



## Acknowledgements

The consultants are very grateful to the members of the Programme Management Unit of the UN-REDD Bangladesh National Programme, particularly Mr. Nasim Aziz, the National Programme Manager, Mr. M. Rakibul Hasan Mukul, National Programme Director, and Mr Shams Uddin, PMU Governance Activity Coordinator, for all their guidance, cooperation and support, which facilitated the smooth realization of the evaluation mission. The international consultant particularly thank Mr Nasim Aziz and Mr James Rozario for their great assistance on various logistical and administrative matters.

The consultants are very grateful to all the people listed in Annex IV for taking time out from their busy schedules to be interviewed and/or to attend the evaluation workshops, and especially to:

- Mr. Md. Mozahed Hossain, Additional Secretary, MoEFCC
- Mr. Mohammed Shafiul Alam Chowdhury, Chief Conservator of Forests, BFD
- Mr. Shamshur Rahman Khan, Deputy Secretary, MoEFCC
- Dr. Md. Saifur Rahman, Senior Assistant Chief, MoEFCC
- Mr. Zahir Uddin Ahmed, Deputy Chief Conservator of Forests, Planning, BFD
- Mr. Zaheer Iqbal, Deputy Conservator of Forests, RIMS Unit, BFD
- Dr. Mariam Akhter, Assistant Conservator of Forests RIMS Unit, BFD
- Dr. Matieu Henry, CTA, NFI Project, FAO
- Mr. Ariful Haque Hoque Belal, Assistant Chief Conservator of Forests, Management Planning, BFD
- Mr. Abdullah Abraham Hossain, Assistant Conservator of Forests, Development Planning, BFD
- Mr. Oliul Haque, Assistant Conservator of Forests Development Planning, BFD
- Ms. Kyoko Yokosuka, Deputy Resident Representative, UNDP Bangladesh
- Mr. Khurshid Alam, Assistant Resident Representative, UNDP Bangladesh
- Mr. Arif M Faisal, Programme Specialist, UNDP Bangladesh

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## Acronyms

AFOLU	Agriculture, Forests and Other Land Use
BFD	Bangladesh Forest Department
BFIS	Bangladesh Forest Information System
CHTs	Chittagong Hill Tracts
CSO	Civil Society Organization
CTA	Chief Technical Advisor
D&D	Deforestation and forest degradation
EF	Emission Factor
EM	Ethnic minority
ERD	Economic Relations Division
FAO	Food and Agriculture Organization of the United Nations
FPIC	Free, Prior and Informed Consent
FRL	Forest Reference Level
FREL	Forest Reference Emission Level
GEF	Global Environmental Facility
GHG	Greenhouse gas
GHG-I	Greenhouse gas inventory
GoB	Government of Bangladesh
IPCC	Intergovernmental Panel on Climate Change
IP	Indigenous people
LRC	Land Reform Commission
MoEF	Ministry of Environment and Forests
MoEFCC	Ministry of Environment, Forests and Climate Change
MRV	Measurement, Reporting and Verification
NCE	No cost extension
NDC	Nationally Determined Contribution
NFI	National Forest Inventory
NFMS	National Forest Monitoring System
NGO	Non-governmental Organisation
NP	Bangladesh UN-REDD National Programme
NPD	National Programme Document
NRS	National REDD+ Strategy
OECD	Organization for Economic Co-operation and Development
PAMs	Policies and Measures
PEB	Programme Executive Board
PIC	Project Implementation Committee
PMU	Programme Management Unit
PSC	Project Steering Committee
REDD+	Reducing Emissions from Deforestation and Forest Degradation
RIMS	Resource Information Management Unit
ROtI	Review of Outcomes to Impacts (methodology)
RSC	REDD+ Steering Committee
RTA	Regional Technical Advisor
SIS	Safeguard Information System
SFM	Sustainable Forest Management
SUFAL	Sustainable Forests and Livelihoods Project (World Bank)
ToC	Theory of change
TOR	Terms of reference

TWG	Technical Working Group
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNRC	United Nations Resident Coordinator
UN-REDD	United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries

# Executive Summary

## Introduction and methodology

The three year Bangladesh UN-REDD National Programme (NP) was approved by the Government of Bangladesh on 27 May 2015 with a budget of US \$2.3 million, \$1.15 million from UNDP and \$1 million from FAO. Implementation was however delayed to June 2016 due to the Government of Bangladesh (GoB) requirement for the NP to be approved as a Technical Project Proposal. Subsequently a No Cost Extension was granted to extend the project end date to 30<sup>th</sup> June 2019.

This evaluation was commissioned by UNDP on behalf of the two UN implementing agencies, UNDP and FAO. It was conducted by an international and a national consultant over the period March-June 2019. An inception report was submitted in March, and was followed by an in-country evaluation mission from 31 March to 17 April. During the mission, the consultants conducted face to face interviews with 47 people (of which six female), held eight skype interviews, and conducted two half day evaluation workshops, the first with 13 participants and the second 23 participants (both workshops had one female participant). The data generated by the workshops and interviews allowed the consultants to apply theory of change analysis, involving the analysis of assumptions, risks and mitigation measures. It was not however possible to interview indigenous community stakeholder representatives except one who represented the communities in the programme Steering Committee. Efforts were made by both PMU and the evaluators to contact some other important leaders of indigenous community, particularly in Chittagong Hill Tract (CHT), but they were not responsive to the requests.

## Main conclusions and findings

The main conclusion is that the NP, with the complementary support of two USAID projects, has successfully established 'technical readiness', but for various reasons (see below) has only partially achieved 'strategy' and 'institutional readiness', and has therefore only partially achieved its objective and outcomes. Outcomes 3 and 4, which were very well funded and supported by a resident CTA (funded by USAID), an effective Technical Working Group, and complementary inputs of the USAID projects, were achieved in good time. Outcomes 1 and 2, on the other hand, have been poorly funded and technically supported. The NP Manager and Director have worked hard in a difficult context (limitations of budget, policy support, PEB guidance, technical support, etc.). Overall the NP was rated as Moderately Unsatisfactory, with the main reason being the inadequate budget from which many of the problems stemmed. It is noted however that if a good quality National REDD+ Strategy can be achieved by the end of the programme, this could be upgraded.

