



# NATIONAL STRATEGY ON THE MANAGEMENT OF DISASTER AND CLIMATE INDUCED INTERNAL DISPLACEMENT (NSMDCIID)

REVISED DRAFT



Ministry of Disaster Management and Relief

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# NATIONAL STRATEGY ON THE MANAGEMENT OF DISASTER AND CLIMATE INDUCED INTERNAL DISPLACEMENT (NSMDCIID)

Revised Draft 2020

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# ACRONYMS

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<b>AR</b>	Assessment Report
<b>BCAS</b>	Bangladesh Centre for Advanced Studies
<b>BCCSAP</b>	Bangladesh Climate Change Strategy and Action Plan
<b>BCCTF</b>	Bangladesh Climate Change Trust Fund
<b>BWDB</b>	Bangladesh Water Development Board
<b>C3ER</b>	Centre for Climate Change and Environmental Research
<b>CCA</b>	Climate Change Adaptation
<b>CDMP</b>	Comprehensive Disaster Management Programme
<b>CEGIS</b>	Centre for Environmental and Geographic Information Services
<b>CRA</b>	Community Risk Assessment
<b>CSO</b>	Civil Society Organisation
<b>DCIID</b>	Disaster and Climate Induced Internal Displacement
<b>DCIIDPs</b>	Disaster and Climate Induced Internally Displacement Persons
<b>DDCC</b>	District Development Coordination Committee
<b>DDM</b>	Department of Disaster Management
<b>DDMP</b>	District Disaster Management Plan
<b>DEMO</b>	District Employment and Manpower Office
<b>DHS</b>	Demographic and Health Surveys
<b>DMA</b>	Disaster Management Act
<b>DMF</b>	Displacement Management Framework
<b>DoYD</b>	Department of Youth Development
<b>DRR</b>	Disaster Risk Reduction
<b>DS</b>	Displacement Solutions
<b>FGD</b>	Focus Group Discussion
<b>GED</b>	General Economic Division
<b>GIS</b>	Geographic Information Systems
<b>GoB</b>	Government of Bangladesh
<b>HIES</b>	Household Income and Expenditure Surveys
<b>HLP</b>	Housing, Land and Property
<b>IASC</b>	Inter-Agency Standing Committee
<b>IBP</b>	Issue Based Project

<b>ICCCAD</b>	International Centre for Climate Change and Development
<b>IDP</b>	Internally Displaced Person
<b>IDMC</b>	Internal Displacement Monitoring Centre
<b>ILO</b>	International Labour Organisation
<b>IOM</b>	International Organization for Migration
<b>IPCC</b>	Intergovernmental Panel on Climate Change
<b>LGED</b>	Local Government Engineering Department
<b>PMO</b>	Prime Minister’s Office
<b>SLR</b>	Sea Level Rise
<b>MMC</b>	Migration Management Cycle
<b>MoA</b>	Ministry of Agriculture
<b>MoCAT</b>	Ministry of Civil Aviation and Tourism
<b>MoCHTA</b>	Ministry of Chittagong Hill Tracts Affairs
<b>MoCA</b>	Ministry of Cultural Affairs
<b>MoDMR</b>	Ministry of Disaster Management and Relief
<b>MoE</b>	Ministry of Education
<b>MoEFCC</b>	Ministry of Environment, Forest and Climate Change
<b>MoEWOE</b>	Ministry of Expatriates’ Welfare and Overseas Employment
<b>MoF</b>	Ministry of Finance
<b>MoFL</b>	Ministry of Fisheries and Livestock
<b>MoF</b>	Ministry of Food
<b>MoHFW</b>	Ministry of Health and Family Welfare
<b>MoHA</b>	Ministry of Home Affairs
<b>MoHPW</b>	Ministry of Housing and Public Works
<b>MoLE</b>	Ministry of Labour and Employment
<b>MoL</b>	Ministry of Land
<b>MoLIPA</b>	Ministry of Law, Justice and Parliamentary Affairs
<b>MoLGRDC</b>	Ministry of Local Government, Rural Development and Co-operatives
<b>MoP</b>	Ministry of Planning
<b>MoPME</b>	Ministry of Primary and Mass Education
<b>MoPEMR</b>	Ministry of Power, Energy and Mineral Resources
<b>MoPA</b>	Ministry of Public Administration
<b>MoRTB</b>	Ministry of Road Transport and Bridges
<b>MoSW</b>	Ministry of Social Welfare
<b>MoWR</b>	Ministry of Water Resources

<b>MoWCA</b>	Ministry of Women and Children Affairs
<b>NAPA</b>	National Adaptation Programmes of Action
<b>NDMAC</b>	National Disaster Management Advisory Committee
<b>NGO</b>	Non-governmental Organization
<b>NID</b>	National Identity Card
<b>NPDM</b>	National Plan for Disaster Management
<b>NRP</b>	National Resilience Programme
<b>NSMDCIID</b>	National Strategy for Management of Disaster and Climate Induced Internal Displacement
<b>NTFoD</b>	National Task Force on Displacement
<b>PDD</b>	Platform on Disaster Displacement
<b>PKSF</b>	Palli Karma-Sahayak Foundation
<b>PROKAS</b>	Promoting Knowledge for Accountable System
<b>RBA</b>	Rights-based Approach
<b>RMG</b>	Ready-made Garments
<b>RMMRU</b>	Refugee and Migratory Movements Research Unit
<b>RRAP</b>	Risk Reduction Action Plan
<b>SADD</b>	Sex, Age and Disability
<b>SCMR</b>	Sussex Centre for Migration Research
<b>SDF</b>	Social Development Framework
<b>SDGs</b>	Sustainable Development Goals
<b>SLR</b>	Sea Level Rise
<b>SME</b>	Small and Medium Enterprises
<b>SOD</b>	Standing Orders on Disaster
<b>TAC</b>	Technical Advisory Committee
<b>TCLM</b>	Temporary Circular Labour Migration
<b>UDMC</b>	Union Disaster Management Committee
<b>UDMP</b>	Union Disaster Management Plan
<b>UMIC</b>	Upper Middle-Income
<b>UNCRPD</b>	United Nations Convention on the Rights of Persons with Disabilities
<b>UNDP</b>	United Nations Development Programme
<b>UNDRR</b>	United Nations Office for Disaster Risk Reduction
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UzDCC</b>	Upazila Development Coordination Committee
<b>UzDMP</b>	Upazila Disaster Management Plan



State Minister  
Ministry of Disaster Management and Relief  
Government of the People's Republic of Bangladesh

## FOREWORD

In September 2015, my ministry, the Ministry of Disaster Management and Relief (MoDMR) under its Comprehensive Disaster Management Programme II (CDMP) prepared a “National Strategy on the Management of Disaster and Climate Induced Internal Displacement” on the basis of UN Sendai Framework, UN Guiding Principles on Internal Displacement as well as the 2030 agenda of Sustainable Development Goals (SDGs). After returning from the 6th session of Global Platform for Disaster Risk Reduction, I was convinced that the draft national strategy should be updated to incorporate all the recent developments that took place in the global context before its final adoption.

I thank Professor Tasneem Siddiqui of Refugee and Migratory Movements Research Unit (RMMRU) and her team for preparing the first draft and also for revising and updating the document at a later stage. The ministry also thanks Bangladesh Centre for Advanced Studies (BCAS), International Centre for Climate Change and Development (ICCCAD), Centre for Climate Change and Environmental Research (C3ER), and PROKAS project of British Council, supported by UKaid and Raoul Wallenberg Institute of Lund University for collaborating in the revision process.

I deeply acknowledge the contribution of CDMP II for successfully drafting the National Strategy on the Management of Disaster and Climate Induced Internal Displacement. I also thank UKaid, European Union, Norwegian Embassy, Swedish Embassy, Australian Aid and UNDP for supporting the ministry in preparation of the original draft strategy. I am also grateful to all relevant ministries, departments and agencies as well as civil society organisations which took part in different consultations and enriched the document with their valuable insights.

Currently my ministry has taken the initiative for securing inter-ministerial endorsement. We plan to incorporate all comments from different ministries and proceed towards adoption. I am confident that soon we will be able to transform the draft into a National Strategy.

Joy Bangla  
Joy Bangabandhu

**Dr. Enamur Rahman, MP**



# ACKNOWLEDGMENT

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Due to disaster and climate change events a large number of Bangladeshis experience displacement annually. Global estimate conducted in 2015 by Internal Displacement Monitoring Centre (IDMC) estimates that one out of every seven Bangladeshis will be displaced by 2050. The government of Bangladesh (GoB) realizes the severe consequences of disaster in respect to rights and entitlements of those who are displaced.

The Ministry of Disaster Management and Relief (MoDMR) observes that National Adaptation Programme of Action (NAPA, 2005) and Bangladesh Climate Change Strategy and Action Plan (BCCSAP, 2009) have not adequately addressed the issue of disaster and climate induced displacement. Standing Orders on Disaster (SOD) prepared by the GoB provide more detail instructions to different actors at national and sub-national levels on managing displacement. However, the focus is overwhelmingly on the initial emergency shelter.

In 2015, the Ministry of Disaster Management and Relief under its Comprehensive Disaster Management Programme II (CDMP) decided to prepare a “National Strategy on the Management of Disaster and Climate Induced Internal Displacement.” We at RMMRU are deeply grateful to the ministry for bestowing the task of preparing the document on RMMRU under my leadership. Over a period of six months I along with my two RMMRU colleagues Dr. Mohammad Towheedul Islam and Zohra Akter, Senior Research Fellow, RMMRU have drafted the strategy on the basis of UN Sendai Framework, UN Guiding Principles on Internal Displacement as well as the 2030 agenda of Sustainable Development Goals. After returning from 6<sup>th</sup> session of Global Platform for Disaster Risk Reduction in June 2019, Dr. Enamur Rahman, MP, Hon’ble State Minister, MoDMR, expressed his desire to update the document before final adoption.

Upon advice from the minister RMMRU, in collaboration with Bangladesh Centre for Advanced Studies (BCAS), International Centre for Climate Change and Development (ICCCAD), Centre for Climate Change and Environmental Research (C3ER), and PROKAS project of British Council, supported by UKaid has revised the draft by the end of September 2019.

The state minister, Dr. Enamur Rahman, MP, has committed to place the document through inter-ministerial process and steer it towards adoption. In order to assist the minister to successfully transform the draft into a strategy, we decided to publish a monograph on the draft strategy along with comments of experts, professionals and civil society representatives. The comments of experts and activists are placed in Annex 3.

I take this opportunity to show our deep gratitude to Hon’ble State Minister Dr. Enamur Rahman, MP, Ministry of Disaster Management and Relief (MoDMR), for entrusting RMMRU to lead the revision process. We express our heartiest appreciation to Mr. Md. Mohsin, Additional Secretary of MoDMR for steering the revision process on behalf of the ministry and for his insightful comments.

While preparing the original draft, CDMP II organised a series of consultations to secure input on the draft document. All relevant ministries, civil society organisations as well as development partners took part in those consultations. RMMRU deeply acknowledges their contribution in developing the strategy. Along with the ministry, we also thank UKaid, European Union, Norwegian Embassy, Sweden, Australian Aid and UNDP for providing RMMRU the opportunity to prepare the original draft strategy. We also thank the team members of National Resilience Programme (NRP) who had three consultations with revision team and provided their valuable inputs line by line.

On 1<sup>st</sup> October 2019, a national consultation was organised to share the revised draft and take input from different government ministries, departments and agencies as well as civil society and development partners. The document was shared with the participants prior to the event. RMMRU offers its heartfelt thanks to all of those who provided their valuable insights and put forward important suggestions during the course of the day-long event. We have tried to incorporate those in this revised document. We also thank COAST Trust for organizing a half a day workshop on the strategy on 2<sup>nd</sup> November 2019. We have also incorporated suggestions provided by civil society organisations during that consultation.

A Bangla version of the document is available on [www.rmmru.org](http://www.rmmru.org). We, along with all stakeholders wholeheartedly hope that the government will soon go through the process of adopting the strategy.



**Professor Tasneem Siddiqui**

RMMRU

20 January 2020

# 1. INTRODUCTION

## 1.1 BACKGROUND

The notions of “climate migration” in general and “disaster and climate induced internal displacement” in particular have become important issues of discussion in recent times. In its latest Assessment Report – AR5, the Intergovernmental Panel on Climate Change (IPCC) devoted an entire section explaining the complex relations between climate change and migration/displacement. The crisis of disaster and climate induced displacement is already unfolding across the globe. Papua New Guinean atolls, Tuvalu, Kiribati, Vanuatu and the Maldives have begun taking necessary actions to address this crisis at the national level.

Bangladesh is widely considered to be one of the most vulnerable countries to global climate change. Due to its unique geographical features, Bangladesh suffers from regular hazards, including floods, tropical cyclones, storm surges and droughts. These hazards, when mixed with vulnerable and exposed social conditions, lead to loss of life, damage to infrastructure and adversely impact the livelihoods of the people and often displace individuals and communities from their habitual residence. As a result of climate change, it is expected that all of these natural hazards that are already causing displacement will increase in frequency and intensity in the coming years. Scholars, therefore, argue that the greatest single impact of climate change might be on human migration/displacement.

Recent estimates suggest that by 2050 one in every 45 people in the world<sup>1</sup> and one in every 7 people in Bangladesh<sup>2</sup> will be displaced by climate change. The Internal Displacement Monitoring Centre (IDMC) estimates that more than 4.7 million people were displaced due to disasters in Bangladesh between 2008 and 2014.<sup>3</sup> Mid-year figures (2019) of the same organization estimates that about 1.7 million people were evacuated across 23 districts in Bangladesh, most of them in coastal areas such as Bhola, Khulna, and Patuakhali.<sup>4</sup> A RMMRU-SCMR projection based on population census (2013) estimates that from 2011 to 2050, as many as 16 to 26 million people would move out from their places of origin in Bangladesh due to a number of climatic hazards<sup>5</sup>. These flows would include both internal displacement and other forms of labour migration predominantly within country.

A study by Displacement Solutions<sup>6</sup> found that the key driver of displacement in the coastal regions of Bangladesh is the increasing tidal water height (leading to tidal flooding), while tropical cyclones and storm surges are found to be secondary causes of displacement in the coastal areas. Sea level rise (SLR) from climate change is anticipated to worsen many of these processes and to subsume up to 13 percent

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1 Brown, O. (2008). *Migration and Climate Change. IOM Migration Research Series. No. 31.* IOM: Geneva.

