

THE ROLE OF BANGLADESH CLIMATE CHANGE TRUST FOR THE IMPLEMENTATION OF CLIMATE CHANGE PROJECTS IN BANGLADESH: AN EMPIRICAL STUDY.

MD. AKHTAR MAMUN

Senior Assistant Secretary

Ministry of Environment and Forest (MOEF)
Peoples' Republic of Government of Bangladesh
Bangladesh Secretariat
Dhaka, Bangladesh

ROCKSINDA FARHANA

Senior Assistant Secretary

Ministry of Civil Aviation and Tourism (MOCAT)
Peoples' Republic of Government of Bangladesh
Bangladesh Secretariat
Dhaka, Bangladesh.

MD. MOMINUR RAHMAN

Social Worker

MA (English)
B.Sc. Engineer
Niketon, Gulshan-1
Dhaka-1212

Acknowledgement

We acknowledge Public Policy and Governance (PPG) Program, North South University, Bangladesh and Department of Administration and Organization Theory, University of Bergen (UiB), Norway for their tremendous support to conduct this research and of course, Norwegian Agency for Development Cooperation (NORAD) for funding the research.

ABSTRACT

As a developing country Bangladesh is often cited as one of the most climate vulnerable countries due to its geophysical location. In this context, the country has formulated Bangladesh Climate Change Strategy and Action Plan (BCCSAP) 2009 in order to address the problem. The proper implementation of BCCSAP is closely associated with the activities of Bangladesh Climate Change Trust (BCCT). The purpose of the study is to focus on the activities of BCCT, its role on the implementation process of the BCCSAP and identify the factors affecting the implementation. It has been traced out by analyzing the projects of government agencies especially Bangladesh Water Development Board (BWDB) and Local Government Engineering Department (LGED) because they are implementing maximum projects of climate change. Qualitative research method has been applied to this study. Both primary and secondary data are collected in order to assess the role and functions of BCCT in the policy implementation process.

Keywords: Bangladesh Climate Change Trust, Policy, Project Implementation, Role, Factors.

1. Introduction

At present climate change is considered one of the vital developmental challenges for Bangladesh. The country is often cited as one of the most vulnerable country experiencing adverse consequences of climate change (Hoque, 2015; UNDP, 2007; Huq and Ayers, 2007) due to its geographic location, high population density, low level of awareness, infrastructure and higher reliance on climate-sensitive natural resource (Rahman, 2014). Intergovernmental Panel on Climate Change (IPCC) has already noted that Bangladesh will be among the worst victims due to climate change. The government of Bangladesh realizes the scenario and develops long term climate change strategy, Bangladesh climate change strategy and action plan 2009 (BCCSAP 2009) to address the problem. The policy initiatives to address the adverse impact of climate change are acknowledged by the United Nations.

After formulation of BCCSAP, two funds were created named as BCCTF (Bangladesh Climate Change Trust Fund) in 2009 that uses the government revenue fund and BCCRF (Bangladesh Climate Change Resilient Fund) in 2008 that uses the donor fund. The management system of these two funds is different from each other. Government established BCCT (Bangladesh Climate Change Trust) in 2010 to manage and run the projects of using the fund BCCTF. On the other hand, BCCRF is managed by Ministry of Environment and Forest (MoEF) within a project. Every year government is allocating its revenue budget to the BCCTF and 66% of the total allocation is used to implement projects and 34% of the allocation is used as permanent fund for the BCCT. The interest of that fund is also used to implement projects. The government agency and NGO can initiate projects by using the fund BCCTF. On the other hand, the BCCRF is run by a project of Ministry of Environment and Forest.

This study is basically going to focus on the activities of BCCT and its role on the implementation process of the BCCSAP. At the same time, it also attempts to identify the factors affecting the activities of BCCT as well as policy implementation. It would be traced out by analyzing the projects of government agencies especially the BWDB (Bangladesh Water Development Board) and LGED (Local Government Engineering department). These two government agencies have been selected because they are implementing maximum projects of climate change. As of February 2017, out of 409 projects 136 projects have undertaken by BWDB and 173 projects have undertaken by LGED.

The proper implementation of BCCSAP depends mostly on the activities of BCCT. The success of government of addressing the climate change issues depends upon the success of BCCT whether it can handle the implementation of the policy according to the provision of law, rules and circulars. Otherwise, government could not be able to achieve objectives and targets specified in policy document. In the other words, if the function of BCCT is influenced by several factors then the climatic event can hinder the government's initiatives to make the country resilient to climate change. Eight years have passed after the creation of CCTF and BCCT. Whether BCCT can use or manage the fund as per the provision mentioned in the BCCSAP, or fail to implement the policy, it is needed to examine.

2. BCCSAP and BCCT

2.1 BCCSAP at a Glance

At present climate change is considered beyond being an environmental problem, presents a broad developmental issue. The Government of Bangladesh (GOB) was well aware about the issue and has taken a number of significant initiatives, to achieve the developmental goal and ensure the well being of the people. The initiatives include formulation of the National Adaptation Programme of Action (NAPA) in 2005 (updated in 2009); formulation of the Bangladesh Climate Change Strategy and Action Plan (BCCSAP) in 2008 (updated in 2009); formation of the Bangladesh Climate Change Trust Fund (BCCTF) in 2009 and the Bangladesh Climate Change Resilience Fund (BCCRF) in 2010; and enactment of the Climate Change Trust Act 2010. These initiatives demonstrate the sincere willingness of GOB to build a safe guard for the people of the country and lead the country towards the sustainable development.