Positive outputs or achievements of the NP have included submission of the FREL/FRL to UNFCCC; the on-line BFIS GeoPortal (<http://geoportal.bforest.gov.bd/>); capacity developed of the RIMS Unit; good quality posters and pamphlets based on the UN-REDD Academy materials; three high quality videos (although not yet widely disseminated); workshops with local stakeholders; and international good practice in the process of selecting ethnic minority representatives for the PEB and REDD+ Stakeholder Forum.

As regards Outcomes 1 and 2, the theory of change analysis revealed several assumptions that have not been upheld. From the documentation, stakeholder workshops and interviews, the following factors have negatively affected progress towards strategy and institutional readiness:

- The very limited budget (US \$1.3 million) for Outcomes 1-2 compared to other NPs;

- Outcomes 1-2 have received limited international technical support, and this has not been compensated by pro-active support from the RTAs;
- A non-functioning REDD+ Steering Committee (RSC) has negatively affected high level policy support and inter-sectoral collaboration, and made it difficult to mainstream REDD+ in national policies;
- Limited inter-institutional and inter-sectoral collaboration, including data sharing and harmonization problems - underlying this is the 'forest-centric' approach and perception of the NP as a forestry programme with Bangladesh Forestry Department (BFD) as the Lead Implementing Partner in spite of advice from several RTAs and in regional REDD+ conferences for a more multi-sectoral approach;
- Sporadic PEB meetings combined with absence of the RSC has left the PMU with limited guidance and support, although the roles of the PEB and RSC were to a limited extent replaced by the Project Steering Committee (PSC) composed of government representatives;
- Limited collaboration between the UNDP and FAO teams (also observed by the 2018 Internal Review), primarily due to the way the NP was formulated with the two teams working independently of each other on the two sets of outcomes, and with the NP Director and Manager having limited influence on the FAO-led activities;
- Budgetary limitations, absence of a safeguards process and the lack of stakeholder fora have made it difficult to secure necessary levels of multiple stakeholder buy-in or promote gender equity or mainstreaming.

At the time of the evaluation mission, there was significant concern about the quality of the National REDD+ Strategy (NRS) draft and the time left to sufficiently improve it, including necessary levels of stakeholder consultation. Several key informants expressed concerns about the quality of the reports on the D&D drivers, identification/prioritization of PAMs and other reports to provide a sound basis for the NRS. For example, poor governance was identified by the drivers' report as the most important underlying driver, but it is only weakly addressed by the PAMs. More generally the PAMs do not seem sufficiently 'transformational' to change the 'business-as-usual' D&D drivers (.

As regards design gaps, several inputs, activities and outputs that are normally integral to NPs were absent due to the budgetary limitations and have significantly affected strategy and institutional readiness: CTA support for outcomes 1 and 2, a safeguards process, establishment of four stakeholder fora (as opposed to a single REDD+ Stakeholder Forum), and a comprehensive financing and incentives report that could be linked to an exit strategy. Promotion of gender equity and mainstreaming objectives has also to some extent been constrained by budgetary limitations; although three reports on gender issues were commissioned, including an assessment of how the PAMs should be adapted to be more gender-responsive, there was insufficient funding to implement recommendations such as preparation of gender sensitization materials and stakeholder training.

The importance of high level policy support cannot be overstressed; it is surprising that this was only a medium level risk in the National Programme Document given the series of GoB decisions to reallocate forest land to non-forestry uses resulting in extensive deforestation, e.g., establishment of military cantonments, Rohingya refugee camps, and export processing zones in mangrove areas. The MoEFCC has been unable to influence these decisions. As regards the potential for REDD+ implementation, several key informants raised the issue of the low policy priority of forestry, as well as for mitigation compared to adaptation, the complexity and high transaction costs of international REDD+ payments, and lack of donor finance for REDD+ implementation. Even within BFD, REDD+ is



seen as less important than other programmes, especially the World Bank Sustainable Forestry and Livelihoods (SUFAL) project with its large budget.

## Recommendations

**GoB/NP: Request UNDP-CO for technical assistance support to finalize the NRS.** It is recommended that an experienced consultant who has worked on at least one other NRS is contracted for about 40 days to finalise the NRS, and a two month NCE be granted to allow this to happen. **Rationale:** The NRS is a complex and difficult document, and the most important output of the NP. In most NPs the CTA has worked closely with the PMU and RTAs to develop the NRS, e.g., the Sri Lanka NRS was developed with the resident CTA and very frequent country visits (8-12 times per annum) by members of the RTA team.

**GoB: Operationalise the RSC and create a high powered body for overseeing climate change related matters;** If there is a REDD+ implementation phase as originally conceived as a multi-sectoral process, the latter should be attached to the Prime Minister's office. **Rationale:** The RSC is vital for both readiness and implementation since it would promote high level policy support and cross-sectoral/ministerial coordination. Operationalization of the RSC, including with appropriate multiple stakeholder membership, could be considered as condition for further international financial support to the REDD+ process.

**GoB: Request UN Environment to help investigate funding sources for the safeguards process.** **Rationale:** the safeguards process, including development of a Safeguards Information System (SIS), is a mandatory requirement by the UNFCCC for a country to receive REDD+ payments. It would also contribute to the processes of stakeholder engagement and feasibility analysis of the PAMs.

**GoB: If it is decided to proceed with a REDD+ implementation phase, make funds available from its own resources for implementation of REDD+ related initiatives:** Financially, GoB is capable of supporting REDD+ related initiatives. BBFD/MOEFCC is urged to explore the possibilities of a project, supported by funds from government sources, for addressing some of the key components of a national REDD+ implementation programme. **Rationale:** As donors for the implementation phase have not been identified yet, support from the government can ensure quick initiation of the implementation phase. In addition, there are some essential components of such a programme, which donors are reluctant to support, a GoB funding will ensure that such components are implemented without any hindrance.