2 CDMP II. (2014). *Trends and Impact Analysis of Internal Displacement due to the Impacts of Disasters and Climate Change.* CDMP: Dhaka.

3 IDMC. (2015). *Global Estimates 2015: People Displaced by Disasters,* IDMC: Geneva.

4 IDMC. (2019). *Mid Year Figures: Internal Displacement from January to June 2019,* IDMC: Geneva

5 Kniveton, D. Rowhani, P. Martin, M. (2013). *Future Migration in the Context of climate change, Climate Change Related Migration in Bangladesh.* Briefing Paper No 3, Brighton: Sussex Centre for Migration Research, Refugee and Migratory Movements Research Unit: Dhaka

6 Displacement Solutions. (2012). *Climate Displacement in Bangladesh| The Need for Urgent Housing, Land and Property(IHLP) Rights Solutions,* DS: Geneva

of Bangladesh's coastal land by 2080. The most critical and foreseeable impact of SLR is the salinity intrusion of cultivable land, soil and water affecting agro-based livelihoods of coastal population. This is one of the key triggers of displacement in the coastal area. On the other hand, riverbank erosion and river flooding are the key drivers of displacement in the mainland regions. Northwestern districts of Bangladesh regularly face drought and it also creates displacement<sup>7</sup>. Bangladesh is highly risk prone to earthquake due to its geographical location amongst several active faults. Bangladesh stands on the northeastern corner of the Indian plate<sup>8</sup>. Given that the country's seismic risk may be higher than previously recognized, with an active subduction zone and mega-thrust fault placing the region at risk of an earthquake. Earthquake would also create major displacement both in the urban and peri-urban areas.

The growing realization of the need to address the climate induced displacement issue is evident at the national and international levels. Vanuatu has already produced a policy on disaster and climate-related displacement, and Fiji has adopted new guidelines on resettlement in the context of climate change impacts. The Cancun Adaptation Framework (2010), the Sendai Framework for Disaster Risk Reduction (2015-2030) and other international instruments, for example, have emphasized the need to tackle this daunting challenge both at the national and international levels. Informed by this growing awareness coupled with its strong commitments to disaster risk reduction (DRR) and climate change adaptation (CCA), the Government of Bangladesh (GoB) has developed this National Strategy on the Management of Disaster and Climate Induced Internal Displacement (NSMDCIID) (hereafter called the Strategy). This Strategy does not cover all aspects of migration. It only concentrates on the population internally displaced as a consequence of disaster and climate hazards.

## 1.2 RATIONALE

The GoB recognizes that displacements have grave implications for the rights and entitlements of individuals and communities who experience displacement. Affected persons may face multiple human rights challenges in the aftermath of disasters. For example, their safety and security is compromised; they experience gender-based violence, unequal access to assistance, basic goods and services and discrimination in aid provision; abuse, neglect and exploitation of children; family separation, particularly for children, older persons, persons with disabilities and other individuals who may rely on family support for their survival; loss/destruction of personal documentation and difficulties to replace them, in particular due to inadequate birth registration mechanism; inadequate law enforcement mechanism and restricted access to a fair and efficient justice system; lack of effective feedback and complaint mechanisms; unequal access to employment and livelihood opportunities; forced relocation; unsafe or involuntary return or resettlement of persons displaced by the disaster; or lack of property restitution and access to land.<sup>9</sup>

The GoB has recently adopted the Bangladesh Delta Plan 2100 that aims to achieve 'safe, climate resilient and prosperous Delta' by 2100. This new plan acknowledges the pressure on urbanization arising from migration and displacement due to disasters and climatic hazards. It therefore underscores

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7 Habiba U., Hassan A.W.R., Shaw R. (2013) Livelihood Adaptation in the Drought Prone Areas of Bangladesh. In: Shaw R., Mallick F., Islam A. (eds) *Climate Change Adaptation Actions in Bangladesh. Disaster Risk Reduction (Methods, Approaches and Practices)*. Springer, Tokyo

8 There are two major structures relative to the plate boundary, namely the Dauki fault and the Indian-Burma plate boundary fault

9 Inter-Agency Standing Committee (2011) *IACS Operational Guidelines on the Protection of Persons in Situations of Natural Disasters*. Brookings Bern Project on Internal Displacement: Washington.

the need to manage such flows in an orderly manner through systematic interventions. However, the GoB is mindful of the fact that its National Adaptation Programmes of Action (NAPA, 2005) has not prescribed any adaptation programmes or projects specifically related to the issue of disaster and climate induced internal displacement (DCIID). The GoB's main climate change strategic framework, the Bangladesh Climate Change Strategy and Action Plan (BCCSAP, 2009) only focuses on the monitoring of such flows without spelling out a detailed plan of action for it. Furthermore, although the Disaster Management Act (DMA, 2012) makes passing reference to the importance of emergency shelter, and to resettlement or planned relocation in the context of 'rehabilitation', it provides no guidance, does not invoke the international standards that address these phases of displacement, and does not create any institutional arrangements/national taskforce/national committees to deal with the issue. Although the Standing Orders on Disaster (SOD, 2013) provide more detailed instructions to different actors at national and sub-national levels. The focus is overwhelmingly on the initial emergency shelter phase, with limited of measures that can be taken to prevent displacement from occurring in the first place, or to measures that can be taken to facilitate durable solutions to displacement in the longer term. As with the Disaster Management Act, the SODs also do not invoke international standards relating to displacement. The GoB, therefore, recognizes that there is a clear gap in the broader strategic policy framework, specific legal mandate and dedicated institutional arrangements to deal with the issue.

The GoB is aware that emerging 'soft-law' on internal displacement argues for a rights-based approach (RBA). This approach, whose cornerstone is the 1998 UN Guiding Principles on Internal Displacement, recognizes that displaced persons are entitled to enjoy, in full equality, the same rights and freedoms under international and domestic law as do other persons in their country, in particular in relation to housing, land and property rights. It further acknowledges that States bear the primary responsibility to protect the rights of these affected people.

The GoB recognizes that it is important to shift its traditional approach to the displacement issue from relief-oriented to a more proactive and comprehensive displacement management, if it wants to address the displacement issue from a rights-based perspective. Such a new approach to displacement should incorporate DRR/CCA as reflected in the Sendai Framework for DRR (2015-2030) as well as in the Nansen Initiative's Protection Agenda, which is currently being implemented by the Platform on Disaster Displacement.

Addressing displacement as part of a national DRR and CCA strategy aligns well with the emerging international consensus, reflected in the Protection Agenda that was endorsed by 109 states in 2015, that displacement in the context of disasters and climate change can to some extent be prevented through effective DRR and CCA measures. Where displacement cannot be prevented, rights-based measures should be in place to protect people during evacuation and throughout displacement until durable solutions such as return, local integration or resettlement can be facilitated. This approach is echoed in the Co-Chairs' Summary of the 2019 Global Platform on Disaster Risk Reduction, where it is recognized that 'governments and the international community must do more to reduce the risk of disaster displacement before disasters strike. Disaster risk reduction strategies and policies should address the drivers and consequences of disaster displacement and contribute to durable solutions. Climate change mitigation policies are necessary towards this end. Climate and disaster risks also need to be considered as factors of migration.' Similar language is found in the 2018 Global Compact on Safe, Orderly and Regular Migration.

Against this backdrop, this Strategy has been developed with a view to managing disaster and climate induced internal displacement (DCIID) in a comprehensive and rights-based manner. The Strategy should be seen as part of the action plan for the GoB to implement the Sendai Framework and its commitment to the Platform on Disaster Displacement, a state-led global initiative on disaster-induced displacement chaired by Bangladesh from 2018-2019. In particular, the Strategy will spell out programmatic interventions to include disaster displacement and human mobility challenges in local, national and regional DRR strategies; to integrate strategies with regional climate change actions; and to initiate systematic data collection on disaster displacement as recommended by the Platform on Disaster Displacement. It is believed that this new comprehensive approach to displacement would ensure sustainable outcomes as it is in line with the GoB's Social Development Framework (SDF) and other national and international DRR, CCA policy frameworks. Most importantly, the GoB is committed to implementing the UN Sustainable Development Goals (SDG). The Strategy is an attempt to attain the SDGs with regard to disaster and climate induced internal displacement.

### **1.3 VISION, GOAL AND OBJECTIVE OF THE STRATEGY**

The long-term vision of the Strategy is to make vulnerable communities in Bangladesh resilient to climate change and disasters through sustainable management of disaster and climate induced internal displacement. The goal of the Strategy is to set out a comprehensive and realistic rights-based framework that respects, protects and ensures the rights of disaster and climate induced internally displaced persons (DCIIPDs) in different stages of displacement and during the search for durable solutions. Given this goal, the objectives of the Strategy, therefore are to:

- i Create common and coherent basis for policy directions and action plans at the national and local levels.
- ii. Adopt both preventive and adaptive measures to minimize the internal displacement caused by climate-related disasters.
- iii. Guide development of sectoral programmes for the creation of conducive environments for safe, voluntary and dignified return/integration or relocation/resettlement of the DCIIPDs
- iv. Ensure effective and efficient management and access to entitlements; promote livelihood opportunities and overall human development of DCIIPDs as part of the inclusive development programmes of the GoB.

### **1.4 SCOPE OF THE STRATEGY**

The Strategy focuses solely on internal displacement caused by climate-related disasters and not cross-border displacement issues. The document aims to chalk out a comprehensive strategy covering all three phases of displacements—(i) pre-displacement, (ii) during displacement and (iii) post-displacement (durable solutions). The multidimensional characteristics of the Strategy require participation of all relevant ministries with a target to integrate the concerns of DCIIPDs into the existing programmes of all these ministries.

Based on the findings of the different studies on disaster and climate-related displacements in Bangladesh including the Trends and Impact Analysis of Internal Displacement due to the Impacts of

Disasters and Climate Change by the Comprehensive Disaster Management Programme (CDMP) II and the national consultations<sup>10</sup>, the Strategy focuses on the following climate/weather-related hazards that induce displacements in Bangladesh – flood, coastal and riverbank erosion, cyclones and storm surges, droughts, water-logging, salinity, and land slide in the hilly region.

## **1.5 DEFINITION OF DISASTER AND CLIMATE INDUCED INTERNALLY DISPLACED PERSONS (DCIIDPs)**

The term “displacement” refers to a situation of forced movement and applies both to those forced to leave their countries and those forced to leave their communities but who remain within the borders of their country (internally displaced persons or IDPs).

One of the most widely agreed definitions of the IDPs is the definition laid out in the UN Guiding Principles on Internal Displacement. It defines the internally displaced persons as:

“Persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border”.

This is a broad definition and focuses on multiple factors that induce displacement. Narrowing the breadth of the definition, the Peninsula Principles, however, define climate induced displacement in the following way, “Climate displacement means the movement of people within a state due to the effects of climate change, including sudden and slow-onset environmental events and processes, occurring either alone or in combination with other factors”.

This definition, however, essentially misses two basic elements of such movements. For example, the forced/involuntariness associated with such movements and the temporal dimension of it. Therefore, the Strategy defines disaster and climate induced internally displaced persons (DCIIDPs) in the following way,

*“Persons, group of persons, households, or an entire community who have been forced or obliged to flee or to leave their homes or places of habitual residence temporarily or permanently or who have been evacuated as a result of disasters caused by sudden and slow-onset climatic events and processes, and who have not crossed an internationally recognized State border.”*

In line with the definition laid out in the Peninsula Principles, this definition recognizes that climate induced displacement can be caused by both sudden-onset (e.g. as cyclones, flash floods, storm surges) and slow-onset (e.g. drought, salinity intrusion, water logging) disasters. Though there is no accepted dividing line between sudden and slow-onset disasters, distinguishing between them has important implications for strategic responses to displacement. In sudden-onset context, movement generally is caused by push factors as a survival response while in the slow-onset context; movement generally takes the form of livelihood migration as a more premeditated strategic decision. Therefore, in case of slow onset disasters the distinction is sometimes blurred as people may choose to migrate before a crisis

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<sup>10</sup> See Annex 2 for Methodology

becomes acute. Rapid onset climate induced displacement calls for emphasis on recovery strategy while slow-onset needs to be addressed through preparedness and adaptation strategy.

One of the key aspects of this definition is the inclusion of the temporal dimension with recognition of both -temporary and permanent forms of displacement. Making a distinction between temporary and permanent forms of displacement has many practical implications for responding to the protection gaps<sup>11</sup>. However, defining them in concrete terms has long bewildered scholars and practitioners. In general, temporary climate induced internal displacement may be defined as a form of displacement which is made necessary by a climatic disaster leaving open the possibility of return in a short or medium term, while displacement with no prospect of return in a long or very long term can be termed as permanent<sup>12</sup>.

To overcome the definitional quagmire for all practical purposes, the Strategy follows the categorization of the displaced people as outlined in the CDMP's study on displacement in which internally displaced people have been divided into three categories: (i) temporarily displaced, (II) in-between temporarily and permanently displaced; and (iii) permanently displaced<sup>13</sup>. "The temporarily displaced category includes those households that tend to be displaced during the onset of disasters. These households are displaced temporarily to neighbours' and relatives' houses, adjacent elevated roads preferably on embankments, nearby shelters and other sustained structures, and return to their original habitat when the situation improves. The maximum staying duration of this category is 6 months in a year. The category in-between temporarily and permanently displaced includes those households that are displaced to adjacent areas but are not settled permanently; rather they tend to be displaced again and again. On the other hand, the permanently displaced category includes those households that are displaced permanently to distant locations presumably safe from the selected disasters."<sup>14</sup>

11 Zetter, R. (2011). *Protecting environmentally displaced people: Developing the capacity of legal and normative frameworks*. Refugee Studies Centre: Oxford.

