



Empowered lives.
Resilient nations.

National Programme Submission Form – Bangladesh

UN-REDD PROGRAMME ELEVENTH
POLICY BOARD MEETING

8-10 December 2013
Geneva, Switzerland

National Programme (NP) Submission Form to the UN-REDD Programme Policy Board

1. Policy Board Submission

Policy Board Meeting <input checked="" type="checkbox"/> No. 11	Inter-sessional Meeting <input type="checkbox"/>
Date of Meeting: 9-10 December 2013	Date of Inter-sessional Decision:

2. National Programme Summary

Details of National Programme

Country	Bangladesh
Programme ¹ Title	Bangladesh REDD+ Readiness Programme
Implementing Partner(s) ²	Forest Department of Ministry of Environment and Forests

Details of Participating UN Organizations' Representatives

UN Resident Coordinator: <i>Name:</i> Neal Walker	Contact details: <i>Telephone:</i> +880 2 8150088;ext: 1901 <i>Email:</i> neal.walker@undp.org
FAO: <i>Name:</i> Mike Robson <i>Title:</i> Representative	Contact details: <i>Telephone:</i> +880 2 9126673; ext: 212 <i>Email:</i> mike.robson@fao.org
UNDP: <i>Name:</i> Pauline Tamesis <i>Title:</i> Country Director	Contact details: <i>Telephone:</i> +880 2 8150088;ext: 1801 <i>Email:</i> pauline.tamesis@undp.org
UNEP: <i>Name:</i> Thomas Enters <i>Title:</i> UNEP/UN-REDD Regional Coordinator	Contact details: <i>Telephone:</i> +66 2 288 2126 <i>Email:</i> thomas.enters@unep.org

Type of National Joint Programme

Full NP:	Initial NP
<input checked="" type="checkbox"/> New Full NP	<input type="checkbox"/> New Initial NP
<input type="checkbox"/> Continuation from an Initial NJP	<input type="checkbox"/> Continuation from previous funding
<input type="checkbox"/> Other (explain)	<input type="checkbox"/> Other (explain)

¹ The term "programme" is used for projects, programmes and joint programmes.

² Refers to National counterparts. List the lead entity first.

3. Executive Summary

Bangladesh is already one of the most climate-vulnerable countries in the world. Climate change and variability have had an impact on the lives and livelihoods of people living in coastal areas and in arid and semi-arid regions of Bangladesh. Floods, tropical cyclones, storm surges and droughts are becoming more frequent and are set to become even more severe in the coming years and decades. These changes are threatening the significant achievements Bangladesh has made over the last 20 years in increasing incomes, reducing poverty and achieving self-sufficiency in rice production. For these reasons, by many accounts, Bangladesh is considered to be the country *the most vulnerable* to climate change.

As a signatory to both the UN Framework Convention on Climate Change (UNFCCC, ratified in 1994) and the Kyoto Protocol (2001), Bangladesh is also fully aware of the *causes* of climate change. According to the most recent national GHG inventory, the majority of Bangladesh's CO₂ emissions are derived from the energy sector, followed by the land-use, land-use change and forestry sector - with 32%. Hence, whilst devoting considerable resources to reducing vulnerability to climate change, and maintaining its path of economic development, Bangladesh is also striving to reduce its greenhouse gas (GHG) emissions.

The Conference of the Parties (COP) to the UNFCCC has adopted a forestry GHG emission mitigation mechanism known as "REDD+". This is defined as '*Policy approaches and positive incentives on issues relating to reducing emissions from deforestation and forest degradation in developing countries, and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries*'. REDD+ will provide positive incentives to developing countries to voluntarily reduce their rates of deforestation and forest degradation, and to increase their forest carbon stocks, as part of a post-2020 global climate change agreement.