**GOB: If there is a REDD+ implementation phase, request UN agencies and/or USAID for support to develop a Sub-National REDD+ Action Plan (SRAP) for the CHTs.** It is recommended that a 12 month multiple stakeholder consultation and planning process be undertaken with the objective of producing a validated and ratified (by regional stakeholders and GoB) 'Sub-national REDD+ Action Plan' (SRAP).<sup>1</sup> Given the complex social, governance and tenure issues, low level of trust between EM groups and BFD, and unique governance structures in the CHTs, the proposed SRAP should be developed on the basis of (i) alternative institutional arrangements in which NGOs and EM/local stakeholder and

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<sup>1</sup> The SRAP approach, developed under the Vietnam and Nepal UN-REDD NPs, is based on strong stakeholder participation in the diagnostic and design stages (ICIMOD 2017a) and the use of "spatial analysis" involving the participatory use of maps based on satellite imagery (García-Rangel et al 2017, Pollini et al 2019). ICIMOD (2018b) has published a manual for facilitators of the SRAP process based on case studies in Nepal and Vietnam.

government representatives take the lead; and (ii) a highly participatory planning process in which CHT stakeholders play a full role in analysis of the problems, including the drivers, and identifying responsive strategies or interventions. **Rationale:** There was widespread agreement among key informants that if there is a REDD+ implementation phase, it should have a priority focus on the CHTs, given (a) its importance for forest-based emissions, and (b) the SUFAL or any other major forestry project do not include the CHTs. The NP Director also noted that the NP budget was insufficient for a detailed planning process in the CHTs.

**GOB:** Assuming there is a REDD+ implementation phase, **request UN agencies for financial support to raise stakeholder engagement and capacity building, including on gender equity and mainstreaming.** Key activities should include: revisiting and implementing the Stakeholder Consultation and Participation Plan; establishment of at least four stakeholder fora (EM/IP groups; civil society; academics and researchers; private sector); development of popular education materials and capacity building of more remote stakeholders; development of materials on gender sensitization and capacity building of stakeholders on gender equity and mainstreaming issues. Not raising, or dampening, expectations associated with REDD+ would also form a vital part of stakeholder engagement. **Rationale:** the very limited budget for stakeholder engagement compared to other NPs and the importance of stakeholder capacity building and gender equity objectives in participation, sustainability and equitable outcomes in REDD+ implementation.

**UN agencies:** Provide or facilitate funding for activities to meet outstanding readiness gaps, such as the safeguards component, stakeholder capacity building, conducting a comprehensive analysis of financing and incentive measures, cost-benefit analysis of PAMs, and other aspects of institutional and stakeholder readiness. Such funding could be conditional on at least an operational RSC and ratification of the proposed reorganization of the BFD. **Rationale:** several readiness gaps are due at least partially to the budgetary shortfall for outcomes 1 and 2.

**UNDP Country Office:** In the REDD+ implementation phase (if there is one) facilitate coordination between the NP and other UNDP supported forest sector projects, and adopt a more pro-active approach to ensuring better collaboration between UNPD and FAO teams.

# 1. Introduction

## 1.1. Background and purposes of the evaluation

The UN-REDD Programme is the United Nations' Collaborative Initiative on Reducing Emissions from Deforestation and forest Degradation (REDD+) in developing countries. It was launched in 2008 and builds on the convening role and technical expertise of the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP) and United Nations Environment, referred to as the participating UN Organizations (UN Organisations). The UN-REDD Programme supports nationally led REDD+ processes and promotes the informed and meaningful involvement of all stakeholders, including indigenous peoples and other forest-dependent communities, in national and international REDD+ implementation.

Bangladesh became a member country of the UN-REDD Programme in 2010. Following development of a REDD+ Readiness Roadmap in 2012, Bangladesh was invited by the UN-REDD Policy Board to develop a Readiness Preparation Proposal (R-PP). The "Bangladesh UN-REDD National Programme" (NP) was approved in 2013 with a budget of US\$ 2,300,500 (Table 1), which forms part of the finance required to achieve the objectives of the "National REDD+ Readiness Roadmap" (Roadmap), also set out in the 2014 Readiness Preparation Proposal (R-PP).

**Table 1. National Programme budget (US\$)**

Participating UN Organization	\$ allocated from UN-REDD Multi-Partner Trust Fund
FAO	1,000,000
FAO indirect cost (7%)	70,000
Total FAO	1,070,000
UNDP	1,150,000
UNDP indirect cost (7%)	80,500
Total UNDP	1,230,500
<b>Total</b>	<b>2,300,500</b>

The Bangladesh UN-REDD National Programme Document (NPD) was developed in 2014 and approved by the Government of Bangladesh (GoB) in May, 2015, to run for three years and end in April 2018. Implementation of the NP was however delayed until June 2016 due to the requirement by GoB to develop and approve a Technical Project Proposal (TPP); this was prepared and approved on 30<sup>th</sup> June 2016. Due to this 12-month delay in implementation, a no-cost extension (NCE) was recommended by the Programme Executive Board (PEB) in February, 2017 and approved by the PSC on 10 April 2017. However, the request for the NCE was made, by request from UNRC to the global UN-REDD Executive Board (EB), in April 2018, when the original termination date was almost reached, and endorsed by the MoEFCC only in January 2019. . The acceptance of the NCE request by the global UN-REDD EB in April 2018 enabled the NP to continue operation pending MoEFCC endorsement, and with the NCE, the NP commenced operational activities on 30<sup>th</sup> June, 2016 and will finish on 30<sup>th</sup> June, 2019.

It can be noted that the estimated total cost of the REDD+ Roadmap was US\$ 14,882,000. This included US\$ 5,294,000 from the United States Agency for International Development (USAID) for the National Forestry Inventory project "Strengthening National Forest Inventory (NFI) and Satellite Land Monitoring System in support of REDD+ in Bangladesh" (USAID NFI project for short). Therefore, the Component 4 activities of the NP were designed to complement the USAID NFI project. The latter is implemented by FAO and includes payment of a Chief Technical Advisor (CTA), who it was agreed

could provide one day per month technical assistance support to the NP. The USAID project finishes at the same time as the NP (although its duration has been different). It should also be noted that Component 3 and 4 activities were also complemented by support from the USAID SilvaCarbon Bangladesh Project with a budget of US \$3.5 million. The Roadmap budget also included USD2,744,250 considered as Co-financing or payment in kind from the Government of Bangladesh (GoB) and USD \$220,000 Targeted Support from UN-REDD. The Targeted Support was used prior to the NP.

The objective of the NP, as stated in the NPD, is to support the Government of Bangladesh in initiating the implementation of its REDD+ Readiness Roadmap by establishing necessary REDD+ management processes, identifying strategic readiness options for completing its National REDD+ strategy, and developing the capacities required to begin the implementation of REDD+.

