately addressed both from policy and institutional perspectives. BCCSAP 2009 suggested Climate Change Focal Points in each concerned ministry to act as a focal

point to regulate and implement climate change-related projects. As the local government is entrusted with approving and monitoring building construction and land use development, they can play a significant role to ensure the mainstreaming of climate change strategies at local and plot levels such as in-site planning, conservation of waterbodies, reduction of non-permeable surface, or greening of sites, etc. This is why the project's activity to develop local-level climate change mainstreaming guidelines is such an important step.

The Local Government Act prescribed two standing committees (Urban Planning Citizen Service and Development Committee and Communication and Physical Infrastructure Committee) to monitor and review planning and development activities at local level. However, the specific roles and functions of these committees are not defined in the Acts. Though there is a directive to prepare needed rules, this has not been adopted yet, and as a result these committees are often non-functional.



// Image 3. Consultation Workshop with Local Government: Mymensingh ©Bangladesh University of Engineering and Technology (BUET)

Implementing the project in Bangladesh has faced several barriers, some of which were expected from the outset, while others were not anticipated:

- A highly complex amalgam of policies and plans, coupled with a challenging political environment poses barriers to the approval of certain policies (e.g. a National Urban Policy to provide an overarching framework to address urban issues) and plans
- Absence of necessary guidelines to incorporate climate change issues into urban planning at the national level
- Considering the scale of the challenges, some urban climate change issues are not very high on the political agenda and there is an absence of a strong political champion for mainstreaming
- Ongoing governance challenges, especially at the sub-national level
- Lack of coordination and integration between government organizations and agencies
- Overlapping responsibility of government organizations
- Challenges in understanding and incorporating disaster management and climate change issues during planning process by local and national-level officials and
- A complex landscape of development partners, NGOs and civil society working on various climate and urban-related initiatives.

Where to go from here?

To support improved implementation of policies the following actions are necessary:

- Local government institutes should be empowered to support continued integration of climate change and urban development policies and plans
- Continue to support and encourage people's participation at the local level during plan preparation and implementation
- Create a feedback loop and improved knowledge management to support the review and update of policies
- Continue to update urban-related policies to reflect the evolving climate change policy landscape
- Adapt risk-sensitive land use planning for mainstreaming climate change in urban development



// Image 4. Consultation Workshop with Local Government: Barisal
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Some broad lessons have been learned from the implementation of the project in Bangladesh:

- The concept of risk-sensitive land use planning needs to be made mandatory in the planning process; this could be based on the procedure to incorporate risk-sensitive land use planning that was developed by the Urban Development Directorate as part of the Mymensingh Strategic Development Plan (MSDP)
- Mainstreaming requires a broad coalition to take action, especially in a country with a complex policy and stakeholder environment such as Bangladesh. More work needs to be done to unite such a coalition of actors to drive the mainstreaming process

These two lessons are important conditions for replicating and upscaling climate change mainstreaming into national urban-related policies and plans, so that this becomes sustainable and transformative.

In the table below, the content of this case study has been applied to the Mainstreaming Framework introduced in the Regional Guide. Red text indicates completed or ongoing actions from the case study that correspond to individual tasks recommended within the Framework. Blue text indicates possible next steps, per the case study content.