The policy document of BCCSAP is divided into two parts and seven sections. In part one, sections I to V of the document has briefly discussion on context, outline the implications and likely impact of climate change in Bangladesh, provide an overview of different strategies and briefly outline mitigation issues. In part two, sections VI and VII describe a ten year programme to build the capacity and resilience of the country to meet the challenge of climate change over the next 20-25 years (BCCSAP 2009). The plan is built on six pillars popularly known as six thematic areas. According to the policy documents projects to address the climate change should cover these thematic areas to scale up the present scenario.

The policy is divided into two parts, comprised of six sections and an annex. In five sections part one includes the context, outlines the implications and likely impacts of climate change, and provides an overview of different adaptation strategies and mitigation measures. The thematic areas are 1) Food security, social protection and health, 2) Comprehensive disaster management, 3) Infrastructure, 4) Research and knowledge management, 5) Mitigation and low carbon development, 6) Capacity building and institutional strengthening. These thematic areas are subdivided into 44 programs. In that section detail of activities, responsible ministries are identified.

The vision for formulating BCCSAP is clearly stated in the policy document that Government want to make the country more resilient to climate change and to achieve the developmental goals ahead of the country. To meet this end it is necessary to formulate a pro poor climate change policy. Vision for BCCSAP is to achieve desire economic development and eradicate poverty by 2021 through implementation of BCCSAP. In addition to that, increase employment opportunity, ensures food security, provide access to energy and power, and achieve economic and social well-being of all citizen of the country is also linked with BCCSAP. The policy is considered as a part of the overall development strategy of the country and is being integrated into the overall plans and programs involving all sectors and process for economic and social development.

BCCSAP is considered a unique tool to address climate change issue in Bangladesh. The main objective of this strategy is to fulfill the vision of government to achieve the country's vision to eradicate poverty and achieve economic and social well being through a pro poor and climate resilient strategy. This strategy is depending on four building block of Bali action plan such as adaptation to climate change, mitigation, technology transfer and adequate and timely flow of fund. The main purpose of the BCCSAP is to adapt to climate and safeguard the future well being for her people. Over the last 35 years the government of Bangladesh has invested about \$10 billion to make the country less vulnerable to natural disasters (BCCSAP 2009).

2.2 Creation of CCTF and BCCT to Implement the BCCSAP

After the formulation of BCCSAP, Government of Bangladesh established the two national funds to implement the programs specified in the policy document. One was the Bangladesh Climate Change Trust Fund (BCCTF) and another one was Bangladesh Climate Change Resilient Fund (BCCRF). This study has focus on the implementation process of BCCSAP through BCCT. BCCTF was established in accordance with the Bangladesh Climate Change Trust Act 2010 to implement prioritized projects of the BCCSAP. Government started allocates its own revenue budget to that fund. To manage that fund Government established an organization named as BCCT. This research has main focus on the activities of BCCT to implement the provision of BCCSAP and fulfill the objectives of the organization.

The GOB has raised the BCCTF with the help of its own revenue budget, which is managed by the Bangladesh Climate Change Trust (BCCT), a statutory body of the Ministry of Environment and Forests (MoEF) regulated afterwards under the Climate Change Trust Act 2010. The vision of the BCCT is to enhance capability to create climate resilient Bangladesh. The GOB has allocated BDT 3100 crore for the BCCTF during the last seven fiscal years, from FY 2009-10 to FY 2016-17. As of June 2016, 431 projects have been undertaken with the funds from the BCCTF. Of them, 378 projects have gone under the implementation process through government, semi-government and autonomous agencies. A total of 161 projects completed their implementation phases by June 2016 while nine projects have been cancelled on account of misconduct of rules (BCCT, 2016).

2.3 Organogram of BCCT

The BCCT is comparatively a new office established by the government for the overall management of climate change projects. The Trustee Board (TB) is responsible for the overall management of the office and BCCTF fund. A technical committee is responsible for providing the support for the TB. The Additional Secretary of the Government designated as Managing Director (MD) the head of the office. He is assisted by Deputy Managing Director (DMD). The structure of the office is divided into three unit headed by Deputy Secretary Ranked Officer. The three units are named as Administration, Planning and Monitoring and Evaluation. Deputy Directors and Assistant Directors are the two other posts. From Deputy Director to Managing Director is getting their posting in deputation. All of them belong to BCS (Administration) cadre. Section officer of BCCT are mainly recruited by following the provision of Bangladesh Climate Change Trust Employees Service Rules 2013 (See Figure 1).

2.4 Main Functions of BCCT

The main function of BCCT is to utilize CCTF as a special sector in addressing climate change vulnerabilities beyond the development and non-development budgets of the Government. In addition to that BCCT is also responsible to prepare and implement special programs and appropriate action plans related to climate change in order to achieve the developmental goal of Government. BCCT also initiate activities and projects for strengthening institutional, social and human resource capacities of vulnerable communities to tackle climate change and to conduct action research disseminate research findings and undertake pilot programs on climate change adaptation, mitigation, technology transfer, finance and investment. The organization is also responsible to prepare, initiate and implement short, medium and long term plans, programs and projects to adapt and reduce loss of climate change. It also takes initiatives to create public awareness on issues related to climate change; and to support post-disaster emergency programs related to climate change.