The objectives of this evaluation are to:

- Provide evidence of results to meet accountability requirements,
- Assess the status of REDD+ readiness in Bangladesh, gaps and challenges that need to be addressed to achieve REDD+ readiness and the potential role of the UN-REDD Programme, participating UN organisations and national implementing partners in the future REDD+ process in the country.
- Propose recommendations on how existing and potential financing and investment opportunities can be leveraged and better coordinated for further REDD+ processes and implementation of a National REDD+ Strategy.
- Review the existing or proposed institutional arrangements for REDD+ and make recommendations on how they could be improved or adjusted for more efficient implementation of REDD+ processes and National REDD+ Strategy.
- Promote learning, feedback and knowledge sharing through results and lessons learned among the participating UN Organizations and other partners. The evaluation will identify lessons of operational and technical relevance for future programme formulation and implementation in the country, and/or for the UN-REDD Programme as a whole.

The primary audience for the evaluation is the Government of Bangladesh, the two participating UN Organizations of the UN-REDD Programme and the programme resource partners. The secondary audience for the evaluation is the UN-REDD Executive Board and national REDD+ stakeholders. The evaluation report will be made available to the public through the UN-REDD Programme website ([www.un-redd.org](http://www.un-redd.org)).

## **1.2 Methodology**

The main methods used for this evaluation can be summarised as a review of the reports and documents generated by the NP, key informant or stakeholder interviews, and two half-day stakeholder evaluation workshops using theory of change (TOC) analysis. Some significant limitations to information collection by the evaluation team are also noted.

### **1.2.1 Documentation Review**

The evaluation team reviewed many documents, including:

- The National Programme Document (NPD)
- Consultancy reports commissioned by the NP
- Annual Reports

- The Internal Review (March 2018)
- PEB Meeting Minutes
- Key sectoral documents such as the draft Bangladesh Forestry Master Plan 2017-2036, the draft National Forestry Policy, the Bangladesh Environment Policy (2013), project documents of major on-going forestry projects, and the Seventh Five-Year Plan of Bangladesh.

Based on a preliminary reading of these reports, a provisional checklist of questions for the key informant and stakeholder interviews was prepared (see Annex IX).

### **1.2.2 Key informant interviews**

Face to face interviews were held with 47 key informants or stakeholders, mainly individually, including members of the Programme Management Unit (PMU), officers of the Ministry of the Environment, Forests and Climate Change (MoEFCC) including Bangladesh Forestry Department (BFD), Bangladesh Forest Research Institute and the Department of Environment, donor funded projects in the forestry sector, NGOs, civil society individuals, university professors and research scientists, a journalist, a corporate sector employee and a PEB member representing indigenous people (by telephone).

Additionally, eight skype interviews were conducted with current and ex Regional Technical Advisors (RTAs), an ex UNDP Country Office advisor, and other UN agency (or ex UN agency) staff. A list of all those interviewed, including the workshop participants, is presented in Annex IV.

### **1.2.3 Stakeholder evaluation workshop**

Two half- day evaluation workshops were held on the 7<sup>th</sup> and 10<sup>th</sup> April, 2019 with key stakeholders and informants (listed in Annex IV): on 7<sup>th</sup> April, 2019 with 16 members comprising of the members of the Measurement Reporting and Verification (MRV) Technical Working Group (TWG) and some other relevant participants to analyse components 3 and 4, and on 10<sup>th</sup> April, 2019 with 26 key informants (including PMU) to evaluate components 1 and 2. In addition, the national consultant attended another workshop, attended by BFD officials, which evaluated the current draft of the National REDD+ Strategy.

The aims of these workshops were to:

- Assess assumptions and risks affecting the TOC of the NP
- Identify potential design gaps
- Identify causative factors in achievement of the NP outputs, outcomes and objective;
- Identify outstanding gaps as regards meeting the objective and recommendations for meeting gaps in REDD+ readiness.

The methodology basis of the workshop was TOC analysis, using an adaptation of the Review of Outcomes to Impacts (ROtI) method. The essence of the ROtI method is to analyse assumptions, relationships and causal linkages between project strategies (or inputs), outputs, outcomes and impacts, and especially between outcomes and impacts (see Figure 1). In view of the objectives and time frame of the NP, the method was adapted to focus on linkages between inputs, outputs and outcomes.

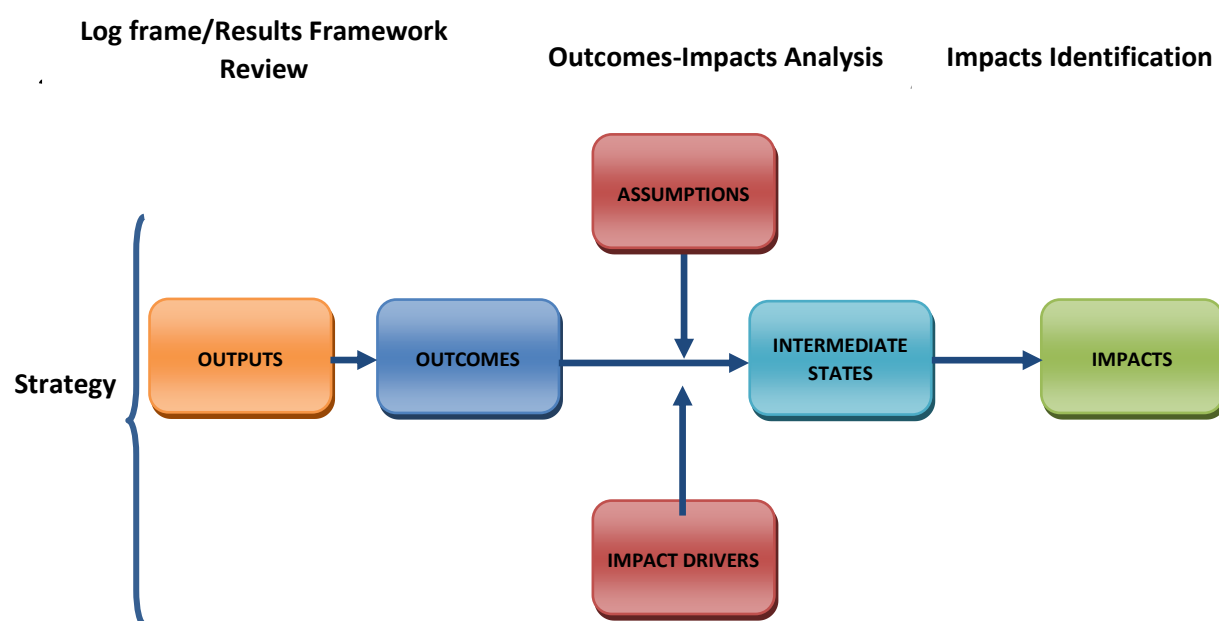
Key steps in the workshop methodology were as follows:

- Division of participants into working groups corresponding to the activities they have been most involved with; in the second workshop, PMU members formed a separate group so

that there was a stronger stakeholder participation in the component-based groups (in view of the tendency for non-PMU members to defer to views of PMU members<sup>1</sup>);

- Identification and prioritization by participants of the main difficulties, problems or constraints encountered during the NP;
- Analysis of whether these difficulties or problems refer to unforeseen external factors beyond the control of the NP (“external risks”) or whether they referred to factors that should have been within the influence of the NP;
- Analysis of the consequences of difficulties/problem for achieving the outputs and outcomes;
- Discussion of how the NP counteracted or mitigated the difficulties or problems;
- Analysis of whether there was anything else the NP could or should have done (to identify missing “intermediate states” or factors that could have helped achieve the outcomes);
- Discussion of outstanding readiness gaps (at the current point in time).