	I) Substantive process	II) Resource & Capacity Assessment & Development	III) Urban & Climate Related Policy Alignment	IV) Institutions & Stakeholders
Phase A: Feasibility & Diagnosis	<p>✓ Identify drivers (WHY) you want to mainstream climate action into urban policy - make your case for mainstreaming</p> <p><i>Action Taken - Bangladesh was selected as one of the pilot countries under the Development Account project: "Strengthening Capacities of Member States in the Asian and Pacific Region to Mainstream Climate Change Concerns into National Urban-related Policies" for mainstreaming climate change into national urban-related policies</i></p> <p>✓ Identify urban-related climate change issues, mainstreaming objectives & climate actions (WHAT)</p> <p><i>Next Steps - The NDC stresses to strengthen capacities for the assessment of climate change risks</i></p> <p>✓ Customize your mainstreaming process using this Framework (HOW) - creating process Timeline</p> <p>✓ Analyze good practices for Monitoring & Evaluation (M&E) & draft Plan, including indicators for mainstreaming goal & interim milestones</p> <p><i>Next Steps - A feedback loop and improved knowledge management are needed to support the review and update of policies</i></p> <p>✓ Compile Diagnosis Paper based on outputs of all tasks from your tailored mainstreaming process Phase A</p> <p><i>Action Taken - a diagnostic was formulated at the start of the process</i></p> <p><i>The goals, substance & main steps of the mainstreaming process (including M&E) have been clearly articulated in the Diagnosis Paper</i></p>	<p>✓ Identify a Core Team for feasibility & diagnosis, formulation, implementation & M&E phases of mainstreaming process (WHO)</p> <p><i>Action Taken - The Urban Development Directorate (UDD), under the Ministry of Public Works and Housing, takes the lead on developing urban policy, and so is best-placed to lead the mainstreaming of climate change.</i></p> <p>✓ Assess availability & gaps in needed human, financial, informational, institutional & other resources for undertaking mainstreaming process & develop a Financing & Capacity Development Strategy</p> <p><i>Action Taken - The capacity gap analysis was undertaken as part of the project</i></p>	<p>✓ Identify relevant national, sectoral & sub-national urban - related documents, including stage of National Urban Policy development, sources of financing & check if climate change mainstreamed</p> <p><i>Action Taken - Comprehensive review of urban-related policy and legislation</i></p> <p>✓ Identify relevant national, sectoral & sub-national climate policies, strategies & frameworks that have relevance in urban context & check if urban-related concerns sufficiently covered</p> <p><i>Action Taken - Comprehensive review of climate change-related policy and legislation</i></p> <p>✓ Identify relevant sections in international frameworks linked to urban development &/or climate change with relevance for urban context</p> <p><i>Action Taken - While this was not done as a stand-alone action, a review of international frameworks was included as part of the various reports produced by the project in Bangladesh</i></p> <p>✓ Find existing mainstreaming efforts of climate change concerns into national, sectoral or sub-national urban policies from other countries - diagnose if helpful for your context</p> <p>✓ Identify other cross-cutting issues (e.g. gender) that could be mainstreamed in your policy formulation or revision alongside climate change & existing mainstreaming processes of your country & other countries to learn from</p> <p>✓ In Diagnosis Paper, undertake comparative analysis of above-mentioned set of country documents (& international frameworks) & identify urban policy document(s) to mainstream climate actions into (WHERE), / or propose using mainstreaming process to drive development of new NUP</p> <p><i>Next Steps - Continue to update urban related policies to reflect the evolving climate change policy landscape</i></p> <p><i>The urban policy document(s) into which to mainstream has/ have been identified & an annotated outline drafted (or a new climate responsive NUP outline drafted) as part of the Diagnosis Paper</i></p>	<p>✓ Map & analyze relevant parts of country's institutional landscape (government) & identify potential mainstreaming champions</p> <p>✓ Map & analyze relevant key stakeholders (outside government) & identify potential mainstreaming champions</p> <p><i>Action Taken - Review of development partners and NGO activities on urban development and climate change</i></p> <p>✓ Determine potential means & level of engagement of relevant institutions & key stakeholders based on capacities & interest (HOW, WHAT) & agree on Participation Strategy for mainstreaming process, including forming a Reference Group (WHO)</p> <p><i>Next Steps - Unite a coalition of actors to drive the mainstreaming process</i></p> <p><i>Next Steps - Continue to support and encourage people's participation at local level during plan preparation and implementation</i></p> <p><i>Consensus has been reached with institutional partners & other stakeholders on content & process for mainstreaming policy formulation & implementation as proposed in the Diagnosis Paper</i></p>
	<p>Output Phase A: Preparation: DIAGNOSIS PAPER, the content of which has been agreed by key institutions & stakeholders, containing:</p> <p>✓ Goal & objectives of the mainstreaming process Summary of urban-related climate issues & diagnosis of urban & climate related policies (SWOT, gaps, priorities)</p> <p>✓ Annotated outline of content to be mainstreamed into a certain policy or set of policies A preliminary strategy for mainstreaming process is outlined in broad terms, including general roles, resources & M&E</p>			