12 Westra, L. (2009). *Environmental justice and the rights of ecological refugees*. Earthscan: London.

13 CDMP II. (2014). *Trends and Impact Analysis of Internal Displacement*. Op. cit.

14 Ibid, p. 43

## THE KEY INTERNATIONAL DOCUMENTS ON IDPS

### The UN Guiding Principles on Internal Displacement

The UN Guiding Principles on Internal Displacement is the most widely recognized normative framework for dealing with internal displacement. It enumerates that internally displaced persons shall enjoy, in full equality, the same rights and freedoms under international and domestic law as do other persons in their country. They shall not be discriminated against in the enjoyment of any rights and freedoms on the ground that they are internally displaced. It, thus, provides a set of legal norms to states in shaping national laws and policies, and clarifies how they may apply to internal displacement settings. This normative framework follows a distinctive approach of restating and tailoring the international human rights norms and guarantees that are relevant to the protections of displaced persons.

### Nansen Principles

Building upon Nansen's legacy, the Nansen Principles stress that states have a primary duty to protect their populations and give particular attention to the special needs of the people most vulnerable to and most affected by climate change and other environmental hazards, including the displaced, hosting communities and those at risk of displacement. It further focuses on strengthening of prevention and resilience at all levels, particularly through adequate resources. It also highlights that national and international policies and responses, including planned relocation, need to be implemented on the basis of non-discrimination, consent, empowerment, participation and partnerships with those directly affected, with due sensitivity to age, gender and diversity aspects. The voices of the displaced or those threatened with displacement, loss of home or livelihood must be heard and taken into account, without neglecting those who may choose to remain.

## **1.6 TOWARDS AN INTEGRATED APPROACH TO DISASTER AND CLIMATE INDUCED INTERNAL DISPLACEMENT (DCIID):**

The vision of the GoB is to ensure people's socio-economic emancipation and to achieve the upper middle-income (UMIC) status by eliminating extreme poverty by 2030, and by becoming a prosperous country by 2041. Addressing climate change and disaster management is an integral part of its strategic vision. Towards this end, the GoB has been aligning and developing different social policies, programmes and strategies through its broader Social Development Framework (SDF).

This Strategy must be seen as a part of the SDF, that forms a wider umbrella incorporating the Government's poverty reduction strategy and strategies on education, health, nutrition, population, sanitation and water supply, financial inclusion, women and gender empowerment, social inclusion of ethnic and religious minorities, persons with disability, the extreme poor and floating population, environmental protection, climate change management, disaster management, social security and overall sustainable development. The aim of this framework is to have a comprehensive and consistent set of policies that can help Bangladesh achieve equity and social justice in the context of its development effort.

This Strategy builds upon the country's long history of resilient community, climate sensitive interventions and disaster risk reduction efforts. Over time, the GoB has shifted its focus from conventional response and relief approach to a more comprehensive risk reduction approach in order to make communities more resilient to disaster and climate change by aligning humanitarian and development approaches and action on disaster risk reduction. This shift is also evident in the Sendai Framework for DRR that adopts a comprehensive approach to disaster risk reduction from prevention through to response and reconstruction. The Strategy takes this new disaster management approach into cognizance to make its strategic responses more comprehensive and proactive.

Since strategic responses cannot simply be assumed to be neutral activities affecting everyone equally and in a positive way, any viable approach to displacement should be based on the principles of human rights enshrined in the international and regional human rights instruments. As a State party Bangladesh has ratified a number of international and regional human rights instruments, therefore it is responsible for respecting, protecting and fulfilling the human rights of its citizens and other persons under its jurisdiction, addressing positive obligations to ensure equality and non-discrimination on grounds such as ethnicity, disability status, age, gender, nationality, political opinion, religious belief and so forth. Notwithstanding the humanitarian impetus of national disaster management policies/plans in Bangladesh, and certain international provisions on specific aspects of disaster response, human rights law provides an important and comprehensive international legal framework to guide humanitarian response activities.

Rights-based approach (RBA), thus, provides necessary standards for risk reducing interventions, humanitarian assistance and search for durable solutions to displacement. The RBA to disaster and climate induced internal displacement (DCIID) is primarily based on rights and entitlements of the displaced population as enshrined under national and international human rights instruments including economic, social and cultural rights as well as the right to access to information and participation in decision-making. Furthermore, since the poor, floating people, persons with disabilities<sup>15</sup>, ethnic and

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<sup>15</sup> The United Nations Convention on the Rights of Persons with Disabilities (UNCRPD), in particular Article 11 of the Convention, asks State Parties to take necessary measures to ensure protection of persons with disabilities during humanitarian emergencies and natural disasters.

religious minorities and other marginalized groups generally face disproportionate levels of risk in any internal displacement situation; RBA gives particular attention to prioritizing their needs and ensuring their protection. It also takes due cognizance of the principles of equality and non-discrimination.

Integration of these two approaches – DRR and RBA – is important for sustainable management of DCIID and making individuals and communities more resilient to climate change and disasters. An integrated approach to DCIID, thus, makes the Strategy more comprehensive and at the same time ensures the protection of rights of the displaced population, whose voices and concerns are often overlooked. Guided by this integrated approach, the Strategy has developed a Displacement Management Framework (DMF) in line with IOM’s Migration Management Cycle (MMC) to identify appropriate responses/interventions during different phases of displacement.

The DMF is comprehensive and realistic in the sense that it clearly identifies different phases of displacement and spells out strategic responses to deal with displacement. More importantly, the strategic responses in different phases of displacement are guided by human rights considerations of the displaced population and thus they aim to protect the rights and entitlements of the displaced in general and the poor and marginalized groups in particular during different phases of displacement.

The Guiding Principles on Internal Displacement focus on the different obligations of states to (i) prevent displacement, (ii) protect people during displacement and (iii) facilitate durable solutions. This is the cornerstone of human rights approach to displacement. It allows for both short term and longer term displacement, and highlights that state obligations relating to displacement start well before the imminence of a particular hazard event.

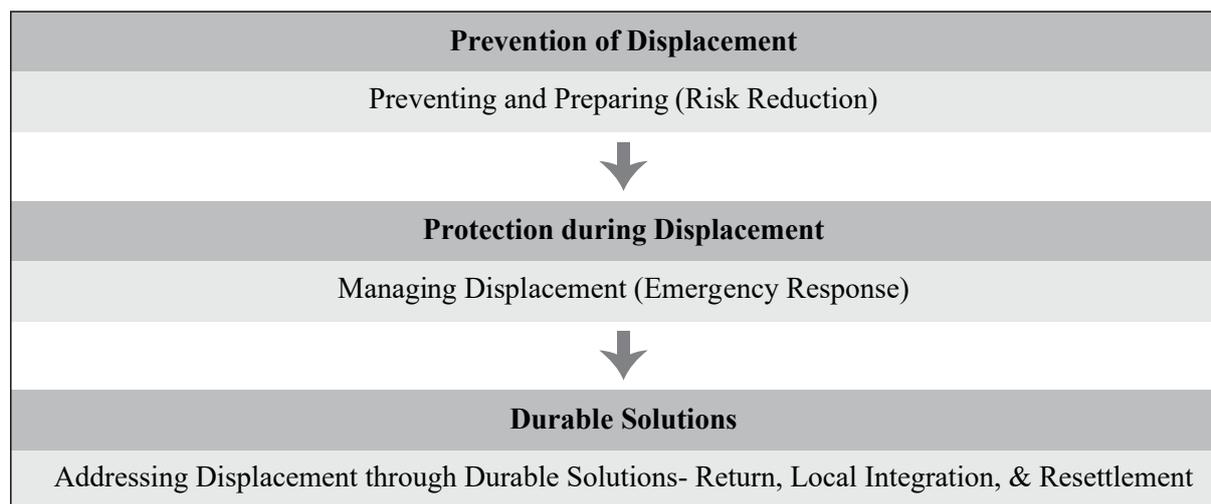


Diagram 1: Displacement Management Framework

Diagram 1 shows that while strategic responses/interventions in pre-displacement phase generally aim to reduce the risk of displacement on the long-term basis, strategic responses/interventions during displacement target to minimize the effects of temporary displacement. On the other hand, strategic responses/interventions during post-displacement consist of durable solutions to protected displacement. By using the DMF, the Strategy identifies four strategic responses in this regard and those are: (i) Preventing; (ii) Preparing, (iii) Managing and (iv) Addressing.

As far as strategic responses are concerned, **PREVENTION** aims at stopping displacement by reducing vulnerability and enhancing resilience of the community concerned through disaster management and climate change adaptation while the second strategic response is to **PREPARE** the vulnerable people for potential migration and/or relocation/resettlement in a context when local adaptation and prevention is no longer a viable option, for instance, in the context of projected sea-level rise. Preparation can also relate to the measures taken to ensure effective, rights-based evacuation, including awareness raising, training of responsible actors, pre-identification of evacuation centres and temporary shelters, development of standard operating procedures by key service providers such as the health sector, police, transport and so forth. The third strategic response is to **MANAGE** the displacement situation through provision of emergency humanitarian assistance, effective and rights-based management of evacuation centres and temporary shelters, addressing rights to food, shelter, health, education, safety and so forth, service provision to those displaced who are not in shelters amongst other activities. The fourth strategic response is to **ADDRESS** displacement through durable solutions – (i) return; (ii) local integration; and (iii) resettlement.

Since internal displacement is a complex phenomenon, it requires more contextualized interventions targeting different categories of displaced people. As strategic responses, the prevention-preparation and management target the at-risk population in general. On the other hand three durable solutions target three different categories of displaced population. The “return” targets the temporarily displaced category while “local integration” is more appropriate for the permanently displaced and “resettlement” for those who belong to the category in-between temporarily and permanently displaced. In fact, the people belonging to the category in-between temporarily and permanently displaced are the most vulnerable of all the categories of displaced population. Neither they can return to their original place nor can they get settled permanently in some other safe areas but constantly remain vulnerable to recurrent displacement. However, each displacement situation should be approached as a distinctive condition requiring locally-appropriate solutions. The key to a rights-based approach to durable solutions is inclusive participation of the affected population, taking particular account of the diversity and potentially divergent interests within that population. For some people, sustainable return may be the desired and feasible solution, whereas for others, local integration may be preferred. Critically, any solution must be based on the voluntary and informed consent of all people concerned.

Since disasters are likely to increase in frequency and intensity, a combination of solutions may be necessary. Solutions should allow scope of seasonal or temporary movements. Different migration solutions may be used by individual members of a family. Some family members may return to the place of origin (permanently or on a seasonal basis), while others work in another location. Solutions must therefore be flexible and be based on free and informed consent.

In responding to displacement issues, authorities concerned must adhere to the principle of non-discrimination since it is a major barrier to displaced persons in obtaining assistance and support. Authorities must recognize that marginalized/vulnerable groups such as women-headed households, children, persons with disabilities and elderly people have special needs that must be given due attention. Amongst others such groups include women-headed households, the elderly, persons with disabilities, ethnic and religious minorities and women and children in general.

## 2. PREVENTION OF DISPLACEMENT

**Examples of Relevant Rights:** non-discrimination and equality, ‘right to safety’, ‘right to life’ and ‘right to development’, ‘right to shelter’, ‘right to work’, ‘right to participation’, ‘right to information’.

**Objective:** Recognizing these rights, the foremost objective of the State is to protect the vulnerable people through enhancing climate change adaptation and disaster risk reduction/management.

**Strategic Response:** Preventing displacement while also ensuring that migration/displacement that takes place is managed. Despite investment in prevention measures, some displacement still occurs, exposing populations to risks of severe hazards. In the wake of displacement relocation is a survival strategy. If relocation is not possible it can lead to significant human loss. In such cases the vulnerable population should be prepared to meet the challenge of impending hazard in order to minimize human suffering and the loss of livelihoods. In the context of environmental degradation, such as sea-level rise or desertification, which can render some areas uninhabitable, it also means preparing for relocation/resettlement.

**Major Policy Areas:** Disaster Risk Reduction & Climate Change Adaptation.

### 2.1 Major Activities (Prevention & Preparedness)

Activities targeted towards prevention and preparedness can be divided into five types of interventions. These are: (i) activities related to understanding the risk; (ii) adequate investment in DRR and CCA; (iii) strengthening disaster risk governance; (iv) creation of employment/alternative employment/decent livelihood options through promoting and encouraging decentralization of urban growth centres and (v) climate-disaster risk responsive land use planning with identification of highly vulnerable zones and restriction of human settlement in unprotected or high vulnerable areas taking due account of the potential human rights-impacts of such restrictions.

#### 2.1.1 Understanding the Risk and Decision Making Support:

2.1.1.1 Collate and update periodically field-level data on displacement in Bangladesh under the guidance of the MoDMR and through local level committees/institutional arrangements i.e. the Disaster Management Committee (DMCs) at all levels with a special focus on Union Disaster Management Committee (UDMC). Establish smart data management system including application of GIS/Remote sensing system for data management. The Bangladesh Bureau of Statistics with DDM for follow up response plan, decision making and response actions.

2.1.1.2 Disaggregate data by sex, age, disability (SADD) and other key indicators so that the specific needs of particular groups of DCIIDs, such as women heads of household, unaccompanied minors, the elderly, persons with disabilities and ethnic minorities, can be adequately addressed and their rights are properly protected

2.1.2 Include displacement/migration questions in the national census; Household Income and Expenditure Surveys (HIES), Climate Environment Compendium, Demographic and Health Surveys (DHS), the variety of risk and vulnerability assessments (structural

and non-structural) required under the Standing Orders on Disaster, to minimize the cost of data collection on displacement.

- 2.1.3** Based on the six hotspots<sup>16</sup> identified by Delta Plan 2100 develop better forecasting mechanisms risk & vulnerability mapping for displacement. Reliable forecasting of displacement can be made through future scenario building and socio-economic and physical, including hydro-meteorological trend analysis; and system dynamics model and/or agent-based modeling. These models can not only simulate the impacts of different climatic hazards such as floods, droughts, storm-surges, sea-level rise on displacement but also simulate what would happen when different measures are implemented to prevent, mitigate or respond to displacement. An agent based model also provides an opportunity to investigate both the sensitivity of drivers of displacement/migration to climate and disasters and the thresholds and ranges of climate conditions that lead to migration. A displacement hotspot map for Bangladesh has to be prepared based on the output of the system dynamic/agent- based model<sup>17</sup>.
- 2.1.4** Conduct the community-risk assessment (CRA) for preparing Risk Reduction Action Plan (RRAP) in displacement hotspots following the guidelines developed by the CDMF II. The CRA needs to be periodically conducted in order to analyze and evaluate the risk, vulnerability and priorities of different groups of the community concerned including persons with disability and other vulnerable groups. Knowledge and actions generated by local communities to reduce risks has to be systemically documented.
- 2.1.5** Seek international cooperation and support in case internal relocation is not possible. This would require strategic policy decisions, dialogue, negotiations in international forum and prior institutional arrangement to handle such cases. Good practices identified in the Protection Agenda can be drawn upon and tailored to the particular circumstances.