**Figure 1: Diagram of the ROTl Methodology**



Source: GEF Evaluation Office. 2010. Towards Enhancing the Impacts of Environmental Projects. The ROTl Handbook. Methodological Paper #2. [www.gefeo.org](http://www.gefeo.org)

The tables generated in the two workshops (see Annex V for more verbatim versions), combined with assessment of the risks analysis presented in the NPD, allowed the evaluation team to identify: assumptions, including around risk mitigation measures proposed in the NPD, that were not upheld; other problems or constraints that could imply programme design gaps; causative factors in the achievement of outcomes and outcomes; and outstanding readiness gaps.

#### **Photos of working groups in stakeholder Evaluation Workshops**

<sup>1</sup> Based on experiences of conducting evaluation workshops for the NPs of Sri Lanka and Mongolia.



#### **1.2.4 Limitations in applying the methodology**

A major limitation for the evaluation consultants was that it was not possible, except for one phone interview, to interview ethnic minority (EM) or indigenous people (IP) representatives. This was partly due to travel restrictions on foreigners to key locations in the CHT<sup>1</sup>. Several attempts were made by PMU and the national consultant to contact indigenous people (IP) or ethnic minority (EM) representatives, but with little or no response. After the departure of the international consultant, the national consultant was able to hold a telephone conversation with a key IP stakeholder. As regards other civil society stakeholders the interviews/consultations were confined to a few NGOs, academics, research and civil society representatives.

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<sup>1</sup> Any significant increase in tree cover in Bangladesh will require rehabilitation of denuded/degraded forests in the CHT districts. However, because of the prevailing socio-political environment, it is not possible for the BFD to undertake the needed interventions without the full support of the local population, mostly ethnic minorities. While the PMU has carried out stakeholder consultations and individual meetings with the leaders of the communities, it was not possible for the evaluation team to meet them.

## 2 Context of the National Programme

### 2.1 Development context, including challenges, policy & legal issues

Bangladesh is a very densely populated, low-lying riverine country of 147,570 km<sup>2</sup> with an estimated current population of 166 million. Only 12.9% of land (in the hill districts) are located at elevations above 12 meters.<sup>1</sup> Bangladesh has a notified forest area of nearly 1.9 million hectares (ha). The natural forest of the Sundarban comprise 601,700 ha, while the remaining forest area is either under different types of plantations or natural forest, including 285,841 ha of protected areas. There is another area of 695,000 ha of unclassified state forest (USF), which is mostly denuded and administered by the civil administration in the Chittagong Hill Districts.

Due to its low deltaic position, Bangladesh has been rated as among the most climate vulnerable countries in the world. Global warming and the resultant changes in global climate, in the form of rising temperatures, changes in rainfall patterns, sea level rise and a rise in the frequency of extreme weather events, like floods, out of season rainfall, storm surges and cyclones, are likely to have increasingly serious impacts on the people and the economy of the country.

Bangladesh has achieved a rapid and sustained growth in gross domestic product (GDP), and has dramatically reduced poverty levels. In 2018, GDP increased by 7.8% and GDP per capita rose by 6.6%. Poverty (head-count) declined from 48.9% in 2000, to 21.8% (estimated) in 2018, while extreme poverty fell even more steeply from 34.3% to 11.3% (estimated). Bangladesh has been able to meet most of the key millennium development goals targets, and is also expected to graduate out of the category of “least developed countries” in the near future.

Through the five-year plans, the government is implementing its long term vision of accelerated and inclusive growth and eradicating poverty, inequality and human deprivation. The Seventh Five-Year Plan (the Plan) aims to ensure inclusive, pro-poor and environmentally sustainable growth, and create employment for all in the labour force. The Plan aims to raise the average annual GDP growth to 7.4% and reduce head count poverty to 18.6%, and extreme poverty to 8.9%, respectively.

The Plan sets clear development priorities, which are also well-aligned with the priorities under the Sustainable Development Goals. The stated main focus of the plan is environmental sustainability while accelerating growth of agriculture, industry and service sectors, and significantly raise the share of manufacturing in GDP, and boost export growth. The Plan also attaches high priority to human resource development, health, developing skills, keeping population growth under control, infrastructure development, electricity generation capacity, fostering gender equality, reducing income inequality and strengthening social protection.

Ensuring environmental sustainability is stated as a high priority under the plan. This includes aims to raise productive forest coverage to 20%, improve air quality in major cities, restore urban wetlands and promote zero discharge of industrial effluents, establish a permanent green belt along the coast and complete land zoning for sustainable land and water use. The Plan also seeks to ensure integration of environmental, climate change and disaster risk considerations into project design, budgetary allocations and implementation processes.

It could be claimed that the BFD has made a quantum shift over recent decades, including introduction of a total moratorium on felling of forest trees, and with the current aim of forest management to conserve rather than exploit forests. In addition, special attention is being given to climate resilient

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<sup>1</sup> Land Cover Map of Bangladesh, 2015.



forestry development activities, provisions for 'off forest' income generation for forest-dependent communities, and the importance of community involvement in forestry practices. This shift in approach is apparent in most major forestry projects undertaken in recent years, including the Climate Resilient Participatory Afforestation and Reforestation Project (CRPARP), the Sustainable Forest and Livelihood Project (SUFAL) and the pipeline SURAKKA project in the Sundarban. The recently revised draft of the Bangladesh National Forestry Policy and the Forestry Master Plan also stress the need for institutional capacity building, "all-inclusive" forestry development, building up of forestry assets, and community involvement in forest management and conservation.