3. Methodology

The study is exploratory and follows qualitative method of research. The research is based on both primary and secondary sources of data. Primary data has been collected from the study area directly using different data collection techniques such as questionnaire, in-depth interviews. Primary data are collected from officials of BCCT, BWDB, LGED, MoEF, LGD (Local Government Division), MoWR (Ministry of Water Resources), BCAS (Bangladesh Center for Advanced Studies), as these organizations are directly related to implementation of BCCSAP 2009. On the other hand, different relevant publications, dissertations, books, journal articles, reports, websites etc. are considered as sources of secondary data.

4. Theoretical Concept

The BCCSAP is formulated to address the adverse impact of climate change. The climate change is new arena for the policy maker to formulate and implement climate change policy. Bangladesh has successfully formulated Climate Change Strategy and Action Plan. What is the state of implementation is less known to all because of few researches in this area. The reviewed literature shows that basic factors are influencing the implementation of climate change policy. In this context “The Policy Implementation Process-A Conceptual Framework”, by Donald S. Van Meter and Carl E. Van Horn will be used as theoretical framework of this research (See Figure 2)

This framework focused on policy implementation process. The framework has six variables. These variables are policy standards and objectives, policy resource, inter-organizational communication and enforcement activities, characteristics of the implementing agencies, economic, social political conditions and a disposition of the implementers. According to the Meter and Horn these variables can influence policy implementation in different ways and different level. These variables can influence the implementation in positive and negative both the ways. This theory will also help to trace the influential factors. They considered disposition of implementers as one of the vital variables because all other variables have to pass through this variables.

5. Discussion and Findings

5.1 The Implementation of BCCSAP

The BCCSAP aims to reduce the climate vulnerabilities and adaptation capacities of people of climate vulnerable areas. In that light climate change projects of BCCT are implementing in vulnerable areas and trying to reduce adverse impact of climate change by addressing the six thematic areas mentioned in BCCSAP. These are food security, social protection and health, comprehensive disaster management, infrastructure, research and knowledge management, mitigation and low carbon development, capacity building and instructional strengthening. A common theme throughout of these entire strategic areas is the focus on the poor and vulnerable in particularly women and children.

5.1.1 PPCCTF are Addressing Mainly the Infrastructure Thematic Areas of BCCSAP

The climate change projects are addressing the thematic areas of BCCSAP. In the section 8 of PPCCTF (Project Proposal of Climate Change Trust Fund), made the provision compulsory to relate the project with the thematic areas of BCCSAP. All the projects are under one or more than one thematic area specified in the BCCSAP according to the opinion of the respondent from the different cross section. The opinion shows the compliance of PPCCTF with the thematic areas of BCCSAP (See Table 1)

The problem lies with giving the importance to all the thematic areas. The BCCT do not have any specific provision providing the importance of thematic areas. There is no plan or circular or instruction about the budget allocation according to the thematic areas. Therefore, the figure shows that 69% of projects lay under the thematic areas of infrastructure. As BWDB and LGED are the two major implementing agencies; therefore projects are concentrating on infrastructure thematic area. Even other ministries are also implementing projects under the thematic areas of infrastructure.

5.1.2 Climate Change Projects Failed to be completed in Due Time

Climate change projects of BCCT are special nature in a sense that it aims to reduce emergency climate vulnerabilities. According to uses of Climate Change Trust Fund Regulation 2010, a project should be completed within two years so that it could address the immediate climatic event. If projects are completed within two years, it could be able to address the climate change otherwise it would fail to achieve the targets.

The respondent from BCCT told that still no cost time extension is the common scenario for the climate change projects. About 70% of the total projects are needed to be extended. They also added that compare to LGED projects BWDB projects failed to complete within the specified time. According to the opinion of BCCT official, at present, in few cases PD (Project Director) could be able to complete the projects within specified time. Because at the end of 2015, BCCT arranged a practical training on rules, regulations related to implementation of projects under BCCSAP for the PDs. So there is better understanding of policy among the PDs. BCCT has continued the training till today. After every Trustee Board meeting BCCT arrange training for the PDs. With this initiative the percentage of completed projects within specified time has increased but not in satisfactory level. Till the date PDs of CC (Climate Change) projects are struggling to complete the projects within the specified time. According to the respondent of BCCT, negligence of PDs is the one of the major reason for incompleteness of the project within specified time.

Another opinion by the BCCT officials and officials of ministry of environment and forest and also PDs are that there is three to four months gap between date of project approval and dates of issuing Government Order of that project. Usually concern ministries have submitted projects as per their desire. But Trustee Board approved that project by considering available budget. With rare exception in every case, allocated budget is less than their desire. Therefore they revised whole thing according to the allocated budget.

Excessive rules and regulations are another problem. According to the opinion of PDs, they are implementing ADP's projects, World Bank's projects or other donor agencies projects as well as BCCT's project at the same time. They have to straggle a lot to implement CCTF's projects. These projects are overburden with excessive rules and regulations. One of the respondents of LGED told that,

“The allocated budget in climate change project is comparatively low but has to maintain excessive rules and regulations. The project approval and time extension procedure both need same excessive procedure. In addition to that any official response takes multi level of procedure. In case of projects of LGED, for any quarry, projects are sent from BCCT towards the Secretary of Ministry of Local Government (MoLG). MoLG sends the letter to LGED and from LGED to the local office of LGED. The reply of that particular query also follows all stages but in the opposite direction.”