## **2.2 Strengthening climate/disaster risk governance**

- 2.2.1** In line with SDGs and Sendai Framework, create a comprehensive institutional framework (developing specialized laws, rules, regulations, policies, institutions and programmes as well as integrating displacement into existing frameworks) for DCIID and respond effectively when displacement occurs.
- 2.2.2** Make necessary amendments in the DMA, 2012 for legal recognition of the rights of the displaced population and responsibilities of the Government in managing the displacement issue. Section 17 of the Act needs to provide legal basis for the formation of a national committee on displacement. Similarly, amend the Overseas Employment Act 2013 to provide the legal basis for the recruitment of labour migrants from climate vulnerable areas for overseas employment.
- 2.2.3** Include/develop specific provision for the displacement issue in the relevant policies/ Plans of the GoB such as the National Plan for Disaster Management 2016-2020 and the Five year Plans. Similarly, local level plans such District Disaster Management Plan (DDMP), Upazila Disaster Management Plan (UzDMP), Union Disaster Management Plan (UDMP), Pourshabha/City Corporation Disaster Management Plan and local

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16 The six hotspots are The *Barind* and Drought Prone Areas, The Chittagong Hill Tracts (CHT), The Coastal Zone, The *Haor* and Flash Flood Areas, The River Systems and Estuaries, The Urban Areas.

17 The IDMC and Climate Interactive, for example, have developed such a model for northern Kenya.

adaptation plan need to incorporate provisions for the context-specific management of displacement.

- 2.2.4 Ensure that gender and disability issues and the needs of vulnerable groups are adequately taken into account in disaster risk reduction legislation and planning both at the national and local levels.
- 2.2.5 Mainstream climate disaster risk reduction and seismic risk reduction into planning and budgeting process of all relevant public and private sectors. Involvement of private sector should be to encourage creation of new employment in potential growth hubs in all districts of Bangladesh. This in the long run will help the displaced with new/ alternative livelihood opportunities.
- 2.2.6 Make provision in national and sub-national frameworks for participatory planned relocation as a strategy of last resort for avoiding displacement, in accordance with international guidance, such as the Guidance on Protecting People from Disasters and Environmental Change through Planned Relocation

### 2.3 Investing in DRR and CCA

Both Government and non-governmental organizations (NGOs) have been making inroads in enhancing resilience of the vulnerable population in the context of climate change and disasters. To prevent or retard future displacement through DRR and CCA programmes, the GoB needs to:

- 2.3.1 Strengthen early warning system for rapid onset events such as floods, erosion and cyclones and slow onset climate-related hazards such as drought. The system should be supported by effective action based on commitment, political will and response mechanism.
- 2.3.2 Promote effective community communication for public awareness on early warning. This is important to better prepare at-risk communities and public officials to deal with the consequences. In general, awareness raising issue is currently neglected in the government programmes supported under the Bangladesh Climate Change Trust Fund (BCCTF). This has to be addressed and a fund needs to be allocated for this in order to better prepare the public about displacement.
- 2.3.3 Increase the resilience of the people vulnerable to displacement through livelihood diversification including off-farm livelihoods & SMEs and better access to social security. A special provision should be included in the government's social security policy to ensure portability of the social protection for these people so that they can continue enjoying social security ever after displacement.
- 2.3.4 Increase the resilience of the agricultural practices through adoption/up-scaling of hazard-resistant agricultural practices (e.g. flood, salinity, drought tolerant crop varieties, soil and water conservation methods, cropping patterns geared to low or variable rainfall) for food security. Introduce crop insurance as part of risk management tool for farmers to reduce the loss of agricultural production in Bangladesh due to climate related hazards. New model of weather index-based crop insurance has the potential for a greater resilience<sup>18</sup>.

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18 Habiba, U. & Shaw, R. (2013). "Crop Insurance as Risk Management Strategy in Bangladesh". In Rajib Shaw & and Fuad H. Mallick (Eds.). *Disaster Risk Reduction Approaches in Bangladesh* (pp. 281-305). Springer: London.

- 2.3.5** Establish similar insurance schemes for other purposes like shelters, livestock and or any other form of property. Such schemes can directly improve the welfare of risk-averse families and their creditworthiness. It is necessary to work together in partnership with the private sector i.e., the insurance industry in an integrated manner.
- 2.3.6** Facilitate skills training of vulnerable households for off-farm livelihoods taking in account the needs of international and national labour market through Public-Private-NGO partnership.
- 2.3.7** Recognize income diversification through remittances as an important element of adaptation to climate change<sup>19</sup> and create opportunities for international short-term labour migration by one or a few members of the family from displacement hotspots. It will help the household transfer risks with regard to covariate shocks such as disasters.
- 2.3.8** Facilitate temporary and circular international labour migration to diversify livelihood of the marginalized and vulnerable community in partnership with ILO, IOM, UNHCR, UNDP and other national and international organizations. The Colombian model of “Temporary and Circular Labour Migration (TCLM)” supported by IOM between Colombia and Spain may inform a model adapted to the Bangladeshi context.
- 2.3.9** Make specific provisions for migration service providing agencies such as the District Employment and Manpower Office (DEMO), Expatriate Welfare Bank to open their branches in climate vulnerable areas.
- 2.3.10** Encourage/facilitate/introduce financial products such as Wage Earners’ Bonds, “diaspora bonds” to facilitate development and adaptation projects in vulnerable areas. It would tap the resources outside the country as well as increase the savings of migrants.
- 2.3.11** Create access of people from displacement hotspots to be recruited in large industrial sectors such as the Ready-made Garments (RMG) and other manufacturing industries in consultation/partnership with the private sector. Creation of an online job portal of the people of vulnerable areas is required for job matching. Ministry of Social Welfare, Ministry of Labour and Employment, Ministry of Expatriates’ Welfare and Overseas Employment, Ministry of Women and Children Affairs and Department of Youth Development (DoYD) should take necessary programmes and actions in this regard.
- 2.3.12** Repair and rehabilitate the existing physical infrastructure in displacement hotspots following universal guidelines and Sendai Framework. Repair and maintenance of existing flood embankments needs improved monitoring, especially to understand the efficacy of embankments in medium-to-major floods in coordination of the Local Government Engineering Department (LGED) and the Bangladesh Water Development Board (BWDB). Where necessary, construct new embankment for controlling flood and protecting river erosion and install sluice gates for protection from saline water and improve the drainage system. Resuscitation of rivers and *khals* and river training need massive mobilization of funds, coordinated action across sectors and geographical areas<sup>20</sup>. Assess the structural and non-structural risks of earthquake in urban and

19 C. Tacoli. (2009). “Crisis or adaptation? Migration and Climate Change in a context of high mobility”, *Environment and Urbanization*, Vol. 21, No.2 pp.513-525

20 Ahmed, A., Haq, S., Nasreen, M. and Hassan, A. (2015). *Climate Change and Disaster Management*. FINAL REPORT. Sectoral inputs towards the formulation of Seventh Five Year Plan (2016–2021).

semi-urban contexts and incorporate preparedness and risk reduction plan including developing and simulation of contingency plan.

- 2.3.13** Mobilize funds for and create adequate number of gender sensitive cyclone and flood shelters based on population density for emergency evacuation during disasters. It is estimated that a total of 4,000 shelters are required to ensure the safety of the coastal population, while 2,500 are in place in the coastal areas of Bangladesh.
- 2.3.14** Create *in-situ* solutions of resettlement of the potentially displaced people by making the embankments and polders multipurpose. Initiate robust programmes on climate resilient habitat for the vulnerable population organized under cluster villages. Educational institutions, health care services can be designed on the embankments and polders or disaster shelters.
- 2.3.15** Improve the existing physical structures and construct cross dams and water control structures as necessary for enhanced adaptation to droughts. More specifically, re-excavate canals and ponds; install deep tube-wells; and improve surface water augmentation.
- 2.3.16** Increase the resilience of physical infrastructure at the household and community levels through proper planning and programmatic actions. Ensure that strategies take into account traditional knowledge and coping mechanism of both indigenous and local communities.
- 2.3.17** Transform homesteads into safe places through planning; raising plinth height of homesteads and institutions like schools, district/upazila/union complex. As there is no housing policy for rural areas as such, ensure that hazard-specific housing code for rural areas is in place and attuned to addressing disaster risk, and adequately enforced. Care should be taken to mitigate the potential negative effects of such enforcement on the poor and the marginalized.
- 2.3.18** Design and develop disaster resilient cluster housing for the vulnerable landless people with land tenure security and market access through Public-Private-NGO partnership. This set up shall have adequate space for personal privacy and have the provisions for cattle and poultry shelter, seedbeds, and schools on raised land, and be close to communication hubs with proper access to livelihood opportunities including labour and commodity market. MoDMR shall pilot such disaster resilient shelters and scale up upon seeing results.<sup>21</sup>
- 2.3.19** Encourage relevant stakeholders to build model housing/multi-storied climate resilient housing in rural areas. Provision of bank loan should be arranged on easy terms for the construction of multi-storied housing in rural areas. This is particularly important given the election pledge of the current government to bring urban facilities to all villages under the slogan of My Village My Town.
- 2.3.20** Prohibit the arbitrary displacement of people from their home or place of habitual residence when evacuation plans are prepared, unless justified by compelling and overriding public interests.

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<sup>21</sup> Some of the salient features of such cluster housing can be integrated in Palli Janapad project of Ministry of Local Government, Rural Development and Co-Operatives.

## **2.4 Creation of Employment through Encouraging Decentralization of Urban Growth Centres**

- 2.4.1** Generate a sizeable number of employment opportunities nearer to the areas with potential of creating DCIIDs. This should be done through public-private partnership.
- 2.4.2** Create urban growth centres through public-private partnership at the regional, district or upazila level to generate formal avenues for employment and income. This will reduce the pressure of DCIIDs to the mega cities of Dhaka and Chittagong. Space for service providers can be created in peri-urban areas with facilities of low cost housing, educational institutions, health care facilities, access to safe drinking water, sanitation and electricity. Urban centres should be selected regionally.
- 2.4.3** Create transport infrastructure to avoid over-population in the urban areas. It will help the affected people to commute from their settlements to urban work centres. The cost of commuting should be kept at a minimum.
- 2.4.4** Create opportunities of commuting from origin areas to work place as an alternative to permanent relocation or circular migration among the affected communities.

## **2.5 Climate-disaster Risk Responsive Land Use Plan and Programme**

- 2.5.1** Make climate-disaster risk responsive land use plan with identification of highly vulnerable zones and restriction of human settlement in unprotected or highly vulnerable areas.
- 2.5.2** Integrate displacement issue with the GoB's plans to develop economic zones in coastal areas and sea ports. Develop satellite towns or create planned low cost housing with civic facilities near those areas.
- 2.5.3** Ensure that comprehensive land policy and land zoning regulations are in place. Adaptation and DRR against cyclone and storm surges can be enhanced through land use planning. Mobilize adequate resources and strengthen institutional capacity of forest officials for afforestation of char land and coastal areas including embankment areas. Permanent Green Belt should be maintained along the coastal areas. No further development should be allowed in marginal abandoned land.
- 2.5.4** Prepare plans for major areas of destination for migrants from environmentally vulnerable regions so that vulnerable people are not trapped in marginal location. Design the land use policy so as to permit speedy updated identification of all public/*Khas* land by zones and *mouzas*. On priority basis, *Khas* land needs to be allocated for cluster climate resilient housing and livelihoods for potentially displaced people.
- 2.5.5** Create legally binding Common Pool Resources such as land or waterbody with the provision of access to poor, marginal and DCIIDs to be managed by the community for productive purpose under a management principle of sustainable use and practice while sharing the benefits among the engaged people. Creation of common pool resources may reduce the scope of elite capture of these resources.

### 3. PROTECTION DURING DISPLACEMENT

**Examples of Relevant Rights:** Non-discrimination and equality, right to life, right to physical and moral integrity, right to liberty and security; right to freedom of movement and residence; right to adequate housing and access to land; right to livelihood; right to water, food, clothes, education – adequate standard of living; right to health care; right to reproductive health; right to protection of family; livestock emergency guidelines and standards

**Objective:** Recognizing these rights, the main objective of the State during this phase will be to manage displacement and provide rights-based humanitarian assistance to the affected people.

**Strategic Response:** When displacement occurs, it is important to intervene quickly and decisively to manage it and address urgent humanitarian needs as well as to ensure effective protection. In general, climate induced internal displacement should be managed to the extent possible. Along with affected people protection of livestock is also important that is provided under emergency guidelines and standards for livestock.

**Major Policy Areas:** Humanitarian and Disaster Relief Assistance

#### 3.1 Major Activities (Management of Responses: Emergency response)

- 3.1.1 Strengthening Humanitarian and Disaster Relief Assistance: During the emergency phase of displacement MoDMR will, with the assistance of relevant line ministries, agencies and the humanitarian community:
- 3.1.2 Assess the needs of the displaced population and organize the appropriate response in accordance to the Sphere Standards which cover four primary life-saving areas of humanitarian aid: water supply, sanitation and hygiene promotion; food security and nutrition; shelter, settlement and non-food items; and health action. Other international standards, in particular the 1998 UN Guiding Principles on Internal Displacement, as well as the IASC Operational Guidelines on the Protection of Persons in Situations of Natural Disasters, the IASC Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action and the Comprehensive Guide for Planning Mass Evacuations in Natural Disasters (the MEND Guide) also provide important, rights-based guidance for responsible actors.
- 3.1.3 Ensure that evacuations take place in satisfactory conditions of safety, nutrition, health and hygiene, and that family members are not separated. Special care should be taken to ensure safety and security of persons with disabilities.
- 3.1.4 Take necessary actions to shift vulnerable people to the nearest shelter sites. If required, provide the vulnerable people with transport to come to the designated shelter area. Ensure adequate safe spaces for women, children, adolescents and persons with disability within shelter areas;
- 3.1.5 Develop a national displacement tracking system and ensure that displaced families and individuals are registered once displacement occurs. Such registration will help relief and rehabilitation process and tracing of missing persons.