However, there are some major issues and problems facing the forestry sector. Prominent among these is an acute shortage of manpower and capacity, with almost a third of sanctioned posts currently vacant, severe forest protection and land tenure issues, complex issues facing forestry administration in CHTs, and an inability to properly implement existing relevant policies, national strategies, rules and regulations.

The reduced national forest cover has been caused by the unauthorized removal of trees, encroachment of forest land, inadequate protection and legal backing for protecting forest estates, land tenure issues, transfer of forest land for other purposes and an absence of clear forest boundary demarcation and inability to restore the forests quickly. These problems have further been compounded by the Department's acute shortage of manpower, professional capacity, logistical and other support, and absence of a clear long-term programme for forestry development. While these issues are currently being addressed, the process will take time while the BFD gains capacity and momentum. The tree cover area outside forests is steadily increasing and constitutes the main source of tree based resources in the country. According to a 2017 study there has been a 12.9% increase in the tree cover area outside forest compared to 2000. The challenge is to ensure that this pace of tree cover extension outside forest continues. While the current National Forest Policy (1994) has adequate provisions for the developing forestry sector, many of its recommendations have not been fully implemented. This policy is currently under revision so that current and emerging issues can be adequately addressed.

## **2.2 Process by which the NP was identified and developed**

Bangladesh became a member country of the UN-REDD Programme in 2010. Following the development of a REDD+ Readiness Roadmap (including an MRV Action Plan), Bangladesh was invited by the UN-REDD Policy Board to develop a Readiness Preparation Proposal (R-PP). This was approved by the Board in December, 2013 for an amount of US\$ 2.3 million as part of the finance required to achieve the objectives of the REDD+ Readiness Roadmap. Subsequently, the UN-REDD NPD was prepared and finalized in November 2014. The NPD was signed by the Ministry of Environment and Forests, the External Resources Department, UNDP and FAO in May, 2015.

Commencement of activities was however delayed by a year due to the need to convert the NPD into a Technical Project Proposal (TPP), a GoB planning tool to ensure projects are mainstreamed into national development programmes. The TPP was prepared and submitted to the National Planning Commission in December 2015 and approved on 30<sup>th</sup> June, 2016. The official timeframe of the Bangladesh UN-REDD NP is based on the date of signature of the NPD, but due to the process of TPP development and approval, NP funds could not be accessed activities could not be initiated until after June, 2016. In order to compensate for the time lost, a no-cost extension was recommended by the PEB in February, 2017 and approved by the Project Steering Committee (PSC) on 10 April 2017. A

request for the NCE was therefore made, according to the protocol of the UN-REDD global Programme, by UNRC to the global UN-REDD EB, in April 2018, and approved the same month.

### **2.3 Relationship between the NP and other relevant interventions**

The main objective of the REDD+ strategy is to create enabling conditions for successfully implementing initiatives aimed at minimizing net emissions from the country's forest sector, firstly by reducing deforestation and forest degradation, and secondly by creating a larger carbon sink through extending the area under tree cover. In the current decade, projects/programmes, which are being implemented by the BFD, have addressed issues like climate resilient forestry practices, enhanced capacity building of the BFD, formulation of policy and strategy documents, necessary revision of rules and regulations, addressing research needs, involvement of forest dependent communities in all stages of forestry development and livelihood support to reduce their dependence on forest resources.

Environmental considerations have received full consideration in the implementation of these initiatives and both the draft National Forestry Policy and Forestry Master Plan have focussed on issues/elements that are normally part of a national REDD+ strategy. As a result of undertaking these initiatives, BFD has already gained some of the required capacity for REDD+ implementation. The World Bank financed Sustainable Forest and Livelihood (SUFAL) mega-project is in the process of raising large-scale plantations in all forest regions except CHT. In addition, SUFAL is supporting capacity building, research, livelihood support, additional staff deployment in an arrangement that aims to involve forest dependent communities in all the project phases/activities.

SUFAL and other projects, such as 'Afforestation in the Coastal Regions including Newly Accreted Chars of the Bay of Bengal,' have also been creating new tree cover in the coastal regions. BFD is also extending protected areas in which no resources exploitation is allowed. Other projects, including SUFAL and Strengthening of the National Forest Inventory and Satellite Land Monitoring System in Support of REDD+ in Bangladesh are addressing capacity building, replenishment of tools and equipment and strengthening capacities of the BFD to use modern tools and technologies. Extension of tree cover areas outside forests has also been a priority for the BFD.

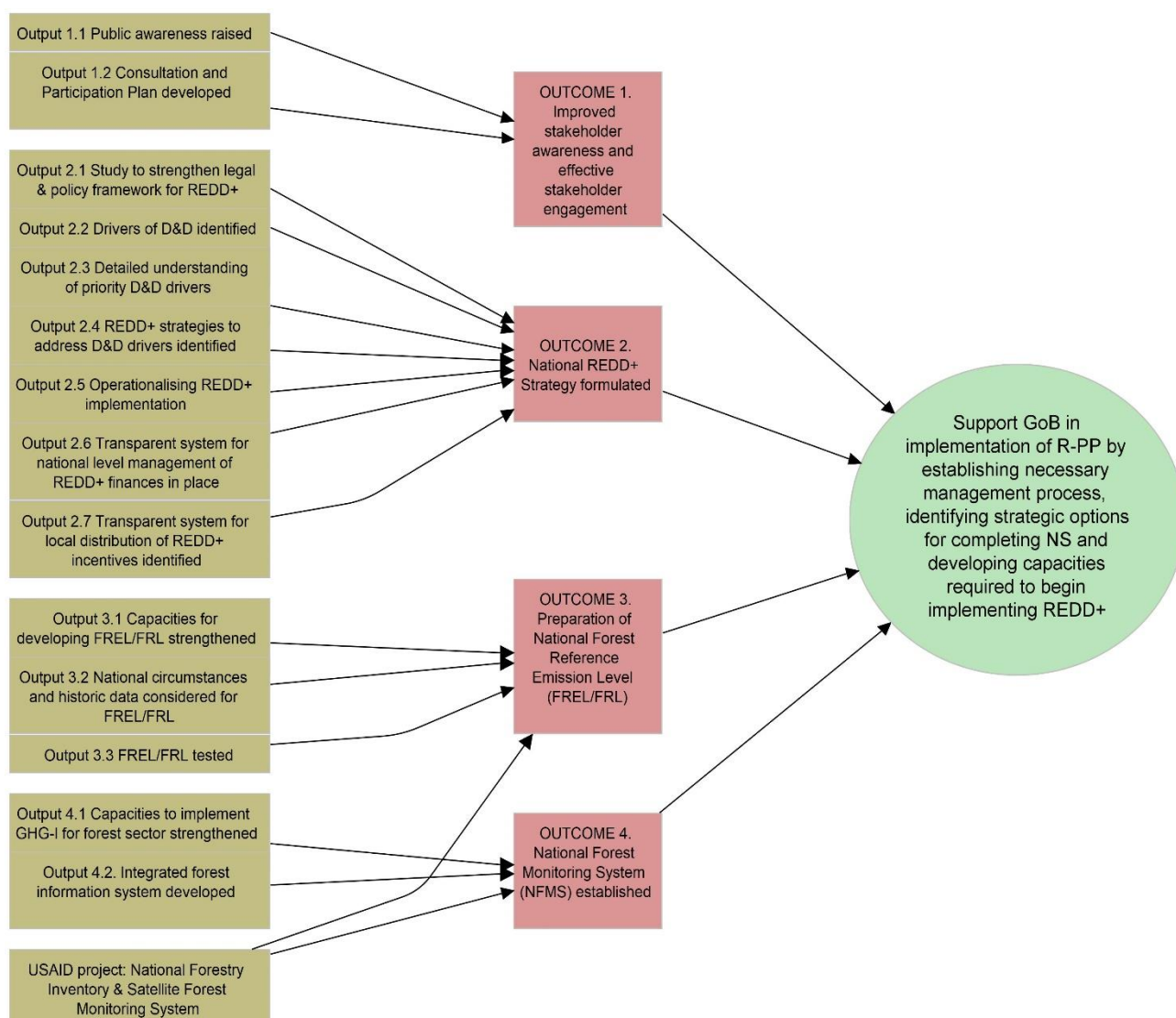
### 3 Concept and relevance of the National Programme