5.1.3 Resource Allocation for the Projects

In this context Bangladesh is spending its revenue budget according to its ability. But the budget is not adequate to make the country resilient to climate change. The first question is about government allocated budget for climate change project. The respondents told that last couple of years budget is only BDT 100 crore, but at the beginning it was BDT 700 crore. The less government budget allocation to the climate change project creates obstacles in BCCSAP implementation.

One of the meetings resolution of TB in 2017 showed that total twenty eight projects were approved by the TB. Out of twenty eight projects only six projects got its demanded fund. Rest of the projects got less allocation than their demand. One of the projects in Kulaura Upazilaⁱ for removing water logging effect had demand for budget of BDT 1494.69 lac but the project got only BDT 200 lac. This is the common scenario for the maximum projects.

The senior officials of BCCT told that climate sensitization among the ministries increasing day by day. Ministries are submitting huge number of projects on the regular basis as they are trying to mainstream the climate change in their regular developmental activities. In this regard the TB is trying to allocate the budget to the maximum number of projects. In this case number of projects has increased over the year but budget allocation was reduced as well.

The meeting resolution of TB showed that in the first three meetings in 2017 total number of projects submitted by the various ministries was one hundred and sixty five and number of approved projects was eighty five. In the same period projects submitted by the LGED was ninety five and approved projects were fifty four and total number of projects submitted by the BWDB was thirty nine and number of approved project was eighteen.

The key informant told that as several ministries submitted huge number of projects, therefore members of TB were in pressure to select a project. In this context the TB tried to approve maximum number of projects to satisfy everyone.

The patronage politics has negative influence in the BCCSAP implementation process. The CC projects failed to create sustainable impact to address the climate change. As TB is selecting maximum projects and allocating less, selected projects are not also getting adequate fund to implement project as their demand. This is one of the major obstacles for proper implementation of projects. According to the resolution of last trustee board meeting, total demand for the budget was BDT 150 lac. But projects get only BDT 56 lac to implement their projects. Inadequate budget is the serious problem for projects of WDB and LGED.

According to the opinion of respondents sustainability is in question in this situation. In this context climate change remains far behind to achieve the targets. Excessive demand and reduction in budget can be considered one of the major challenges. Furthermore climate change expert told that

“Inadequate resource allocation is the common problem for developing countries. Bangladesh is not exception in this issue. Moreover government has formulated BCCSAP to use the foreign aid that was promised by the developed countries as a compensation for the developing countries. In the meanwhile GOB started allocating its own revenue fund to address the CC. Government has no capacity to allocate more funds on implement climate change project. Without the compensation from developing countries, adequate budget allocation is not possible.”

Key informant also focuses in the issue of corruption in the spending on climate change budget. Respondents from TIB (Transparency International Bangladesh) and BCAS told that as a government of third world country, Bangladesh Government is spending quite a good amount of money in climate change projects. But question is that whether money is spending in a right manner or not.

5.1.4 Communication between BCCT the Respective Ministries

The respondents were asked question about communication activities for proper management of climate change projects. Regarding the answer to the question, the officials of BCCT told that at the beginning communication gap was the vital problem. Gradually the condition has improved with the establishment of the organizational setup. At present they have a well established coordination mechanism. They usually communicate with PDs in regular basis over telephone, e-mail, and web-site. In addition to that the respondent of BCCT told that

“In every two to three month the BCCT arranged coordination meeting with the PDs. In that meeting progress of projects is the main issue of discussion. In addition to that challenges, prospect and problem of project are also discussed. With those new rules, regulations and circulars were also discussed. The PDs and officers of climate change trust of concern ministries were communicated clearly about the proper compliance of the newly formulated instruction. So that after three to four months PDs and officials of BCCT can exchange their views. In addition to that after the every TB meeting training was conducted to sensitize the concern officer for the proper implementation of the project under BCCSAP.”

On the contrary, the PDs of LGED told that BCCT officials are not always open to provide the necessary explanation of a particular rule, regulation and instruction to implement project clearly. One of the respondents of LGED told that

“As a new dimension of project implementation, the BCCT circulated several rules and regulation on trail basis. All the time they need the explanation to comply with the rules and regulation. In maximum cases they do not get the proper response from the officials of BCCT. Lacking of openness among the assistant directors (AD) of BCCT create problem in the implementation level. In the project execution level needed more open communication for better management of the projects.”

In the response to this allegation the AD of BCCT told that the authority of the office has restricted them from the frequent communication with the PDs. One of the respondents of BCCT told that

“They duly communicate with the PDs and provide them all kinds of information related to the proper implementation of the projects. In few occasions the higher authority got the complaint against the close relationship with the PDs. That might hamper the office secret.”

On the contrary the PDs of BWDB told that all the time they got the proper information from the AD of BCCT regarding the implementation of projects. In addition to that they told that they get all the instructions regarding project implementation on time.

5.2 Characteristics of BCCT

5.2.1. Proportion of Employees and Projects of BCCT

Bangladesh Climate Change Trust is being in operation since 2010. From that year to till July 2017 total 480 projects have been approved by the TB. At present 317 projects are in implementation phase. According to the organogram of the BCCT ten AD supposed to manage the huge number of projects. The situation became the huddle for the AD of BCCT. One of the respondents from BCCT told that

“The total number of employees in BCCT is 82. All together 20 post are vacant at present. Out of them ten are working as Assistant Directors who are directly involved with project management procedure. Out of that ten posts two post are vacant. Total eight AD are managing the huge number of projects. On an average one AD is in charge of 42 projects. Therefore, they are over burden with the work load. Timely response was not always possible for them as their responsibility to do other functions.”