- 3.1.6 Ensure that storage systems are built at district levels to effectively dispatch material resources for relief. Emergency efforts must include arrangement of alternative communication system such as waterways for easy access to conducting rescue and relief activities;
- 3.1.7 Provide adequate supply of drinking water and water purifiers and set up mobile toilets for emergency needs (with separate toilets for women) and dispatch medical teams for emergency health treatment.
- 3.1.8 Make necessary arrangements for prompt reissuance of personal documents of DCIIDPs such as national identity (NID) cards, birth certificates, passports, and marriage licenses. The failure to issue DCIIDPs with lost or destroyed documents shall not in any way impair the exercise or enjoyment of their rights and entitlements.
- 3.1.9 Ensure that there are measures in place for preventing and responding to the protection risks faced by vulnerable groups such as children, women, and girls, the elderly, persons with disability. Put in place measures for differential needs assessments.
- 3.1.10 Ensure safety and security of DCIIDPs and of the personnel of humanitarian and development agencies. Grant and facilitate passage of humanitarian assistance and grant persons engaged in the provision of such assistance rapid and unimpeded access to the internally displaced.
- 3.1.11 Make necessary arrangements with the financial sector to facilitate inward remittance flows to the vulnerable households from home and abroad during disasters. As important personal documents are lost during disasters, requirements of producing personal documents for receiving remittances may be relaxed in the aftermath of disasters.
- 3.1.12 Initiate the preparation of a comprehensive policy on recovery and reconstruction with a focus on housing sector in disaster recovery.
- 3.1.13 Take steps to clarify the Standing Orders on Disaster provisions concerning division of responsibilities for addressing the protection needs of displaced persons between the different administrative levels in the country

## **3.2 Protecting fundamental rights of DCIIDPs during Displacement**

The Constitution of Bangladesh guarantees a number of fundamental rights including protection of the right to life and personal liberty and freedom of movement. In case of DCIIDPs, these rights should also be upheld.

- 3.2.1 Ensure the security and safety of the persons in displacements. If required, introduce special measures (e.g. 24 hour hotline numbers and special police patrols).
- 3.2.2 Ensure that women or children who have been physically or sexually abused have access to shelters, to medical and psycho-social care, and to free legal assistance.
- 3.2.3 Ensure that no person will be forcefully evacuated or unlawfully forced to return to or to remain within a certain territory of the country. The Constitution of Bangladesh guarantees that “every citizen shall have the right to move freely throughout Bangladesh, to reside and settle in any place therein and to leave and re-enter Bangladesh.”

- 3.2.4 Ensure access to adequate housing and shelter for DCIIDPs. In line with the Sphere Standards, DCIIDPs should be temporarily provided with adequate shelters until the permanent and safe inhabitation is managed.
- 3.2.5 Identify available *Khas* land in consultation with the Ministry of Land and in line with the National Land Use Policy (2001) for ensuring access of homeless DCIIDPs with legal protection of access to such land and to create more common pool resources, which can be accessed by the displaced persons. Create scope for emergency and transitional shelters for homeless DCIIDPs, if necessary with assistance from the humanitarian community. Introduce livelihood programmes that can be managed under public-private partnership.
- 3.2.6 Ensure the rights of DCIIDPs to water, food, clothes and sanitation keeping in mind the special need of persons with disabilities, children, elderly, and women and adolescent girls.
- 3.2.7 Ensure the rights to education of the DCIIDPs especially children and youths. No DCIIDP student will be denied access to a school on grounds that they have no school records (children can be tested to find their eligibility for appropriate grade).
- 3.2.8 Ensure that schools do everything possible to accommodate the needs of DCIIDP children with disabilities. In urban centres, DCIIDP children have the right to participate in mainstream education along with local children. Make necessary arrangements and create awareness to encourage DCIIDP parents to enroll their children, girls as well as boys, in school, and to discourage harmful traditional practices such as early child marriage and child labour, which prevent children from getting an education.
- 3.2.9 Make appropriate arrangements for training and education to enhance their opportunities of self-employment and employment at home and abroad to ensure the right to livelihood.
- 3.2.10 Take measures to provide necessary training and create scope in consultation with the Ministry of Expatriates' Welfare and Overseas Employment (MoEWOE) and the Ministry of Labour and Employment and the private sector to participate in short-term international contract labour migration from internally displaced families as well as for domestic job market. Prepare a job portal for the internally displaced job seekers.
- 3.2.11 Prior to introducing vocational training and livelihood development programmes, undertake proper assessments and market analysis to ensure that there will be jobs for those who graduate from such programmes.
- 3.2.12 Encourage the large manufacturing sector of the country to recruit DCIIDPs as workers. In general, the private sector should be encouraged to hire DCIIDPs as part of their corporate social responsibility. Special referrals for DCIIDPs should be arranged by the local authorities concerned.
- 3.2.13 Guarantee that there will not be any type of direct or indirect pressures on the use and exercise of one's property against their will and interests as part of the resource mobilization for DCIIDPs.
- 3.2.14 Involve DCIIDPs in the programmes relating to subsidized loan and provisions should be made for assisting them in the activities of purchasing land.

- 3.2.15** Put special emphasis on ensuring integrated and gender-sensitive health and nutrition services to all DCIIDs, particularly the poorest in order to ensure their rights to health care. Support mobile clinics in remote areas where DCIIDs are unable to easily access health facilities and visit them on a regular basis.
- 3.2.16** Ensure the right to continue receiving social allowances for displaced people enrolled in social security programmes.
- 3.2.17** Ensure participatory rights of the DCIIDs including the right to vote. Allow all DCIIDs including women and other marginalized social groups to take part in decision-making with regard to their return, integration and rehabilitation/resettlement.
- 3.2.18** Take measures to ensure the registration of DCIIDs with the Election Commission, including the issuance of voter ID cards, in their places of displacement without any requirement that they return to their place of origin. DCIIDs, as citizens of Bangladesh, have the right to contest elections and the right to vote and will not be deprived of these rights on the grounds of their displacement.

## 4. DURABLE SOLUTIONS

*Examples of Relevant Rights:* Non-discrimination and equality **Housing Land Property (HLP) Rights:** right to security of tenure; right not to be arbitrarily evicted; right to land and rights in land; right to property and the peaceful enjoyment of possessions; right to privacy and respect for the home; right to HLP restitution/compensation following forced displacement; the right to freedom of movement and to choose one's residence; the right to political participation; the right to information; right to water; and the right to energy; **Procedural Rights:** right to freedom of expression and access to information; participatory rights, including the right to vote.

**Objective:** Recognizing these rights, the main objective of the State during this phase will be to rehabilitate the affected people/to ensure durable solutions to displacement with dignity.

**Strategic Response:** Displacement needs to be addressed to avoid protracted situations through durable solutions – return, local integration and relocation/resettlement. Looking for durable solutions in the context of DCIID means ensuring sustainable return. If return is not possible or not wanted, local integration or resettlement should be considered.

In line with the IASC Framework on Durable Solutions, a durable solution is achieved only when displaced persons no longer require any specific assistance and protection needs that are connected with their displacement.

**Major Policy Areas:** Rehabilitation/Resettlement; Urban Development (The National Urban Sector Policy, 2014- Draft); Rural Development (National Rural Development Policy, 2001)); Land Policy (The National Land Use Policy, 2001); Housing Policy (The National Housing Policy, 2008);

### 4.1 Major Activity (Durable Solutions)

It should be ensured that displaced people choose the durable solution – return to original place, local integration or resettlement – voluntarily, in safety and with dignity. The DCIIDPs should in principle be able to choose where to live while being displaced and to voluntarily reassess such decisions once the reasons for their displacement or barriers to their voluntary return have ceased to exist. There should be information sharing and a consultation process, which is truly representative and participation inclusive, so that DCIIDPs are able to participate fully in the planning and management of their return, or resettlement and subsequent integration.

The IASC Framework on Durable Solutions identifies eight elements that together underpin a durable solution. These include: 1) Safety and security; 2) Adequate standard of living; 3) Access to livelihoods; 4) Restoration of housing, land and property; 5) Access to documentation; 6) Family reunification; 7) Participation in public affairs; 8) Access to effective remedies and justice.

Not all of the elements will be relevant in any given displacement context, but the Framework can help to structure the approach taken by responsible actors at national and sub-national level. The Framework can be used to help shape interventions aiming towards return, integration and resettlement, which are the three durable solutions recognized in the Framework.

- 4.1.1 Return:** Return is the most preferred option for many of those who experience displacement. This is often particularly true for ethnic minorities/indigenous communities as certain cultural practices are tied to their traditional homelands. As mentioned above, return as a solution targets more specifically those who fall into the temporarily displaced category. The authorities concerned must ensure that such return is sustainable in the long run through the following interventions:
- 4.1.1.1 Assess the safety, security and stability in area of origin of DCIIDPs in order to determine if return is a safe option for DCIIDPs.
  - 4.1.1.2 Provide relevant and accurate information to DCIIDPs on the situation in their home areas and facilitate go and see visits to inform their voluntary decision to return.
  - 4.1.1.3 Ensure protection measures for saving ecosystems and ecosystem services and restore housing, land and property (HLP) of returnees or appropriate compensation including acceptable HLP alternatives.
  - 4.1.1.4 Provide assistance with reconstruction of homes, provision of water, and basic services in area of return to ensure an adequate standard of living and access to basic services for returnees.
  - 4.1.1.5 Facilitate low-cost climate resilient higher plinth housing schemes for returnee DCIIDPs through public-private-NGO partnership<sup>22</sup>. Designs of low cost housing will vary according to the nature of the hazard. Help those who are landless to acquire land in accordance with the provisions set out in the National Land Policy, bearing in mind that such schemes have failed to produce sustainable return where the land allocated lacks potable water and other basic infra-structural necessities, where it is far from labour markets and livelihood opportunities, and where basic services (particularly health care and education) are absent or inadequate. Return interventions designed by the government needs to use existing knowledge on local level adaptation in areas such as drinking water management, elevated tube-wells and latrines, diversified salt and flood tolerant crop varieties floating agriculture, caged fish culture etc.
  - 4.1.1.6 Ensure loan facilities for the reconstruction of housing units and making farm and off-farm livelihoods. In addition to providing programmes that target different vulnerable groups including women, persons with disability, ethnic and religious minorities and extreme poor to facilitate their access to livelihood opportunities, provisions of social security assistance to such groups within the displaced population, as well as within host communities, is also important.
  - 4.1.1.7 Re-establish livelihoods or introduce alternative livelihood options in areas of return.
  - 4.1.1.8 Special care should be taken to ensure access of women, persons with disability, ethnic and religious minorities, extreme poor to relevant trainings and job market. Facilitate labour migration of a few member of the family in order to diversify livelihood of returnee DCIIDPs. Since the cost of international labour migration is prohibitive, the concerned ministries should facilitate special loans through the Expatriates' Welfare Bank.

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<sup>22</sup> NGOs may be involved in managing distributing and help maintaining low cost housing and meaningful private sector participation is required in the area of innovating, designing and constructing these low cost houses.

- 4.1.2 Local Integration:** There may be certain situations in which environmental conditions are degraded in such a way that it is impossible to continue lives in affected areas, or when DCIIDs cannot return to their original areas because of adverse environmental situations, such as riverbank erosion and salinity intrusion due to sea-level rise. In those situations, these permanently displaced people may need to rebuild their lives in the destination areas where they have moved a process referred to as ‘local integration’. The following points will promote a rights-based approach to local integration.
- 4.1.2.1 Ensure that DCIIDs living in the informal settlements in urban areas benefit from the provisions detailed out in the Draft National Urban Sector Policy, 2014 with regard to in-situ upgrading and improvement of slums, resettlement of slum dwellers and ensure tenure security of urban poor.
  - 4.1.2.2 Ensure proper rehabilitation of slum dwellers and floating people in case of any eviction and facilitate cluster low-cost housing for such DCIIDs in partnership with the private sector. Explore options, which grant DCIIDs security of tenure including through usufruct<sup>23</sup> schemes.
  - 4.1.2.3 Explore community-level initiatives to lend, rent or sell land in areas where DCIIDs have settled.
  - 4.1.2.4 Support local integration through livelihood projects and improvement of services. Ensure access of the marginalized groups especially women, persons with disability, ethnic and religious minorities, extreme poor to the local job market. Facilitate labour migration of a few members of the families to diversify livelihood of DCIIDs. Make special arrangements for the recruitment of DCIIDs in the local level job sectors.
  - 4.1.2.5 Make members of host communities a part of local integration interventions. Common benefits should also reach the poorer section of local communities in order to avoid conflict with the locals.
  - 4.1.2.6 Make necessary arrangements for reconciliation of any disputes that may arise between DCIIDs and local people through local administration and local government institutions.
  - 4.1.2.7 Support measures that promote the participation of DCIIDs in the public life of the new community.
  - 4.1.2.8 Ensure any relevant documentation is restored, thus facilitating unimpeded access to core services on a non-discriminatory basis
  - 4.1.2.9 Make provision to facilitate family reunification, having particular regard to the situation of dependent relatives, including children, relatives with disabilities and elderly people.
- 4.1.3 Resettlement:** In case return and local integration are not found to be suitable options, the displaced should be resettled in safer place. As discussed above, resettlements as a durable solution targets those who neither can return to their original place nor can get settled permanently in some other safer areas but constantly remain vulnerable to recurrent displacement. Identifying new land and housing resources lies at the core of the bundle of durable solutions required for resolving climate induced internal displacement.

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23 A usufruct is a legal right accorded to a person or party that confers the temporary right to use and derive income or benefit from someone else’s property.