As part of its long term strategies to reduce GHG emissions, the Government of Bangladesh has taken initial steps to prepare for the implementation of REDD+ activities. It has established the national REDD+ Steering Committee. It has prepared the REDD+ Readiness Roadmap - endorsed by the REDD+ Steering Committee in December 2012. Subsequently, in June 2013, the UN-REDD Programme invited Bangladesh to submit a REDD+ Readiness Preparation Proposal (R-PP).

Bangladesh has 2.6 million hectares of forestland, equivalent to almost 18% of country's total area. There are five broad types of forest according to ecology and geographical location, these are: hill forest, plains forest (dominated by *Shorea robusta*, or sal), mangrove, coastal plantations, and wetland forest. The Government's Forest Department manages 1.6 million hectares of the forest land. According to a national forest resource assessment undertaken in 2010, 11% of the country's land is under tree cover. However, another 20% - that is approximately 2.5 million hectares - is recorded as 'other wooded land' or 'other land with trees'. Hence, there is potentially an important scope for REDD+ activities in Bangladesh.

The history of forestry in Bangladesh is one of continuous depletion of forest resources both in terms of area and quality. Traditionally, plantations and forest reservations have been the tools to combat this depletion. However, increasingly since the early 1980s, forestry in Bangladesh has witnessed a rapid succession of social forestry programmes in an attempt to redress public alienation and to allow for wider participation of local people in forest use and management.

3. Executive Summary

The Government of Bangladesh will engage a broad range of non-government stakeholders in the REDD+ process. To achieve this, the REDD+ Stakeholders' Forum will be established. This Forum will be a mechanism for stakeholder consultation and engagement both within the non-government sector, and between the non-government sector and government. The Forum will nominate representatives to sit on the National REDD+ Steering Committee. The Forum will include representatives from the private sector, civil society, media, government organizations, community-based organizations, local and international NGOs, donors, academia, research organizations, and all stakeholders interested in climate change and the REDD+ process.

A Consultation and Participation Plan will also be developed under Component 1. This Plan will address the need for public awareness raising on REDD+ and for educating key stakeholders on REDD+. Related to this, National Guidelines on Free, Prior and Informed Consent (FPIC) will be developed and field-tested. A REDD+ Grievance Mechanism will also be developed and tested, building on an existing mechanism.

Under Component 2, Bangladesh will prepare its National REDD+ Strategy. The steps to preparing this include:

- Develop a full understanding of the pertinent legal, policy and institutional framework, including the framework pertaining to the Chittagong Hill Tracts;
- Identify the priority drivers of deforestation and forest degradation;
- Undertake an in-depth analysis of the drivers of deforestation and forest degradation, accounting for the specific conditions of the five forest types and for diversity across the country;
- Identify possible strategies to strengthen the legal, policy and institutional framework and to address the drivers. Many strategies will be site-specific, for example adapted to conditions and needs in a given district. Packages of REDD+ interventions will be designed for pilot districts.

Component 2 will also establish the implementation framework for REDD+. This will include the operationalization of the entities identified in component 1. It will include identifying and designing the optimal national mechanism for receiving international REDD+ contributions or carbon credits. It will also include identifying and designing the optimal mechanisms for distributing REDD+ funds to communities in order to incentivize behavioral changes that lead to decreased deforestation and forest degradation. Finally, Component 2 includes the design and establishment of the Social and Environmental Safeguard Policy Framework.

Under Component 3, Bangladesh will establish its national forest Reference Emission Level and/or forest Reference Level (REL/RL), with sub-national forest RELs/RLs as potential interim measures. The REL/RL will provide the benchmarks against which future forest carbon emissions reductions and removals will be measured. The emphasis of this Component will be the collection of data on historical land use trends and the analysis of relevant national circumstances, as well as the development of specific capacities to further develop and implement these activities under a full National REDD+ Strategy.