5.2.1.1 Educational Background

The respondents of BCCT have several educational backgrounds. Three of them have graduated from different public university with general subjects like economics, chemistry, and political science. One of the respondents is graduated in the civil engineering department. But all of the respondents have at least five years working experience. According to their opinion, although they do not have any training on project management, it did not create any obstacles on their discharging duties. They get on job training during the span of time. All the time they work under experienced supervisor. In addition to that now they got five years working experience. They can discharge their work efficiently. All of the PDs are graduated from Different Engineering Universities of Bangladesh.

“At present two of the respondents are graduated from the department of disaster management from Dhaka University. One of the respondents is now studying in the environmental science in NSU. Besides these Deputy Secretaries of MoEF have post graduate degree on environment and climate change from University of Melbourne, Australia. The data showed that officer have less exposure to the climate change. In addition to that as PDs are all graduated from engineering institute and they do not have further study on climate change. So they have also less exposure to climate change. Education is closely related with capacity also.”

5.2.1.2 Training on Climate Change and Project Management

All the respondents have training on climate change on various issues like climate finance, adaptation and so on from inside and outside the country. In contrast, only one respondent has weeklong project management training in concerned academy. But rest of the officers of BCCT do not have direct training on project management. On the other hand PDs have orientation in project management but not in climate change. Lack of adequate knowledge is a problem for climate change projects.

Respondent from the MoEF have positive opinion regarding the knowledge on climate change officials of BCCT. As MoEF is the controlling authority their judgment is important. He told that

“The employees of the BCCT have enough knowledge to manage projects efficiently. They never heard any adverse remark regarding their duties and responsibilities. According to their opinion they are quite happy about how they are discharging their duties.”

On the contrary PDs of LGED and BWDB have quite different opinion from the MoEF. They had emphasis on educational background of BCCT officials. According to their opinion,

“BCCT officers are from different background and have less experienced regarding management of projects. They are needed to increase their capacity regarding management of project. Maximum projects of these organizations are technical; desk officer of BCCT has lack of knowledge regarding technical issue. Without understanding the technical issue they put adverse comment on a project during their inspection.”

Scenario reflects in different ways in the view of senior officials and CC expert of MoEF, strengthening program is needed to enhance the institutional capacity as well as capacity of the employee of BCCT. According to their opinion,

“As the issue climate change is comparatively new for the current world as well as for Bangladesh, so clear understanding of this issue is crucial to enhance the adaptive capacity of the country. In this context strengthening program is important for BCCT official. There is not a single project of CCTF to enhance the capacity of officials of BCCT.”

Respondents from civil society coined his opinion in different ways. According to their opinion

“Institutional strengthening program is needed for both MoEF and BCCT. According to his opinion BCCT and MoEF are not serious about climate change. Officers of climate change cell are busy with foreign tour, not focusing on implementation of the BCCSAP. On the other hand as a new institution officers of BCCT need to develop their capacity regarding implementation of BCCSAP.”

Project Directors without mentioning any name told that some of the officials of BCCT behave rudely when they communicate regarding any problem arose in implementation level of project. They do not get cordial response from them. Quite often they fall in complex situation. This is one of the reasons for delay of project. The officials of BCCT usually send official query for a simple issue. The PDs need to reply that query through the concern ministry.

5.3 Influence of Authority

In a hierarchical administrative system authority plays important role. In a political government system hierarchically minister is the administrative head and secretary is the principle accounting authority. Head of any department of ministry has authority to take any decision. In every important issue departmental head has to depend on the decision of ministry. In case of climate change project TC (Technical Committee) and TB play important role. No officer from BCCT is the member of that committee. In this situation decision of minister and secretary plays very important role. Respondents view on this issue are categorized and discussed in the following section.

5.3.1 Incomprehensiveness of Political Authority

The research findings of TIB (2017a) shows that the approval of the project took place through personal and political connection of the respective Mayors with BCCT, Trustee Board or Technical Committee members especially the most concerned Ministers or Secretaries. The finding shows the partisan characteristics of incomprehensive of trustee board as well as the influence of administrative authority. The responsibility of TB is to select a project to enhance the adaptive capacity of the people as well as vulnerable area of Bangladesh. In that committee official of BCCT who are the main responsible authority to manage the climate change projects, do not have even the membership.

The office document showed that at present maximum projects are implementing in the Barisal division. After that Dhaka and Chittagong division has the second and third of total budget allocation. It showed the partisan influence on CC projects. Though, Barisal and Chittagong division are the vulnerable as the whole coastal area is vulnerable due to climate change, other climate vulnerable districts remained untouched. This is also true that as a coastal area whole Barisal division is vulnerable due to climate change. But in that region which area is vulnerable to others, MoEF do not have that index.

The key informant told that people of the constituency of a minister have demand for the development of their area as he is in an influential position. To fulfill the popular demand of people they act to develop the area as that area is considered one of the most vulnerable areas due to climate change. To select a project in a specific area has strong logical ground that can justify the activities.