#### 3.1 Design

##### 3.1.1 Theory of change of the NP

The theory of change (TOC) of the NP was basically the same as for other national UN-REDD programmes. This was that effective implementation of the NP outputs would result in a set of outcomes that, when taken together with the complementary outcomes of the USAID NFI Project, would achieve REDD+ institutional, strategy and technical readiness, and thereby fulfil the objective of supporting the Government of Bangladesh in initiating implementation of its REDD+ Readiness Roadmap by establishing the necessary REDD+ management processes, identifying strategic readiness options for completing its National REDD+ Strategy (NRS), and developing the capacities required to begin implementation of REDD+. The TOC is presented graphically in Figure 2.

**Figure 2. Theory of change of the Bangladesh National REDD+ Programme**



One difference with other NPs is that, due to the much lower budget of the Bangladesh NP, a safeguards process was not included; additional funding for the safeguards work was originally envisaged to be accessible through the UN-REDD Targeted Support facility, but this was however discontinued in the second phase of the UN-REDD Programme (from 2016).<sup>1</sup> Otherwise the stated objective, outcomes and outputs of the NP are considered appropriate by the evaluation team.

### 3.1.2 Validity of assumptions of the National Programme

The validity of the assumptions of the NP were assessed from a combination of: the risks analysis conducted when developing the NPD (Table 1); the difficulties or problems identified by key informant participants of the two evaluation workshops (Table 2); and from key informant interviews conducted by the evaluation team.

**Table 1. Risks analysis in National Programme Document**

<i>Description of risks</i>	<i>Level of risk</i>	<i>Mitigation measures</i>
Lack of political support for REDD+ readiness, PAMs and institutional reforms	Medium	Advocacy programmes targeting key policy and decision makers
Lack of coordination between government institutions, especially on joint actions (e.g., law enforcement)	Medium	NP to work closely with the REDD+ Steering Committee (RSC) to ensure collaboration & coordination; where higher level political engagement needed, RSC & UNRC to engage key individuals/institutions
Lack of willingness to share and harmonise data across government	Medium	Representatives of institutions on the RSC; data sharing agreements developed by MoEFCC/FAO
Ineffective national REDD+ coordination mechanism	Low	Effective operation of RSC*, including decision-making process, to ensure coordination and consensus between stakeholders; NP to closely monitor issues & risks as they arise, and play a strong facilitation role to ensure progress
Limited information dissemination and access for remote areas	Medium	Consultation and Participation Plan to focus on stakeholders in remote areas
Legal barriers to benefit sharing options	Medium	Options for benefit sharing identified; TWG on financial issues to develop options for financial management & benefit distribution
Weak mechanism for effective participation of all relevant stakeholders	Low	Barriers to participation analysed, targeted stakeholder awareness actions & effective stakeholder participation platforms developed
Lack of stakeholder interest/support on key guidance materials (e.g., safeguards)	Medium	Detailed analysis of stakeholder interests & impacts, awareness raising and consultation to ensure stakeholder interest/support
Lack of coordination among different stakeholder groups	Medium	Consultation and Participation Plan to improve information access & dissemination; extensive coordination from national to community level

<sup>1</sup> Although this means that safeguards analysis will not form part of the National REDD+ Strategy (NRS) there is a logic in this in that the safeguards process should only be done after the policies and measures (PAMs) or REDD+ interventions have been finalised. There has been a tendency in some NPs for safeguards analysis to be conducted prematurely due to the NRS process taking longer than planned and the need to complete all the activities in a short space of time at the end of the programme.

**Table 2. Analysis of problems identified in the Evaluation Workshops (7 and 10 May 2019)**

Constraints/ problems identified in Evaluation Workshops	INT or EXT	Were these problems or difficulties identified as risks in the NPD?	Mitigation measures identified in NPD	Mitigation measures attempted by NP	Factors affecting mitigation measures and other observations
<b>OUTCOME 1</b>					
Inactive RSC resulting in limited political/high level support	INT	Lack of political support: Medium level risk	Advocacy programme to target policy makers	Proposed formation of RSC	Limited advocacy of policy makers; lack of RSC
Lack of institutional capacity	INT	NO	.	Proposed new BFD organogram	New BFD organogram not operationalized
Weak coordination and data sharing	INT	Lack of coordination between government institutions: Medium level risk	NP to work closely with RSC	Development of a data sharing policy of BFD/MOEFCC so that data sharing initiatives can be taken	Lack of data sharing agreements ; lack of RSC
Weak stakeholder engagement (including private sector and women)	INT	Weak mechanism of stakeholder engagement: Low level risk	Participation barriers analysed; stakeholder awareness actions and stakeholder platforms developed	Stakeholders & their roles identified; private sector stakeholders contacted/invited	Stakeholder platforms not developed; provisions for bespoke awareness raising materials for women, private sector and communities not being made in the programme etc.
Lack of budget for grassroots events has limited public awareness development	EXT	NO		Videos, posters, etc.	Budgetary constraints
<b>OUTCOME 2</b>					
Limited efforts to mainstream REDD+ in national policies & limited support from decision makers	INT	Lack of political support: Medium level risk	Advocacy programme to target policy makers	Consultations and drafting of NS	Limited advocacy of policy makers; no RSC support
Uncertainty about availability of funds for REDD+ implementation	INT/EXT	NO		BFD will initiate discussion on funding only after the strategy has been finalized and endorsed	No RSC support