Under Component 4, Bangladesh will develop a forest and activity monitoring system. This system will cover all MRV requirements, it will also cover monitoring of compliance with safeguards and monitoring of key co-benefits generated by REDD+ strategies. Component 4a includes the necessary operations and actions to establish an operational forest monitoring and information system, and the associated capacity development to ensure there is a sustainable and complete system for measuring, reporting and verification (MRV). Component 4b includes the necessary activities to build capacity to identify co-benefits and to prioritize the co-benefits to be pursued, and to monitor and provide information on safeguards and key co-benefits. The capacity built and information generated through 4b will feed into the forest monitoring system established under 4a.

4. National Programme Budget (UN-REDD Fund Source only)*						
Outcomes	National Total (\$)	Pass-through Funding Allocations	FAO (\$)	UNDP (\$)	UNEP (\$)	
OUTCOME 1c: Improved Stakeholder Awareness And Effective Stakeholder Engagement	300,000				300,000	
OUTCOME 2: NATIONAL REDD+ Strategy prepared	850,000				850,000	
OUTCOME 3: National Forest Reference Emission Level and/or a Forest Reference Level	540,000			540,000		
OUTCOME 4: Systems for National Forest Monitoring and Information on Safeguards	460,000			460,000		
Sub-total	2,150,000			1,000,000	1,150,000	
Indirect Support Costs	150,500			70,000	80,500	
Grand Total (\$)	2,300,500			1,070,000	1,230,500	

NOTES:

- A breakdown of the budget allocations using the UNDG “harmonized input budget categories” must be provided to the UN-REDD Secretariat (for onward transmission to the Administrative Agent) with the signed NJP document. Please see Annex 1.
- If requested and agreed to by the three participating UN Agencies and the Government, budget allocations per agency may be revised, as long as the total budget allocation is not changed.

5. Secretariat Review		
<i>Submission Criteria</i>		
(a)	Is the NP consistent with the UN-REDD Programme Strategy?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(b)	Has the UN Resident Coordinator been involved in submitting the NJP?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(c)	Is documentation of the in-country validation meeting(s) included?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(d)	Did the validation include the national government counterpart (or designate)?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(e)	Did the validation include civil society/indigenous peoples' representation as per the UN-REDD Operational Guidance ³ ?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(f)	Does the R-PP comply with the required format (<i>version 6, harmonized FCPF and UN-REDD format</i>)?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(g)	Does the NP comply with UN-REDD Rules of Procedure and relevant Operational Guidance?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(h)	Is the required budget allocation provided (see section 3 above)?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(i)	Are the Indirect Support Costs within the approved rate?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(j)	Is the Programme Summary completed? (<i>for posting on website</i>)	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Unclear <input type="checkbox"/>
(k)	Is the Progress Report included? (<i>for supplementary funding only</i>)	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> Unclear <input type="checkbox"/>
<p>If the answer is 'No' or 'Unclear' to any question, or further explanation is required, please provide here:</p> <p>Bangladesh is presenting its proposal using the harmonized FCPF/UN-REDD R-PP template (version 6). An accompanying "National Programme Document" (grant agreement) with elements specific to the UN-REDD Programme (e.g., cover page, implementation arrangements) will be completed prior signature.</p>		

³ In this context, the representative(s) will be determined in one of the following ways:

i. Self-determined representative(s) meeting the following requirements:

- selected through a participatory, consultative process
- having national coverage or networks
- previous experience working with the Government and UN system
- demonstrated experience serving as a representative, receiving input from, consulting with, and providing feedback to, a wide scope of civil society/indigenous peoples organizations.

ii. Representative(s) who participated in a UN-REDD Programme scoping and/or formulation mission and sit(s) on a UN-REDD Programme consultative body established as a result of the mission.

iii. Individual(s) recognized as legitimate representative(s) of a national network of civil society and/or indigenous peoples organizations (e.g., the GEF Small Grants National Steering Committee or National Forest Programme Steering Committee)