5.3.2 Decision by the Secretary

Minister is the supreme authority in the Ministry. Respondents of BCCT told that besides minister secretary can play important role regarding implementation of BCCSAP. Managing Directors of BCCT can only approve regular nature of file like leave of an employee. To solve financial, and projects related issue file send to the secretary. For example file of fund release for a project send to the secretary for his approval. As a part of BCCSAP implementation, officers of BCCT do not have authority to take decision independently. The respondent of BCCT told that

“Officers of BCCT have directly engaged with project implementation under BCCSAP. They know every pros and cons but cannot take any decision independently. For example every time they have to place the wrongly filled up DPP (Developmental Project Proposal) before the Trustee Board. They wanted to send back those DPP with comments, but they failed to do that. They did not get the approval from Secretary. But recently the secretary told them to do so. Officers of BCCT are now sending back DPP to the concern ministry that do not match with the criteria.”

5.4 Disposition of Implementer

According to Meter and Horn, Policy has specified that each of the component of their model must be filtered through the perception of the implementers. The cognition of the policy, the direction of their response and the intensity of that response is very important in proper implementation of a policy. Generally a specific policy is formulated by targeting to deal with a specific problem. Formulated policy is implemented by bureaucrats. Proper implementation of policy more or less depends on bureaucratic role. A well drafted policy might not be always self explanatory. The policy is needed to be explained further, or is needed to be formulated further regulations, or circular. In addition to that bureaucrats should take some strategy or action plan to implement the policy. In this context role of bureaucrats is important to implement BCCSAP. It is important to know, how bureaucrats take decision, how their decision is influenced by the hierarchy system of bureaucracy, how far they could be able to take their decision.

5.4.1 Rules and Regulations: Guiding Principles

The respondents were asked whether they could be able to discharge their duty independently as per rules and regulations. The respondents were divided by giving their opinion. Desk officer who are in charge of projects management in Khulna division told he can discharge his duty according to the rules and regulation. On the contrary, officer who is in charge of management of projects of Barisal division told that he can follow the rules and regulation independently. But in case of file of the influential political personnel he feels extra pressure to do the file work instantly. Except one respondent every respondent feel political pressure during discharging their duty.

5.4.2 Administrative Hierarchy

Whether they could able to take any decision independently regarding proper management of project, in their answer to this question officials of BCCT gave their opinion in the same way. They told that they could not take independent decision. They have to send file for the approval of secretary and minister for any kind of decision regarding management of project. Rules and regulations directed them to do so. They mentioned that for last couple of years they tried to send back the uncompleted and wrongly completed DPP to the

respective ministry. But they failed to do so, as they did not get the direction from the MoEF in this issue. But recently Secretary of MoEF gave his consent to this issue. Now they are able to send back the faulty DPP with comment of BCCT officials. This initiative reduced their unnecessary burden of faulty DPP.

5.4.3 Administrative Obstacles

The PDs were asked question about administrative obstacle from the official of BCCT. According to the opinion of PDs who are implementing projects at Barisal division, they have less concern regarding the administrative procedure of disposal a file. The reason behind this scenario is that official of BCCT provides highest priority at projects of Barisal division. Minister and State Minister of MoEF belong to that division. Even if there is lacking of paper they submit those papers after disposal of their file. They also added that BCCT usually follow the rules and regulation strictly. On the other hand, PDs who are implementing projects in other region told that they face hurdle of excessive rules and regulation in their climate change projects. Officials of BCCT follow rules and regulation strictly.

5.5 Major Factors Derived from Data

The overall data presentation shows that execution of Bangladesh Climate Change Strategy and Action Plan has influenced by several factors during its implementation phase. All the ministries are responsible to follow the guiding principle of BCCSAP and make their own project climate resilient. In the BCCSAP implementation arena BCCT is the only organization basically follows BCCSAP as their sole guiding principle. In this context function of BCCT is the reflection of implementation of BCCSAP. The basic function of this organization is to management of the climate change projects submitted by various ministries to address the climate change issue. Overall data presentation shows that external and internal factors can influence the implementation process.

First of all, provisions of BCCSAP should be the guiding principles for the climate change projects. It means that provisions of BCCSAP should be followed in climate change projects. Data shows that its provisions of BCCSAP are not followed properly in project formulation and implementation process. Maximum projects are implemented by BWDB and LGED. The climate change projects of these two organizations are regular projects like ADP projects implemented by these two organizations.

In addition to that CCTF user regulation has provision that project should be completed within a specified period of time that is project should be completed within two years. In a new knowledge area, law capacity of PDs and officers of BCCT and implementing agencies hampers the proper implementation of BCCSAP. In addition to that excessive rules and regulations and administrative procedure are also influenced in the implementation process of BCCSAP. These factors are also inducing obstacles to complete the projects within specified period.

Furthermore, other factors like constraint of resource, projects employees' ratio of BCCT, political and administrative authority, negatively influence the implementation process of BCCSAP. These factors hinder to follow rules and regulation of BCCSAP to formulate a project.

6. Major Findings: Factors Influencing the Implementation Process of BCCSAP 2009

The findings of the study shows that CC projects are not exclusively addressing the climate change issue and failed to create piloting idea for the other ministry to formulate and implement projects to address the climate change within specified time period. In addition to that, there are no specific circulars or regulations for addressing the thematic areas. Maximum projects are under thematic area of infrastructure.

The findings also indicate that budget allocation is the most influential factors to implement the BCCSAP. The executing ministry has to prepare CCPP (Climate Change Project Proposal) within the allocated budget sanction by the Trustee Board. The findings from the case studies showed that the budget allocation can influence the implementation process both positive and negative way. If a project gets its demanded budget as per CCPP then there is a possibility to complete the project within the specified time without the intervention of other factors like pressure excessive rules and regulations, lack of proper coordination, and capacity of the PDs. On the other hand, less allocation of budget than the demand as per CCPP starts with some inbuilt challenges like revised the projects according to the budget. In maximum cases projects are not sustainable and failed to address the climate change.