- 4.1.3.1 Ensure meaningful participation of and partnership with affected communities in all resettlement actions. Such participation should be inclusive. No persons of the affected community should be discriminated on grounds of religion, race, caste, sex or place of birth, and disability.
- 4.1.3.2 Ensure that resettlement should include preserving existing social and cultural institutions, rebuilding social networks, promoting livelihoods in resettled communities, using participatory planning processes, developing monitoring mechanisms and grievance procedures, providing compensation for lost assets, maintaining housing and land tenure for resettled residents and ensuring that resettlement sites are environmentally healthy and robust in the face of climate change.
- 4.1.3.3 Identify suitable places/land for future resettlements in consultation with different ministries especially the Ministry of Land, Ministry of Housing and Public Works and the Ministry of Local Government, Rural Development and Co-operatives, and the real estate sector.
- 4.1.3.4 Review public land holdings and select possible long-term resettlement sites that will be removed from the land market through land set-aside programmes.
- 4.1.3.5 Establish a *Khas* Land Bank to preserve all types of records on *Khas* land by types, locations, distribution status, status of dispute resolution, and so on. It is important because *Khas* lands are regarded to be a stable source of resettlements sites for DCIIDPs.
- 4.1.3.6 Encourage the use of community land trust. Community land trusts ensure that land remains held in common over time. This in turn ensures that land allocated for disaster and climate induced displaced persons (DCIIDPs) will be available for use by new DCIIDPs as displaced persons from earlier periods eventually move to new locations elsewhere.
- 4.1.3.7 Provide families, who become landless, displaced, and shelter-less due to river erosion with shelter within a short time on priority basis and rehabilitate them in the nearest government *Ashrayan/Adarsha* Gram project areas in line with the National Rural Development Policy (2001). Through public-private-NGO partnership, make arrangements for low-cost social housing schemes in resettlement sites. However, it should be kept in mind that in the past housing schemes have failed to produce sustainable results where the houses allocated lack sufficient space, potable water and other basic infra-structural necessities, where it is located far from labour markets and livelihood opportunities, and where basic services (particularly health care and education) are absent or inadequate. A rights-based approach informed by the normative content of the right to an adequate standard of living can provide important guidance in this regard.
- 4.1.3.8 Support livelihoods in the resettlement sites. Special care should be taken to ensure access of marginalized groups especially women, persons with disabilities, ethnic and religious minorities, extreme poor to relevant job markets in the resettlement sites and beyond. Facilitate diversification of livelihoods through internal and international labour migration of the DCIIDPs in order to avoid protected nature of displacement.
- 4.1.3.9 Ensure participation of private sector in developing and maintaining the rehabilitation sites. The private sector at the local, regional and national levels should also be encouraged to hire from people who experience displacement.

- 4.1.3.10 Make sure resettlement measures are consistent with the international norms. Forced relocations should be avoided; rather, ensure alternative housing and land in consultation with displaced people. Such relocation/resettlement, if properly managed, can be a good adaptation strategy for the affected people
- 4.1.3.11 Ensure that the participatory process of selecting a resettlement site includes the conduct of a risk assessment, and that all planning and consultation is guided by the findings of the assessment.

## **5. INSTITUTIONAL ARRANGEMENTS AND FUNDING**

### **5.1 Introduction**

Disaster management activities are already embedded into the government system at national, regional and local levels through different ministries and agencies. Therefore, to properly implement the Strategy, it should be linked within the institutional setup of disaster management at different levels.

- 5.1.1** Make arrangements for the inclusion of the DCIID issue as an important regular agenda for meeting of the National Disaster Management Council, the Inter-Ministerial Disaster Management Coordination Committee and the National Disaster Management Advisory Committee (NDMAC).
- 5.1.2** Create a common multi-stakeholder platform where GoB, NGOs, private organizations, volunteers, technicians and policy makers can jointly pursue the implementation of the Strategy.
- 5.1.3** Establish a National Task Force on Displacement (NTFoD) through making necessary amendments in the DMA 2012 and the SOD. The NTFoD will be the highest decision-making body with regard to internal displacement caused by disaster and climate hazards. The NTFoD will review the implementation of the Strategy; to follow-up with line ministries and government departments regarding their implementation plans and efforts; and to recommend suggestions for concerned ministries, agencies and organizations. In order to make the system participatory, a system of grassroots involvement should be inbuilt to the system.
- 5.1.4** Establish a Technical Advisory Committee (TAC) within the Department of Disaster Management to suggest innovative technical solutions. As a higher body the NTFoD can approve those suggestions or otherwise.
- 5.1.5** Design the National Task Force on Displacement (NTFoD) to be an inter-ministerial and inter-agency body. It should include all relevant ministries i.e., Ministry of Disaster Management and Relief (MoDMR), Ministry of Expatriates' Welfare and Overseas Employment (MoEWOE), Ministry of Local Government, Rural Development and Co-operatives (MoLGRDC), Ministry of Labour and Employment (MoLE), Ministry of Land (MoL), Ministry of Women and Children Affairs (MoWCA), Ministry of Agriculture (MoA), Ministry of Food (MoF), Ministries of Fisheries and Livestock (MoFL), Ministry of Environment and Forests (MoEFCC), Ministry of Water Resources (MoWR), Ministry of Power, Energy and Mineral Resources (MoPEMR), Ministry of Primary and Mass Education (MoPME), Ministry of Education (MoE), Ministry of Health and Family Welfare (MoHFW), Ministry of Housing and Public Works (MoHPW), Ministry of Road Transport and Bridges (MoRTB), Ministry of Social Welfare (MoSW), Prime Minister's Office (PMO), Ministry of Chittagong Hill Tracts Affairs (MoCHTA), Ministry of Civil Aviation and Tourism (MoCAT), Ministry of Cultural Affairs (MoCA), Ministry of Public Administration (MoPA), Ministry of Finance (MoF), Ministry of Home Affairs (MoHA), Ministry of Law, Justice

and Parliamentary Affair (MoLJPA), Ministry of Planning (MoP), and representatives of other GO/NGO departments and agencies. Ministry of Disaster Management and Relief (MoDMR) needs to perform the coordinating role. The Secretary of MoDMR will be the chair of the Task Force and secretaries of other ministries will be members. The Director General of the Department of Disaster Management will be the Member Secretary.

- 5.1.6** Make sure that the local level institutions such as District Development Coordination Committee (DDCC) and Upazila Development Coordination Committee (UzDCC) include displacement in their agenda for discussion. They should provide the guidelines, maintain statistics and accordingly monitor any type of displacement in or out of their respective locality.
- 5.1.7** Make necessary arrangements for the Department of Disaster Management to coordinate the displacement related programmes with other line ministries and agencies. For example it needs to coordinate with programmes of the Ministry of Local Government Rural Development and Co-Operatives i.e one home one farm, Palli Janapad, and programmes of Ministry of Land Guccha Gram project phase II, Adarsha Gram Project-II etc.
- 5.1.8** Create a “Displacement Trust Fund” in order to sustainably finance the implementation of the Strategy from the national budget. Additionally, it may also draw funds from the Bangladesh Climate Change Trust Fund (BCCTF). The lesson learned from the management of the BCCTF can guide the establishment of this fund.
- 5.1.9** Explore more funding options through the international process-led opportunities such as loss-and-damage, Adaptation Funds, Green Climate Fund, etc.

## **6. MONITORING AND EVALUATION**

- 6.1 Create an oversight mechanism to monitor the implementation of this Strategy which will be established by MoDMR's unit of monitoring and evaluation. Other relevant national and international stakeholders can be invited to participate in the process of monitoring and evaluation.
- 6.2 Make specific arrangements in the oversight mechanism to ensure participation of the representatives of relevant CSOs/NGOs. This will make the process transparent and accountable.
- 6.3 The oversight mechanism will develop a monitoring and evaluation matrix, with appropriate benchmarks and indicators against which to measure implementation.
- 6.4 It will provide an annual public report indicating progress made obstacles to implementation and lessons learned.

## GLOSSARY

### **ADAPTATION (LINKED TO MIGRATION)**

In human systems, the process of adjustment to actual or expected climate and its effects, which seeks to moderate harm or exploit beneficial opportunities. Migration and mobility are adaptation strategies as last resort in all regions of the world that experience climate variability.

### **CLIMATE CHANGE**

A change of climate, which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to other natural climate variability that has been observed over comparable time periods.

### **DISASTER RISK REDUCTION (DRR)**

The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.

### **DISPLACEMENT**

A forced removal of a person from his or her home or country, often due to armed conflict or disasters.

### **ENVIRONMENTAL MIGRANTS**

Persons or groups of persons who, for compelling reasons of sudden or progressive changes in the environment that adversely affect their lives or living conditions, are obliged to leave their homes or choose to do so, either temporarily or permanently, and who move either within their country or abroad.

### **DISPLACEMENT/DURING DISPLACEMENT**

Immediately following the natural disaster, when the affected people evacuate or leave the place of origin to take shelter or to search for livelihoods elsewhere. This is the phase when actual displacement takes place.

### **INTERNALLY-DISPLACED PERSONS (IDPs)**

Persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border.

### **DISASTER AND CLIMATE INDUCED INTERNALLY DISPLACED PERSONS (DCIIDPS)**

Persons, group of persons, households, or an entire community who have been forced or obliged to flee or to leave their homes or places of habitual residence temporarily or permanently or

who have been evacuated as a result of disasters caused by sudden and slow-onset climatic events and processes, and who have not crossed an internationally recognized State border.

## **EVACUATION**

Evacuation is the rapid movement of people away from the immediate threat or impact of a disaster to a safer place of shelter. It is commonly characterized by a short time frame, from hours to weeks, within which emergency procedures need to be enacted in order to save lives and minimize exposure to harm.

## **MIGRATION**

The movement of a person or a group of persons, either across an international border, or within a State. It is a population movement, encompassing any kind of movement of people, whatever its length, composition and causes; it includes migration of refugees, displaced persons, economic migrants, and persons moving for other purposes, including family reunification.

## **FORCED MIGRATION**

A migratory movement in which an element of coercion exists, including threats to life and livelihood, whether arising from natural or manmade causes (e.g. movements of refugees and internally displaced persons as well as people displaced by natural or environmental disasters, chemical or nuclear disasters, famine, or development projects).

## **PROTECTION**

According to the Inter-Agency Standing Committee (IASC) protection is defined as:“... all activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law (i.e. HR law, IHL, refugee law)”. (Ref: Inter-Agency Standing Committee. (2011). IASC Operational Guidelines on the Protection of Persons in Situations of Natural Disasters. Brookings-Bern Project on Internal Displacement: Washington. P. 5). The IASC includes UN and other agencies that deal with humanitarian emergencies.

## **RESILIENCE**

The ability of a system and its component parts to anticipate, absorb, accommodate, or recover from the effects of a hazardous event in a timely and efficient manner, including through ensuring the preservation, restoration, or improvement of its essential basic structures, identity and functions, while also maintaining the capacity for adaptation, learning and transformation.

## **TRAPPED POPULATIONS**

Populations who do not migrate, yet are situated in areas under threat, and at risk of becoming ‘trapped’ [or having to stay behind], where they will be more vulnerable to environmental shocks and impoverishment. This applies in particular to poorer households who may not have the resources to move and whose livelihoods are affected by environmental change.

## **VULNERABILITY**

The propensity or predisposition to be adversely affected. Vulnerability encompasses a variety of concepts including sensitivity or susceptibility to harm and lack of capacity to cope and adapt.

# METHODOLOGY

## CONSULTATIONS/WORKSHOP

A number of consultations/workshops were held with displaced community, NGOs, Professionals/National Experts at the CDMP office in April and May 2015 in Dhaka. In addition, a validation workshop on the draft Strategy was organized in August, 2015 after it had been reviewed by a number of national experts.

In updating the document two internal workshops were held with members of IBP- 2 & 4 partners organizations (ICCCAD, BCAS, C3ER, WARBE Foundation, BOMSA, IID, YPSA, COAST Trust, CSRL and PROKAS in 2018 and 2019). Two consultations were held with National Resilience Programme (NRP) in 2019. On 1st October 2019, a national consultation was organised to share the revised draft and take input from different government ministries, departments and agencies as well as civil society and development partners. The document was shared with the participants prior to the event.

## KEY INFORMANT INTERVIEW

KII with Prof. Shamsul Alam, Member, GED, Planning Commission, Mr. Md. Shah Kamal, Secretary, MoDMR and Mr. Mohammad Shafiqul Alam, Secretary, Ministry of Land and Mr. Md. Reaz Ahmed, DG, DDM were interviewed in June and July 2015.

## FGDS IN CLIMATE HOTSPOTS AND LOCAL AND NATIONAL CONSULTATIONS

In order to generate ideas from local knowledge the NSMDCIID document used findings of two researches. The studies are, RMMRU and SCMR research on climate change related migration and DECCMA research. It gained knowledge from 24 FGDS, 1500 life histories of temporarily or permanently displaced people. DECCMA research covered 50 climate hotspots identified on the basis of hazard parameters<sup>24</sup>. These hotspots are low lying areas at less than 5 meter contour line from the sea. The areas are mostly composed of south west and south east coastal regions. RMMRU-SCMR research covered drought affected areas.

## REVISION TEAM

From May to September 2019, a four member team has revised and updated the initial draft. They have also incorporated all the comments provided by different stakeholders. The team included Dr. Tasneem Siddiqui, Professor Department of Political Science and Founding Chair, RMMRU; Dr. Mohammad Towheedul Islam, Research Fellow, RMMRU; Dr. Matthew Clement Scott, Senior Researcher, RWI and Tamim Billah, Research Associate, RMMRU has provided the research support.

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<sup>24</sup> A risk definition has been accepted, in which risk is treated as a function of hazard (H) exposure (E), sensitivity and adaptive capacity components was prepared for considered for baseline assessment of hotspot.

## REVIEW OF KEY LITERATURE/PRINCIPLES/POLICIES/STRATEGIES

**International level:** UN Guiding Principles on Internal Displacement; IASC Operational Guidelines on Human Rights and Natural Disasters (2011); Initiative Protection Agenda, The Sendai Framework for Disaster Risk Reduction 2015-2030: The Nansen Initiative Protection Agenda, and The Peninsula Principles. The Cancun Adaptation Framework 2010

**Regional level:** African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (also known as the Kampala Convention) **National level:** Afghan National Policy on Internally Displaced Persons, 2013; Nepal's National Policy on Internally Displaced Persons, 2007

**Policies/Plans of Bangladesh:** The National Adaptation Programmes of Action (NAPA, 2005); The Bangladesh Climate Change Strategy and Action Plan (BCCSAP) (2009); The National Urban Sector Policy (2014) Draft; The National Land Use Policy (2001); The Standing Orders on Disaster (2010), The National Rural Development Policy (2001); The National Plan for Disaster Management (2016-2020); The Bangladesh Climate Change and Gender Action Plan; The Final Report on Climate Change and Disaster Management for Sectoral inputs towards the formulation of Seventh Five Year Plan (2016–2021), The Delta Plan 2100, .