5. Secretariat Review

Review Issues

(l) Ownership of the NP by the government and non-government stakeholders

The document reflects a high level of ownership from the Ministry of Environment and Forests (MoEF), specifically the Forest Department, which will act as the National Programme implementing partner. Bangladesh has established inter-sectoral bodies for climate change and REDD+ that were consulted in the preparation of the R-PP: the National Steering Committee for Climate Change (NSCCC), responsible for preparing, coordinating and facilitating all national actions related to climate change, including Ministries, representatives of civil society and the private sector; the inter-ministerial National REDD+ Steering Committee (RSC) created MoEF in July 2011, which was tasked with overall coordination of REDD+ activities in Bangladesh, including the Ministries and Land and Agriculture, SPARRSO and the Hill Council of the CHT, and civil society representatives; and a REDD+ technical committee.

The reviewers highlight that R-PP builds upon existing national policies, strategies, plans and programmes including Bangladesh's Climate Change Strategy, and it is coherent with other projects and programmes from international development cooperation.

While the number of ongoing related processes represents an opportunity to catalyse the REDD+ process in Bangladesh, the reviewers point out the need to pay attention to potential coordination challenges emerging from overlapping roles and responsibilities of existing institutions.

(m) Level of consultation, participation and engagement

Bangladesh has reportedly previous experiences con carrying out multi-stakeholder consultation processes, in particular for the forest sector. The R-PP includes an initial assessment of the stakeholders in Bangladesh, to be further enhanced during implementation. A number of institutions to be potential partners in the implementation of the R-PP are also identified in the documents. As part of the development of the R-PP a number of consultations were held, including national and sub-national workshops and the proceeding and records from these meetings are publically available at Bangladesh [country page](#).

Bangladesh submission includes the minutes from the validation workshop, carried out in Dhaka, November 2nd, 2013. The workshop counted with the participation of 79 representatives from Government, civil society, indigenous peoples' organizations, donors and international cooperation, academia, women organizations, and private companies.

(n) Programme effectiveness, coherence with country strategies and other relevant initiatives, and cost-efficiency

Bangladesh's R-PP is consistent with the country's climate change strategy

5. Secretariat Review

Review Issues

(o) Management of risks and likelihood of success

While the R-PP describes in detail the budget necessary to carry out all the activities until 2016 and there is significant co-financing committed from USAID and the Government, a large percentage of the budget is not secured. It is expected that Bangladesh will have enough sources to continue raising funds still needed to meet the overall budget of the US\$ 15 million; however there is also a risk associated to relying on other sources to achieve the proposed outcomes.

The risk assessment framework for the overall implementation of the R-PP should be included in the document. The likelihood of success of a REDD+ Programme needs to be put in the context of a vulnerable country with extreme humanitarian needs, and high-risks of environmental disasters.

The Secretariat requires that a complete risk-log matrix including proposed mitigation measures for external and internal risks is included in the National Programme Document to be developed after the R-PP is considered by the Policy Board.

Other points:

The Secretariat considers that the independent reviewers provided important recommendations that should be incorporated in the R-PP document prior signature of the National Programme Document, while acknowledging that some recommendations are pertinent for the implementation phase and require resources to be addressed.

6. Independent Technical Reviews

(a) Were independent technical reviews undertaken?

Yes No

If not, why not?

6. Independent Technical Reviews

Synthesis of Independent Technical Reviews

The Secretariat sent Bangladesh's RPP to three independent technical reviewers in November 2013. The reviewers highlighted:

- The comprehensiveness of the document and alignment with existing national development policies, strategies, plans and programmes.
- The numerous ongoing processes and stakeholders related to REDD+ in Bangladesh which offer an opportunity for engagement and leverage.
- The need to further improve areas related to programme management and planning, the specificity of proposed actions which are very generic and require refinement, leading a clear explanation on how the proposed outcomes will be achieved.