The findings have direct indication that budget allocation is one of the most influential factors for implementing the climate change project as well as implementation of BCCSAP 2009. The findings also showed that the decision of budget allocation for the projects is fully depend on the decision of Trustee Board. The final approval of a project and budget allocation for that project is the sole authority of Trustee Board. The findings showed that the budget allocation was reduced from the beginning but the number of projects was increasing day by day. The Trustee Board is taking account of popular demand of people as well as the Member of Parliament. The budget allocation in this regard related with Patronage Politics and Political Economy that seems to play an important role in this situation not considering the direct influence of climate change.

7. Conclusion

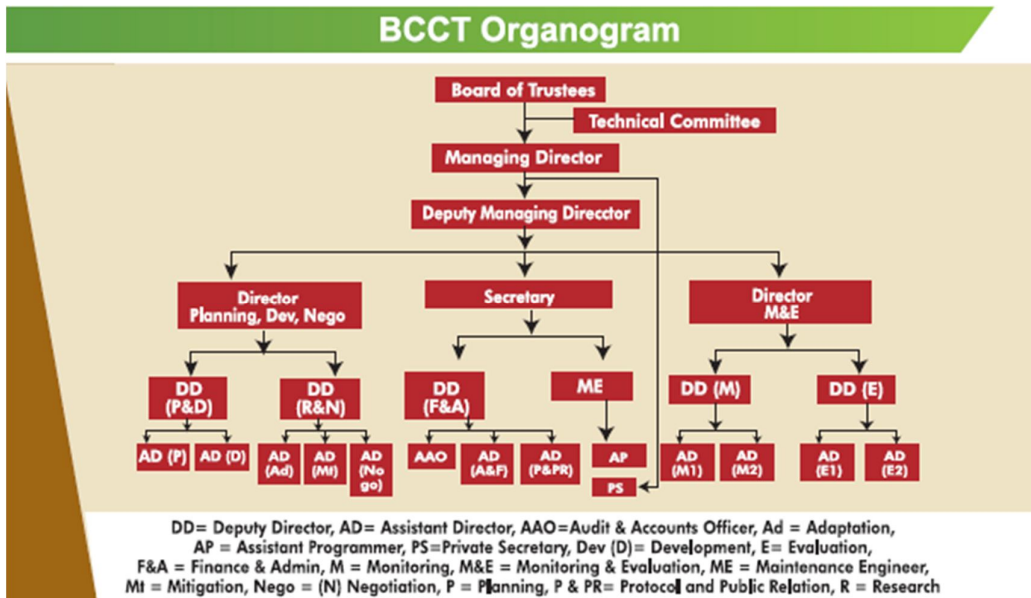
The Government linked the implementation of BCCSAP with the developmental targets of GOB specifically to achieve the target of SDGs, Seven Five Years Plan and Vision 2021. The BCCSAP 2009 is considered as a unique tool to address the climate induced vulnerabilities. The GOB is allocating fund to the BCCTF every year to enhance the capacity of the country to reduce the vulnerabilities induced by the climate change. As a new area the BCCT is facing challenges in the implementation process of BCCSAP. The study shows that the projects are concentrating mainly in three divisions: Barisal, Chittagong and Dhaka. Though the whole coastal area of Bangladesh is considered climate vulnerable, CC Projects in two coastal divisions have some logical ground, but the third division does not match with climatic vulnerabilities. On the other hand, the institutions do not have the capacity to formulate and implement climate change project within the controlled allocation of budget by the Trustee Board. Moreover, institutional and individual capacities are creating obstacles in the implementation process of BCCSAP.

Bangladesh Climate Change Trust is committed to the implementation process of BCCSAP but it faces several challenges because various types of factors are affecting the implementation process as well as BCCT activities. BCCT has many things to do for climate change project selection, budget allocation, project approval and finally, project implementation. But in reality, its role is simply like regulatory or managerial type government body. The implementing agencies play the most vital role in the implementation process. As a result, it will have to go a long way in order to achieve the climate adaptability and resilience through the proper implementation of BCCSAP in Bangladesh.