**Other Key Literature:** The Trend and Impact Analysis of Internal Displacement due to the Impacts of Disaster and Climate Change by CDMP (2014) GoB; Climate Change and Displacement by Brookings Institution; Climate Displacement in Bangladesh: The Need for Urgent Housing, Land and Property (HLP) Rights Solutions, 2012 by Displacement Solutions; Protection of Climate Induced Displacement: Towards a Rights-based Normative Framework by Dr. Naser (2013); Disaster Risk Reduction, Climate Change Adaptation and Environmental Migration: A Policy Perspective by IOM (2010), Migratory flows in Bangladesh in age of climate change: sensitivity, pattern and challenges by M. Towheedul Islam and Tasneem Siddiqui, Journal Panorama insights into Asian and European Affairs 01/2016; Accommodating Migration in Climate Change Adaptation: A Ganga-Brahmaputra-Meghna GBM Delta Bangladesh by RMMRU (2019), Deltas in the Anthropocene ed by R J Nicholls, W. Neil Adger, et al 2019. Where people live and Move in Deltas, Ricardo Safra de Campos, Samuel Nii Ardey Codjoe W. Neil Adger, Siddiqui et al [https://link.springer.com/chapter/10.1007/978-3-030-23517-8\\_7](https://link.springer.com/chapter/10.1007/978-3-030-23517-8_7)

### **Comments of Policy Makers, Experts and Activists on the NSMDCIID**

#### **DR. ENAMUR RAHMAN, MP**

*Hon'ble State Minister, MoDMR*

Every year, a large number of Bangladesh people are forced to leave their homes due to floods, riverbank erosions, droughts, landslides and other disasters. Recurrent Disasters and Climate Changes are projected to increase the rate of displacement of the people in the future. Considering these situations, Government of Bangladesh is strongly committed to reduce the disaster risk for people, especially the poor and the disadvantaged. Our honorable Prime Minister Sheikh Hasina in her speech to the 74th Session of the UN General Assembly, held last week, called upon the global leaders to make a target to save one billion people around the world from disaster risks by 2025 through bringing the humanitarian, development and climate communities together. The mandate of Ministry of Disaster Management and Relief is to drive and promote reducing the national disaster risks. We are deeply committed to change the paradigm shift from relief based response to Disaster Risk Reduction. I learned from the workshop that “National Strategy on the Management of Disaster and Climate Induced Internal Displacement” was drafted in 2015 to bring all the activities related to displacement. The comprehensive strategy has divided actions for reducing disaster risks in all three stages. These are “Prevention of Displacement”, “Protection during Displacement” and “Durable Solutions” after the displacement. Now, we should go for action. We will go through the due process for adoption of the strategy.

#### **DR. QAZI KHOLIQUZZAMAN AHMAD**

*Chairman, PKSf*

Disaster is taking place all around the world and also in Bangladesh. IPCC predicts by 2030 the temperature would increase by 1.5 degree Celsius. With the rise of temperature, the scale of disaster will increase exponentially. Although there is no exact figure, it is understood that a large number of Bangladeshis will be displaced. So we have to plan, we have to develop policies and strategies; we have to build institutions to implement those policies and strategies. Research is important in respect to designing policies and strategies. I have gone through the strategy document which was shared with me earlier. The document is based on sound research identified important problems faced by people of coastal regions, *Haor* and *chars*. It has suggested concrete solutions on reducing displacement as well as managing it when it occurs. I am happy that this strategy has been drafted by Bangladeshi nationals and it demonstrates that we ourselves can do it. I suggest that this strategy is also linked with BCCSAP.

**DR. SHAMSUL ALAM**

*Member (Senior Secretary), General Economic Division, Planning Commission*

Preparation of a strategy on disaster and climate induced internal displacement is a timely effort of CDMP II. The Government of Bangladesh is committed to ensure protection of affected people in all stages of displacement. We have included the issue of the displaced in the upcoming Delta Plan 2100. However, I suggest not to put too much emphasis on distributing government Khas land as part of resettlement programme for those who have been permanently displaced. Usually the sites selected are not close to jobs and therefore over the years the displaced people end up handing over the allotted piece of land to the rich and the influential of the area. I advise the team to think of alternative ways for durable solutions rather than resettlement in Khas land. (Interviewed by the team in June 2015)

**MR. MD. SHAH KAMAL**

*Senior Secretary, MoDMR*

Climate induced disasters such as floods, cyclones, storm surges, droughts and salinity intrusions are affecting Bangladesh's economy and society as well as agricultural production. As projected, the affects of climate change will be more severe in the future than the past. We are considering strategic actions for affected people particularly displaced by disaster and climate change. We have initiated several social protection schemes such as income generating programmes, housing programmes, loan facilities etc. Following the Sendai Framework our ministry has undertaken disaster risk reduction approach with 4 million volunteers and more than 4 thousand cyclone shelters. We are improving our infrastructure following the, 'built back better approach'. Under the strong leadership of Hon'ble State Minister we will further work on the document and take it through inter-ministerial process.

**MR. MD. MOHSIN**

*Additional Secretary, MoDMR*

It is clear that the draft National Strategy on the Management of Disaster and Climate induced Internal Displacement has been thoroughly revised and updated. Now the time is appropriate for its adoption and implementation. Ministry of Disaster Management and Relief and other concerned Ministries will go through the updated document thoroughly and try to take all necessary steps for adoption of the Strategy document. Once the Strategy is adopted, it will be very useful for the Government to go for actions. Though Government has been doing a lot on Disaster Risk Reduction, we can develop more displacement related programmes or project covering whole disaster cycle; it means prevention before disaster, protection during the disaster and durable solutions for post disaster.

**MS. JUDITH HERBERTSON**

*Head, DFID Bangladesh*

Due to its unique location, Bangladesh is one of the most vulnerable countries to climate change and disaster in the world. Displacement due to the intensifying impacts of climate change is an increasing concern to all. The primary causes of climate induced migration include tidal height increase in the coastal areas leading to tidal flooding, salt water encroachment further and further into the coast and subsequent salinity contamination and river bank erosion in the main land areas. Additionally, the individuals living in the coastal areas have been affected by

land subsidence and the continuous reduction of the tidal plains. The special report of the IPCC states that climate change will inevitably lead to climate induced migration and a recent World Bank report identified three hot spots around the world from which people will be displaced due to climate change. They also estimated the number of displaced will reach around a 150 million. One of the three hot spots is South Asia. The low lying coastal districts in the south-western region of the country belong to this hotspot. Around half a million, many of whom arrive in Dhaka city each year are climate displaced. Comprehensive policy and strategy is required to manage large number of displaced people. DFID's country programme on Bangladesh is committed to developing resilience of people to climate change. The NSMDCIID is a right based document that successfully linked private sector with various measures that it suggested to manage disaster and climate induced internal displacement. We are looking forward to the adoption of the National Strategy by the government of Bangladesh and we state clearly UK's commitment to support Bangladesh in finding durable solutions to the challenge of displacement.

**MR. MD. HARUN-OR RASHID**

*(Additional Secretary), Director (Research and training),  
Department of Disaster Management*

CEGIS published its report on river bank erosion. It shows between 1973 to 2018, about 1.7 million people were affected by river bank erosion. On the other hand, about 1700 Sq KM lands was devoured by river. When I was AC land in 2003, I have seen that 3500 acre land went to river in my area Ghoshai hat Upzilla of Shariatpur district. There was no programmes to resettle these people. I personally took initiative to resettle them in one of the available *Khas* land. This strategy will institutionalize current effort of case to case resettlement programme.

**DR. ATIQ RAHMAN**

*Executive Director, BCAS*

On behalf of BCAS I would like to express our full endorsement to the NSMDCIID. We were part of consultative process through which the strategy was developed by Dr. Tasneem Siddiqui and her team in September 2015. In 2019, when Dr. Siddiqui approached us to revise the document and follow it up with the Ministry of Disaster Management and Relief my organization, BCAS, along with C3ER, ICCCAD straight away agreed to be part of the team. Accordingly we had quite a few day long workshops where we provided input to the revision process. I along with all relevant civil society organisations are advocating to the Ministry of Disaster Management and Relief to adopt the strategy without any further delay. We are confident that under the leadership of our dynamic minister, Hon'ble Dr. Enamur Rahman, MP, soon the strategy will go through necessary process.

**DR. AINUN NISHAT**

*Adviser, C3ER, BRAC University*

Bangladeshi is the champion of disaster management. Disaster management in the region that now constitutes Bangladesh began during the British colonial period. It was part of famine control measures. We have come a long way since then. We have different laws and policies, institutions, local level initiatives etc in managing disaster and relief. However, we do not have any specific policy on managing displacement. Given the fact that displacement has been identified as one of the major challenges of climate change and disaster, it is important that we bring all the efforts currently being implemented by different ministries and agencies under one concrete strategy. NSMDCIID has efficiently done that job. Of course along with drawing all the initiatives under one umbrella, the document also incorporated new developments that have taken place under UN and other initiatives. C3ER is happy to be part of the revision process of the draft NSMDCIID and we request the government for rapid adoption of the Strategy.

**MR. POLASH MONDAL**

*Disaster preparedness specialist, NRP, UNDP Bangladesh*

The key features of the strategy are derived from rights perspective. My comments concentrate on protection during displacement. It recognizes relevant rights of the displaced people during the displacement phase. The document proposes two-pronged strategies to address the issue 1) strengthening humanitarian assistance; 2) protecting fundamental rights. Steps suggested in the strategy for strengthening humanitarian assistance are aligned with global humanitarian standards. It stresses on real time assessment for saving lives, and delivering food, water, shelter and medicines to the displaced people maintaining Sphere standards; it underscores on the need of strong evacuation systems which enables people to take refuge in the nearby safer shelters. It also emphasizes on the issues of women, children and adolescents for addressing; it comes out strong to develop a national displacement tracking system for effective response and tracing of missing persons (for reintegration). Steps proposed for Protecting Fundamental Rights are strongly connected to the constitution of Bangladesh. It emphasizes on the safety and security of the persons in displacement And at the same time promotes freedom of movements; It talks about adequate temporary shelters until the permanent and safe inhabitation is managed; In case of permanent rehabilitation, the strategy identifies options for land allocation as per GoB policy. It recommends enrolling the displaced students in the schools, and clearly declares that no such students will be denied to a school on the ground that they have no school records. As way of gradual reduction in relief dependency, the strategy proposes for alternative livelihoods, special safety net and vocational training schemes for the displaced people. For clear understanding, definitions or interpretations can be added with the glossary of terms for the terminologies like ‘Protection’ ‘During Displacement/Displacement Phase’. The document may fit for both rural and urban contexts. It also requires to mention i) Livestock Emergency Guidelines and Standards, ii) Inter-Agency Network for Education in Emergencies (INEE). Apart from food, water, shelter and health now days, sexual and reproductive health in emergencies is recognized as one of the critical areas for intervention.

**DR. MATTHEW SCOTT**

*Senior Researcher, Raoul Wallenberg Institute*

I think the National Strategy on the Management of Disaster and Climate Induced Internal Displacement is a path breaking document. I think it is a fantastic strategy because it expresses country's commitment to the rights of the displaced. It builds on the UN Guiding Principles on Internal Displacement, which means it focuses on prevention of displacement, protection during displacement and durable solutions. The Strategy also addresses the particular situation of persons with disabilities, women, children, elderly people and so forth, which further reflects key international standards. So, I think it's really leading the way towards managing displacement. Bangladesh will be the second to develop a comprehensive strategy in this respect. The only other country is Vanuatu, which adopted a similar strategy in 2018.

**MR. AHMAD RIZKY MARDHATILLAH UMAR**

*PhD Candidate, University of Queensland, Australia and Research Associate at ASEAN Studies Center, Universitas Gadjah Mada, Indonesia.*

Indonesia is exposed to multiple forms of disaster and some of them are related to climate change. The displacement that occurs due to disaster and climate change varies according to the nature and type of disaster. Our government is deeply engaged in managing disaster, especially with the increasing vulnerability that we now face in light of the climate change and sea level rise. We now realize that policy to handle disaster should reflect the diversity of attempts, various types of disasters, and vulnerabilities of people in disaster-prone areas. I think the core principles of NSMDCIID of Bangladesh could provide many lessons for Indonesia to engage with various types of disaster. I wish that this document is endorsed by the government very soon. This strategy will act as an example for all countries who are managing disaster induced displacement.

**MR. RYAN JEREMIAH D. QUAN**

*Law Professor, Ateneo de Manila University School of Law, Philippines*

The Philippines experiences a lot of disasters every year. On an average, 20 typhoons hit different parts of the country. We are also part of the Pacific Ring of Fire, which exposes us to volcanic eruptions and earthquakes. These disasters cause displacement of those affected. In 2013, when Super Typhoon Haiyan hit the Philippines, it is estimated that 14.4 million people were displaced. It can be said that we are used to typhoons, but climate change is a game-changer -the path and intensity of typhoons cannot be accurately predicted anymore. This tends to increase the incidences of displacement. We have yet to adopt a comprehensive law to address the internal displacement, including those occasioned by disasters, and the human rights of IDPs. The draft strategy document of Bangladesh, which, for the most part, is at par with international standards, may prove useful in drafting policies on disaster displacement.

**MR. GERRY FOX**

*Team Leader, PROKAS Project, British Council*

I would like to congratulate RMMRU for preparing the NSMDCIID and organizing consultation with different government ministries and civil society bodies to take input on the document. The Government of Bangladesh has already provided 9% of its budget to support climate change adaptation programmes. Everyday five thousand people land in Dhaka city due to displacement. Chattogram is the second largest receiver of internal migrants. In these two cities they live in slums. Not only they face poor health, hygiene etc they also face various insecurities. The NSMDCIID particularly touches the issue of decentralization and making other alternative cities where the displaced population can live in dignity. We are piloting a new programme that searches for alternative cities where climate refugees can choose to go to because of better housing, educational services, jobs etc. I hope the government will review the strategy and adopt it soon.

**MR. MOBARAK HOSSAIN KHAN**

*Professor, East West University*

I have some specific ideas about the protection. Protection varies according to social class and socio economic status. There should be short term or immediate protection measures and some long term protection interventions. Education and livelihood are longer term issues whereas emergency relief is a short term issue. I propose to divide recommendations into two or three groups like immediate, short term, and long term. While designing the implementation plan of the Strategy, steps should be suggested to improve the quality of coordination among different stakeholders.