The reviewers provided a number of important recommendations detailed in the independent review reports, including:

- Incorporate some lessons learned from projects into the R-PP to facilitate a more specific analysis and possibly guide early actions. Identify priorities in every respect (drivers, policies, areas, carbon pools, benefits, capacities...) where (no-regret) actions may be started and evaluated even before elaborate studies are finished.
- Establish a better interconnection between the components to enhance the Programme Monitoring and Evaluation Framework (component 6).
- Develop a risk analysis framework as part component 2b and consider incorporating compliance to the budget (as detailed in component 5), particularly with respect to the uncertainties regarding capacity building needs that are subject to still undefined REDD+ actions and strategy decisions.
- Enhance interconnections between components in particular between component 2a (drivers), 2b (strategy options), 3 (REL/RL) and 4 (MRV) (REDD+ activity performance, monitoring of drivers).
- Clarify the differences between direct and underlying causes of deforestation in component 2a. The separation into drivers 'Within the forestry sector' and 'Outside the forestry sector' does not appear clear, especially considering the complex context and the implications to incentives/disincentives regarding policies, legal framework, law enforcement and governance.
- Further explain the strategic focus on a local-level participatory process. The vision of the R-PP is participatory and with a number of grass-root and local level interventions, including sub-national capacity building activities for reference levels. The focus on the local level is an important strategic choice that the R-PP does not sufficiently justify.
- Reassess the co-funding's contribution to Bangladesh's R-PP (85%), as it is very risky considering that it has not yet been secured.
- Further enhance programme planning including more specific description of activities and its correspondent budget, revising consistency among sections, adding time-schedule, include a risk assessment framework, and revise compliance with results-based management.
- Review and assess the implications of the mandates, functions and policy and operational environment under which the climate change related institutions operate, under component 1.
- Further elaborate Component 2c including potential arrangements to address certain issues including land-ownership and carbon rights, addressing key governance concerns related to REDD+, and analysing possible scenarios related to both.

7. Secretariat Response

- Provide comments and request re-submission to a future Policy Board meeting
- Provide comments to be addressed before forwarding to the next immediate Policy Board meeting
- Forward to the Policy Board (with comments if necessary) with a recommendation to fund specific portions or phases (including an inception phase) of the NJP
- Forward to the Policy Board (with comments if necessary) with a recommendation to fund the NJP.

Explanation of Response:

The Secretariat considers Bangladesh's R-PP as consistent with the UN-REDD Programme Strategy and the rules of procedure and operational guidance. The proposal shows sufficient Government ownership and an initial consultation processes with solid basis. It also reflects a comprehensive plan for REDD+ readiness in the country. Important recommendations were made by the independent reviewers, and should be incorporated in the document prior signature and transfer of funds. The Secretariat recommends the Policy Board approves the funding allocation request.

8. Decision of the UN-REDD Policy Board

Decision of the UN-REDD Programme Policy Board:

- Full NJP approved, as per budget allocation in Section 4
- Initial NJP approved, as per budget allocation in Section 4
- Approved with a revised budget of \$
- Approved with modification/condition
- Deferred/returned with comments for further consideration

Decision by the Policy Board:

Comments:

8. Decision of the UN-REDD Policy Board

Salisu Dahiru
National Coordinator REDD+, Ministry of Environment, Nigeria
Co-Chair, UN-REDD Programme Policy Board

Signature

Date:

Veerle Vandeweerd
Director, Environment and Energy Group Bureau for Development Policy, UNDP
Co-Chair, UN-REDD Programme Policy Board

Signature

Date:

9. Administrative Agent Review

Action taken by the Administrative Agent: Multi-Partner Trust Fund Office, Bureau of Management, UNDP

Programme consistent with provisions of the UN-REDD Programme MPTF Memorandum of Understanding and Standard Administrative Arrangements with donors.

Administrative Agent:

Yannick Glemarec, Executive Co-ordinator, Multi-Partner Trust Funds
Bureau of Management, United Nations Development Programme - MPTF Office

.....
Signature

.....
Date