	I) Substantive process	II) Resource & Capacity Assessment & Development	III) Urban & Climate Related Policy Alignment	IV) Institutions & Stakeholders
Phase B: Formulation	<ul style="list-style-type: none"> ✓ Prepare detailed Formulation Work Plan for Policy Proposal ✓ Conduct periodic M&E as per plan developed in Phase A: ✓ Undertake Implementation Analysis to understand legislative Institutional & administrative landscape <p><i>The drafting process has been well planned and executed & an Implementation Analysis has been included in the Policy Proposal</i></p>	<ul style="list-style-type: none"> ✓ Undertake capacity development activities of Core Team or reference group if needed <p><i>Action Taken - Rapid analysis of capacity was conducted; and tools were developed to build the capacity of sub-national government to mainstream climate change into their planning</i></p> <p><i>The Core Team & the Reference Group has clear assignments & capacity to complete them in time & with high quality, including periodic M&E</i></p>	<ul style="list-style-type: none"> ✓ Formulate Policy Proposal, including clear indication of what other documents need to be aligned & estimation for budget needs & other resources to implement the mainstreaming objectives ✓ Align national policy targets with international framework targets & indicators as well as review and reporting requirements as far as possible <p><i>Text of policy proposal has been either newly formulated or adapted to include: a) climate responsive language, b) evidence on climate change status quo & trends & impact of planned climate actions, & c) concrete mainstreaming objectives & climate actions – by sectors & at national & sub-national levels</i></p>	<ul style="list-style-type: none"> ✓ Involve relevant institutions & key stakeholders in formulation process & Implementation Analysis <p><i>Participating institutions & stakeholders support formulation of changes & are ready to support implementation</i></p>
	<p>Outputs Phase B: Formulation: POLICY PROPOSAL (i.e. mainstreamed national urban policy/ies document), whose content has been agreed by key institutions & stakeholders;</p> <ul style="list-style-type: none"> ✓ and if appropriate, draft recommendations for operationalization in follow-on legislation & planning. 			
Phase C: Implementation	<ul style="list-style-type: none"> ✓ Facilitate the process of having the Policy Proposal sanctioned/ adopted or agreed by the respective oversight / decision-making bodies in line with country-specific requirement ✓ Continuously monitor process & outcomes of implementation, & create feedback mechanisms to inform future policy cycles (responsibilities defined, clear progress indicators, analysis of downstream policy documents, regular meetings with reference group & key stakeholders) <p><i>The process of adopting and operationalizing the policy has been completed</i></p>	<ul style="list-style-type: none"> ✓ Create detailed implementation work plan on support/ coordination/ oversight by Core Team & Reference Group ✓ Support resource mobilization for implementation of mainstreamed climate actions, considering domestic & international, private & public financing sources & mechanisms & support measures to channel financial resources to sectoral & sub-national implementing bodies ✓ Develop capacities of sectoral & sub-national implementing bodies if mandated & needed (including on how to access climate financing) & support institutionalization of capacity building processes where possible <p><i>Next Steps - Local government institutes should be empowered to support continued integration of climate change and urban development policies and plans</i></p> <p><i>All necessary resources & capacity development for successful implementation have been provided to all key implementers</i></p>	<ul style="list-style-type: none"> ✓ Oversee, encourage or assist sectoral ministries or government agencies to align existing policies & plans, or develop new ones in line with implementation objectives of the newly mainstreamed national level urban policy/ies ✓ Mandate, encourage or assist local governments to align existing policies & plans, or develop new ones in line with implementation objectives of the newly mainstreamed national level urban policy/ies <p><i>All linked ("downstream") documents have been aligned with new climate responsive national urban policy, enabling actors to start implementation of urban-related climate actions</i></p>	<ul style="list-style-type: none"> ✓ Facilitate delegation of roles & responsibilities to sectoral & sub-national implementation bodies ✓ Define roles & responsibilities for stakeholders & facilitate institutionalization of coordination processes (e.g. development of standards & procedures for stakeholders) if possible <p><i>Action Taken - Rapid analysis of capacity was conducted; and tools were developed to build the capacity of sub-national government to mainstream climate change into their planning</i></p> <p><i>Next Steps - Address the lack of coordination and integration between government organizations and agencies, and overlapping responsibility of government organizations</i></p> <p><i>All relevant government bodies & other stakeholders actively & inclusively contributed to policy adoption & operationalization; their roles were clarified & if appropriate institutionalized</i></p>
	<p>Output Phase C: Implementation: POLICY ADOPTION & OPERATIONALISATION</p> <ul style="list-style-type: none"> ✓ Implementation plan with clear timelines, tasks & roles, confirmed resources & covering capacity development needs; ✓ Mainstreamed National Urban Policy/ies Document has been ratified (if legally binding according to country's legislative process), its directives & recommendations have been transcribed into respective laws & regulations, & operationalized in sectoral and sub-national policy documents, & plans & budgets have been aligned accordingly 			

	I) Substantive process	II) Resource & Capacity Assessment & Development	III) Urban & Climate Related Policy Alignment	IV) Institutions & Stakeholders
Phase D: Implementation	<ul style="list-style-type: none"> ✓ Evaluate if mainstreaming process has been effective & inclusive ✓ Evaluate if policy proposal sanctioned/ adopted or agreed by the respective oversight / decision-making bodies ✓ Evaluate if climate-responsive national urban policy has been operationalized with follow-on policies, legislation, plans etc. ✓ Plan or encourage evaluation of whether the mainstreamed/ new national urban policy has enabled implementation of urban-related climate actions 	<ul style="list-style-type: none"> ✓ Evaluate if capacity building had desired impact & reached the right people ✓ Evaluate if climate responsive national level urban policy aligned with local, national & global financing opportunities 	<ul style="list-style-type: none"> ✓ Evaluate if mainstreaming process of national urban policy/ies fully considering existing sectoral & sub-national policies & legislation ✓ Evaluate if mainstreamed urban policy/ies aligned with targets, indicators, monitoring & review of international frameworks 	<ul style="list-style-type: none"> ✓ Evaluate if institutional roles, responsibilities, coordination clear & process is functioning ✓ Evaluate if all key stakeholders were meaningfully involved throughout, their resources were effectively incorporated & their needs met
	Evaluation process has been implemented & institutionalized including all relevant government bodies & stakeholders			
	Output Phase D: Evaluation: EVALUATION REPORT, whose content has been agreed by key institutions & stakeholders			
	<ul style="list-style-type: none"> ✓ Institutionalisation of periodic evaluation & review of policy impacts with feed-in of learnings into subsequent policy processes 			