References

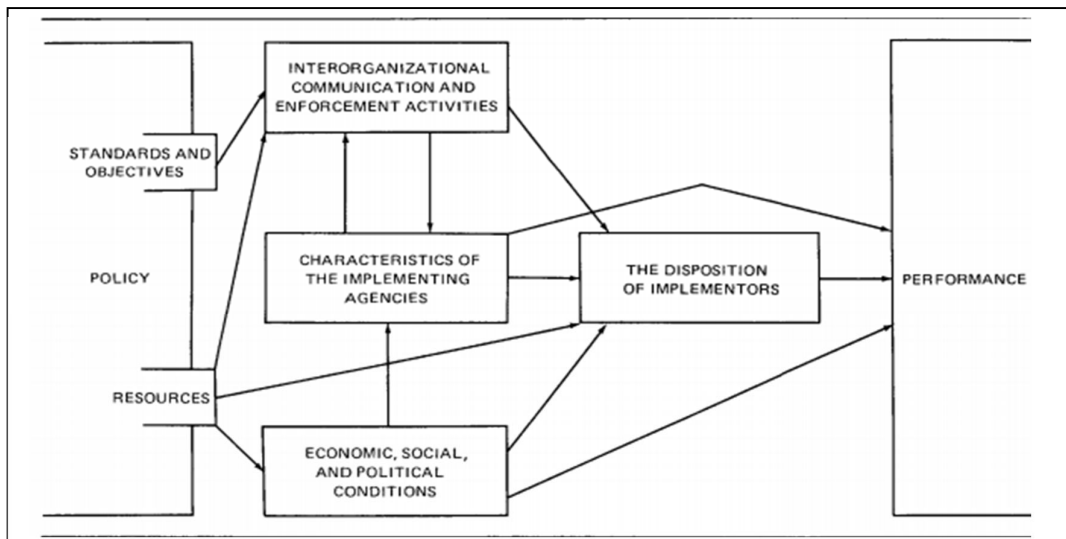
1. Ali, A., & Erenstein, O., (2017). Assessing farmer use of climate change adaptation practices and impacts on food security and poverty in Pakistan
2. Ayers, J and S. Huq. (2009). *The Value of Linking Mitigation and Adaptation: A Case Study of Bangladesh*. Environmental Management 43:753–764.
3. Ampaire, E., Okolo, W., Acosta, M., Jassogne, L., Twyman, J., Muindi, P., and Mwongera, C. (2016). *Barriers to successful climate change policy implementation in Tanzania*. CCAFS
4. Denissen, A. K. (2012). *Climate Change & its Impacts on Bangladesh*. Retrieved from <http://www.ncdo.nl/artikel/climatechange- its-impacts-bangladesh>
5. Finance Division (2014). Climate Fiscal Framework. Ministry of Finance Government of the People's Republic of Bangladesh
6. Government of the People's Republic of Bangladesh (2009). *Bangladesh Climate Change Strategy and Action Plan 2009*, Ministry of Environment and Forests
7. Government of the People's Republic of Bangladesh (2015). *7th Five Year Plan FY 2016- FY 2020 Accelerating Growth, Empowering Citizens*, General Economic Division, Planning Commission
8. Hickey, C. & Weis, T. (2012). *The challenge of climate change adaptation in Guyana: Climate and Development, 4(1)*. Taylor and Francis Online. Doi/abs/10.1080/17565529.2012.661036
9. Hill, M. and Hupe, P. (2002). *Implementing Public Policy: Governance in Theory and Practice*. London: Sage Publications.
10. Hoque, M. Z. (2015). *Climate Change Awareness and Risk Perception by the Coastal People of Bangladesh*. International journal of multidisciplinary research and development. 2(8): 431-440.
11. Huq, S. and J. M. Ayers. (2007). *Critical list: the 100 nations most vulnerable to climate change, in IIED Sustainable Development Opinion*. International Institute of Environment and Development: London.
12. Jain, R. B. (1987). *The Role of Bureaucracy in Policy Development and Implementation in India*. Southeast Asian Journal of Social Science, 15(2). pp. 20-39
13. Juhola, S., Haanpaa, S., Peltonen, L., (2012). Regional challenges of climate change adaptation in Finland: examining the ability to adapt in the absence of national level steering. The international Journal of Justice and Sustainability, 17(6-7). Taylor & Francis Online doi/abs/10.1080/13549839.2012.665860
14. Lamsal, K., Chaudhary, P., and Bhandari, K. H. (2014). *Climate Change Policy in Nepal: Challenges, Opportunities and Imperative*. LI-BIRD, Pokhara, Nepal.
15. Meter, D.S. V. and Horn, C., E.V. (1975). *The Implementation Process: A conceptual Framework*. Administration and society, 1975, 6:445.
16. Okolo, W., Twyman, J., Ampaire, E., and Acosta, M. (2015). *Barriers to successful climate change policy implementation in Uganda*. CCAFA
17. Rahman M. S. & Giessen, L. (2016). The power of public bureaucracies: forest-related climate change policies in Bangladesh (1992–2014). Climate Policy. Taylor & Francis Online. Doi/abs/10.1080/14693062.2016.1197093
18. Saxena, N. C. (2009). Climate Change and Food Security in India. The United Nations Development Programme (UNDP), India
19. Shaw, R. Mallick, F. and Islam, A. eds. (2013). *Disaster Risk Reduction Methods Approaches and Practice: Climate Change Adaptation Action in Bangladesh*. Springer, Tokyo, Japan.
20. TIB (2017). *Climate Finance and Local Government Institutions: Governance in Project Implementation*.
21. Rai, N., Huq, S., & Huq, M. J. (2014). *Climate resilient planning in Bangladesh: a review of progress and early experiences of moving from planning to implementation*. DOI: 10.1080/09614524.2014.908822 <http://dx.doi.org/10.1080/09614524.2014.908822>

Figure 1: Organogram of BCCT



Source: Booklet of BCCT 2016

Figure 2: A Model of Policy implementation Process



Source: Adopted from Meter and Horn 1975

Table 1: Thematic Area wise Project Distribution

| Serial No | Thematic Area | Total Project |
|-----------|---|---------------|
| 1 | Food security, Social protection and Health | 26 (10%) |
| 2 | Comprehensive Disaster Management | 2 (1%) |
| 3 | Infrastructure | 173 (69%) |
| 4 | Research and knowledge Management | 11 (4%) |
| 5 | Mitigation and Low Carbon Development | 36 (14%) |
| 6 | Capacity Building and Institutional strengthening | 8 (2%) |

Source: Annual Report 2016 of BCCT

Endnote

¹ ‘Upazila’ is a Bengali word means sub-district.