**DR. MAHABUBA NASREEN**

*Professor, Institute of Disaster Management and Vulnerable Studies, University of Dhaka*

I have been working in disaster management or disaster risk reduction field. Many issues have been addressed in many documents over the years. If you go to the academy who are providing academic teaching, we are regularly updating curriculum and we are developing our national disaster management policy, the disaster management cycle. If we go to the disaster management cycle, we will see that there are some other issues which need to be addressed. New issues are reproductive health, gender-based violence etc. We have worked on water sanitation and now, we are proceeding to other issues like hygiene. The document also did not discuss regional cooperation. It should include voluntary migration.

**DR. ABU SYED**

*Bangladesh Center for Advanced Studies*

I would like to emphasize on how to involve the private sector such as the insurance sector, finance sector, skill training sector etc. Union Disaster Management Committee does not work well. How do you make them function? It needs to be built in here. I also suggest to add a line on regular update of Community Risk Assessment (CRA).

**MR. MD. SHAMSUDDHOA**

*Center for Participatory Research & Development*

I work on international negotiations and loss and damages. Opportunities to link this national

strategy to loss and damages have to be explored. Because when we talk about displacement and migration then first we see loss and damage. The situation is beyond adaptation. When a person or community cannot withstand with disaster affected areas for their livelihood then they migrate. So the major concern should be migration not only displacement. A displaced person will try to go back to his place of origin when everything becomes normal. When we talk about migration then a migrant should be supported with livelihood opportunities. should ensure human rights and also other rights based solutions when the migrant go to their destination.

**MR. BROJA GOPAL SAHA**

*Centre for Disability and Development*

The document is quite sensitive to disability. The word disability can be added in few more areas. 1.1.2 talks about disaggregation of data by age and gender. Disability should be added here. Then 1.1.5, it talks about CRA. In this case, I suggest using CDMP II guideline. However, CDMP II has not included persons with disability. It should be included in this strategy while adopting the CDPM II guideline. 1.3.11 along with other ministries Ministry of Social welfare needs to be mentioned. I also suggest in 2.1.3, 2.1.8 include persons disability as well. Also replace physically and mentally challenged persons with the term, ‘persons with disability’.

**DR. MOHAMMOD SAFARAJ BANDA**

*Bangladesh Water Development Board*

For sustainable solution I recommend generation of ‘Disaster Fund’ created by the community themselves. If a section of the fund can be raised for implementation of NSMDCIID at local level then the community people will have their ownership in implementation of the strategy.

**MR. KAMAL HOSSAIN**

*National Resilience Programme (NRP), UNDP Bangladesh*

According to the document from the CDMP II, my two quick comments regarding the displacement hotspot (1.1.4), I would suggest including the Delta Plan 2100 which included the 6 disaster climate hotspots. In case of following the guideline of CDMP II in respect to CRA, mention the revised guideline of 2014. CRA should also include urban risks reduction measures. I will concentrate on the section on disaster risks, governance and investment. The strength of the strategy is that it is strongly grounded on Sendai Framework which allows a multi-ministerial approach. I found that earthquake is missing in this document.

**MR. ASHAFQUR RAHMAN**

*IOM Bangladesh*

In Bangladesh we have competing priorities with limited resources. I suggest the strategy identify some priority areas. I think it would be good to have assigned priorities with respective activities. So it would help the policy makers to allocate the resources. It would be good to have institutional framework align to each of the activities mentioned in the prevention, protection and durable solutions faces as all the activities suggested in the document require participation of multi stakeholders and inter-ministerial processes.

**MR. ABUL KALAM AZAD**

*University of Dhaka*

I have more specific comments on recommendation 3.1.5 here. The draft strategy suggests using private sector in disaster management. My question is how we can engage private organization in Climate change adaptation (CCA) and Disaster Risk Reduction (DRR). No organization is motivated to invest to DRR or CCA. I think the government can introduce incentives for them. If we assign a particular person to invest annually, they can invest in CCI and DRRI or offer tax concession

**MS. MOUMITA DAS GUPTO.**

*Center for Climate Justice Bangladesh*

In managing disaster, there are specific laws and orders such as Standing Order of Disaster 2013 there to symbolize Disaster Management Act; Disaster management Policy, Disaster Management Rule and Disaster Management Plan is in draft condition. However, when disaster occurs coordination between government and NGOs is a major problem. My organization faces challenges while pursuing its activities in Chattogram as well as in case of *Asroyon* and *Guccho Gram* project.

**MR. MD. AMINUL ISLAM**

*COAST Trust*

I think this workshop should have been in Bangla, because many of us are unable to interact if it is in English. Should we call this integration or settlement? I feel in Bangladesh we don't have any issue of integration because we are all are same culture and almost same religion.

**COAST Trust**

This strategy is prepared by experts which is needed, but it required to have a clear reflection of voices from the vulnerable and displaced people affected by climate induced negative impact, climate change experts and intellectuals from different parts of Bangladesh as well as from CSOs. The draft requires comment from people of six climate hotspots, important CSOs, NGOs, human rights defenders, local government authorities etc. There are some good examples at community, local and national level on displacement management. Those good examples are needed to be identified and assessed their output on IDP management that will support the NS to create scope of work at community, local and national level.

## **INCORPORATION OF THE COMMENTS TO THE DOCUMENT**

The members of the revision team deeply appreciate the comments made by policy makers, civil society representatives and experts. The team has incorporated some of the comments. A large number of issues raised during the consultation were already in the document. Suggestions were made to include voluntary migration. While discussing different adaptation methods in several places the document advocated for integrating rights of the displaced to use voluntary labour migration to areas where employment opportunities are available, as one of their adaptation tools. Members of a few organisations perceived that more consultations were required. The team appreciates their interest in ensuring wider participation. The team reassures them that the document is based on more than 50 consultations and FGDs. The methodology section explained in detail how the Strategy have used the information generated from consultations and FGDs conducted in 50 climate hotspots covering all 6 areas mentioned in Delta Plan 2100. During the workshops, incorporation of private sector was not appreciated by a section of participants. While revising the text the team made it clear that participation of private sector is envisaged in the context of creation of new employment not in the context of providing financial support during disasters.

## ANNEX 4

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List of experts, government functionaries and civil society members who provided inputs in various workshops and consultations except those who have been quoted in Annex 3

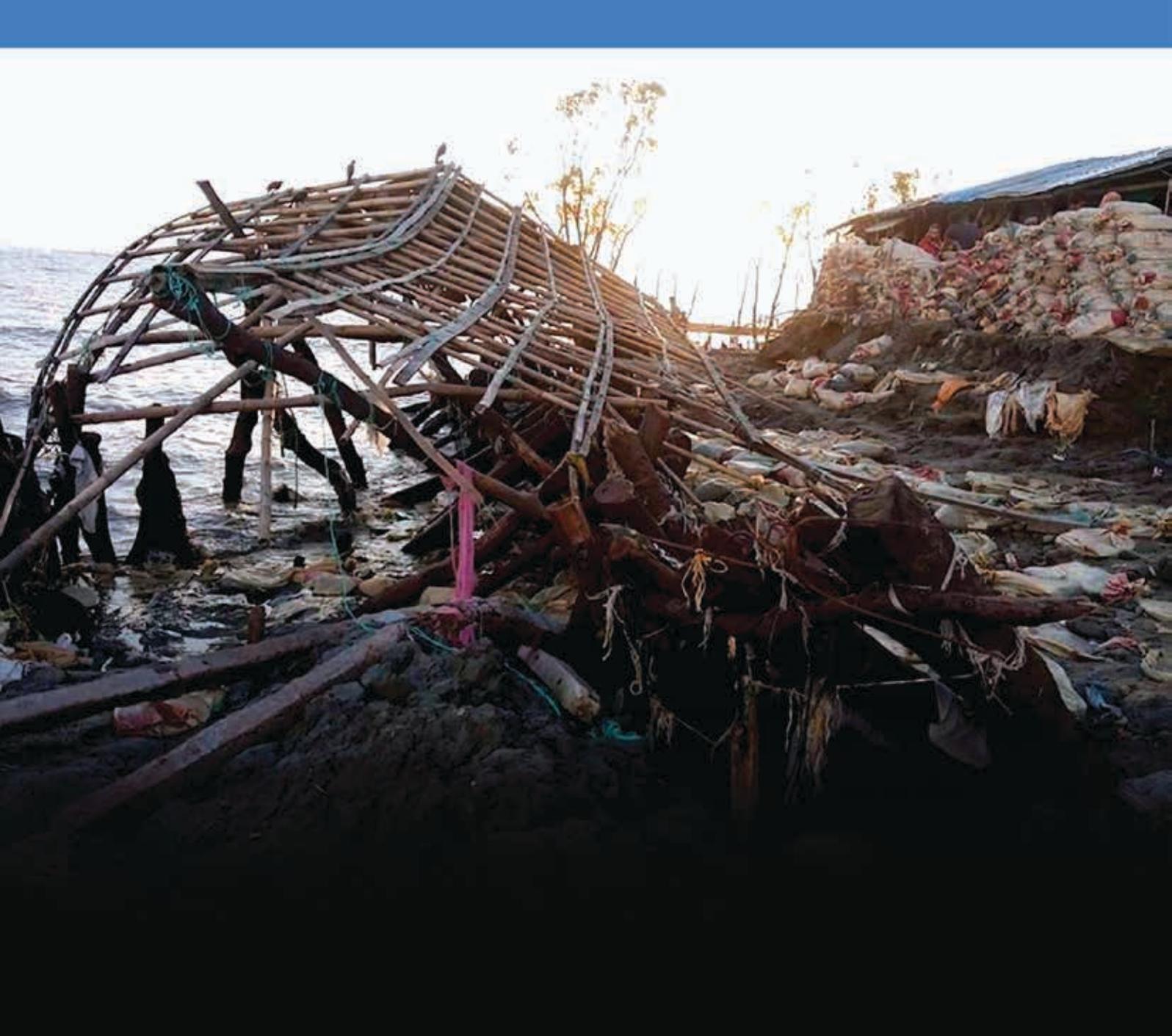
1. Mr. Mohammad Shafiul Alam, Secretary, Ministry of Land
2. Mr. Md. Reaz Ahmed, DG, DDM
3. Ms. Momena Khatun, MoDMR
4. Dr. Mizan R Khan, Programme Director, ICCCAD
5. Mr. Sanjib Kumar Saha, Independent consultant
6. Mr. Goran Jonssonm, UNDP Bangladesh
7. Dr. Mohammed Aminul Islam, Consultant UNDP Bangladesh
8. Mr. Naoki Matsumara, JICA Bangladesh
9. Dr. Ayasha Siddiqua, Terre des Hommes
10. Mr. Zia Chowdhury, Country Director, Care Bangladesh
11. Dr. Hafizur Rahman, Independent University
12. Dr. Dilruba Ahmad, CEGIS
13. Dr. Noor Ahmed, Country Representative, ADPC Country Office Bangladesh
14. Ms. Shibani Bhattacharjee, Ministry of Social Welfare
15. Dr. Muhammad Zahidur Rahman, Health Emergencies Programme, WHO
16. Mr. Khandaker Md. Musfiqur Rahman, MoDMR
17. Mr. Md. Motasim Billah, RMMRU Fellow
18. Mr. Md. Rashed Alam Bhuyian, University of Dhaka
19. Mr. SM Morshed, UNDP Bangladesh
20. Md. Ahsan Habib, NGO Forum for Public Health
21. Mr. Md. Habebur Rahman, UNDP Bangladesh
22. Ms. Farhana Hafiz, UNDP Bangladesh
23. Mr. Syed Asraf, Department of Disaster Management
24. Mr. Sarder Shafiqul Alam, ICCCAD
25. Mr. Ashraful Haque, ICCCAD
26. Mr. Liton Gomes, Caritas Dhaka Region
27. Ms. Raufa Khanam, C3ER, BRAC University
28. Ms. Fahima Khatun, C3ER, BRAC University
29. Ms. Jarin Tasneem Oyshi, C3ER, BRAC University
30. Mr. Anisur Rahman Khan, Awaj Foundation
31. Mr. Shadman Khan, Asiatic
32. Mr. Md. Saleim Hossain, MoDMR
33. Mr. Abul Basar, PROKAS Project, British Council Bangladesh
34. Ms. Shirin Lira, PROKAS Project, British Council Bangladesh
35. Mr. Md. Nurul Islam, PROKAS Project British Council Bangladesh
36. Ms. Nazia Haidar, Swiss Development Corporation
37. Md. Obaidul Haque, University of Dhaka
38. Dr. Awal Khan, Independent University of Bangladesh
39. Mr. Ripon Gosh, CCDA
40. Mr. Hafizur Rahman, CEGIS

41. Mr. Touseef Adnan, WARBE WF
42. Ms. Moumita Das Gupta, Centre for Climate Justice Bangladesh
43. Mr. Mohon Kumar Mondol, LEDEARS
44. Md. Masud Rana, BMET, MoEWE
45. Mr. Zobaidur Rahman, TTP
46. Muhammad Ferdous, BRAC University
47. Mr. Noyan Islam, MoDMR
48. Ms. Lutfunnahar, DD, DDM
49. Ms. Shikha Sarker, MoDMR
50. Mr. Shahpar Selim, NRP, UNDP Bangladesh
51. Mr. Asif Abdullah, IUB
52. Mr. Eiffel Abedin, Equiden Research
53. Mr. Jahangir Kabir, PID
54. Mr. Golam Rabbani, Fellow, BCAS
55. Mr. Jahangir Alam Jony, Beez Bistar
56. Dr. M. A. Sobhan, Beez Bistar
57. Mr. A S M Marjan Nur, C3ER, BRAC University
58. Mr. Istiak Ibne Rouf, C3ER, BRAC University
59. Mr. Ziaul Hoque Mukta, CSRL
60. Mr. Prodip K. Roy, CSRL
61. Mr. Shoeb Chowdhury, CSRL
62. Colonel Md. Bashirul Islam, ICCCAD
63. Mr. Syeed Ahamed, IID
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65. Ms. Roksana Mohammed, WARBE
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*The photos were taken during the RMMRU field research 2017 for DECCMA*