Lack of budget for safeguards process contributing to weak stakeholder engagement	EXT	NO		Literature review commissioned, report produced	Finance source for safeguards process not yet identified
Shortage of time resulting in some weaker quality of outputs	EXT	NO		PMU has tried to prioritize activities in remaining time	
The “Land tenure legacy”	INT	NO		Tenure study commissioned and tenure issues included in PAMs	
Study of drivers could not be synchronized with spatial analysis (NFI/AFOLU data) resulting in weak empirical basis	INT	NO			NFI & AFOLU data were not available at time of D&D drivers’ study; (however, the reflection of drivers based on FRL has been incorporated into the NRS draft).
Delay in approval of FRL/FREL and land cover data from NFI reducing time left to develop NS	INT	NO			FRL/FREL data approved in late November 2018 and used by PMU; land cover map awaits approval.
<b>OUTCOME 3</b>					
FREL/FRL process not institutionalized	INT	NO (but lack of coordination between government institutions was Medium level risk)		; documentation of all activities; database of people trained	Proposed REDD Unit not operationalized.
Technical capacity limitations for summarizing and delivering outputs	INT	NO		Universities engaged for capacity building of MRV TWG	Shortage of funds.
<b>OUTCOME 4</b>					
Technical capacity limitation as regards IT skills	INT	NO		IT expertise hired	Recruitment process of BFD is in progress
Greenhouse Gas Inventory not institutionalized and weak engagement of DoE	INT	NO		Proceedings and evaluation of training activities	Lack of approved land cover data.

Based mainly on these two tables, it is possible to identify some design assumptions that do not appear to have been upheld:

- US\$1.31.1 million and three years was sufficient budget and time for achieving Outcomes 1-2, i.e., strategy and institutional readiness;
- An operational RSC would ensure high level policy buy-in and institutional coordination, including data sharing, and ensure a priority status of REDD+ in the national processes
- Regular and well-planned PEB meetings would provide the PMU with sufficient support and guidance;
- Lack of a CTA to support implementation of outcomes 1 and 2, including provision of quality control, and having only one international consultant<sup>1</sup> involved, would be compensated by pro-active RTA support that would not be affected by a lack of continuity in RTA support and weak UNDP-FAO collaboration (This was in spite of the TORs for the TCA CTA in the NPD that included a strong emphasis on outcomes 1 and 2; e.g., the CTA was mandated to “provide substantive technical inputs into legal, policy and strategy documents” (NPD p.49). In practise, in the NFI CTA’s contract with USAID only one day per month was allocated for supporting the NP.)<sup>2</sup>
- Effective stakeholder participation, including of remote stakeholders, would take place through the analysis of participation barriers and development of the Consultation and Participation Plan, and in spite of the small budget for stakeholder engagement activities, the lack of stakeholder fora, and absence of a safeguards process;
- Public awareness would be sufficiently developed with a limited budget for grass roots events, popular education materials, etc.;
- Gender equity or mainstreaming objectives could be effectively promoted with a limited budget for gender-specific activities (e.g., for gender awareness or sensitization materials and training of BFD and other stakeholders);
- Timing of the D&D drivers’ study such that it would have access to satellite land cover data from the USAID NFI project and have a strong empirical basis;
- The “land tenure legacy”, including boundary delineation issues, would not be a hindrance to the implementation of the NRS. In many cases the forest land reservation process has taken several years and is still incomplete pending resolution of thousands of court cases involving forest land encroachment. Tenure issues are especially acute in the CHTs, where the recently created Land Reform Commission (LRC) is struggling to gain acceptance with stakeholders, especially EM groups wanting the more recent forest reserves to be de-gazetted. The low level of trust between stakeholders and the BFD and LRC has been an obstacle to stakeholder engagement;

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<sup>1</sup> An international consultant led the D&D drivers’ study.

<sup>2</sup> Personal communication from FAO RTA: The ToR for a CTA was deliberately left out of earlier drafts of the NPD because it was clear that there was insufficient budget for this role. It was inserted in the final NPD against the advice of RTAs. Even the one day per month arrangement with the CTA of the USAID project was provided at no cost to the UN-REDD Programme. The option of seeking a national CTA was explored, but suitable candidates could not be identified, so the need for more pro-active RTA support, compared to other UN-REDD NPs, particularly for Outcomes 1-2, was communicated to implementing partners at inception.

- The land tenure issues, which include completion of the forest reservation process in many cases, and non-acceptance by local communities of the gazetting of some areas in CHT in the 1990s as ‘Reserved Forests’, including development of a non-cooperative stance of communities towards the BFD, would not hinder NP implementation;
- Sufficient institutional capacity for achieving the NP outputs and outcomes<sup>1</sup>;
- Institutionalization of key processes in components 3 and 4 (FREL/FRL and GHG-I) would not be delayed by the slow BFD reorganization approval process.

The importance of high level policy support cannot be overstressed; it is surprising that this was only rated as a medium level risk in the NPD given that in recent years there has been several decisions in which forest land, including forest reserve land, has been reallocated to non-forestry purposes and caused deforestation, e.g., establishment of military cantonments, Rohingya refugee camps, and export processing zones in mangrove plantations with their high efficiency in carbon sequestration. A proposed coal-fired electrification project near the Sundarban mangrove forest also poses a forest degradation risk.

As regards design gaps, several inputs or activities that are normally integral to national UN-REDD programmes were absent in the case of the Bangladesh NP partly or mainly due to the budgetary limitation:

- Appropriately experienced expert support, e.g., through a CTA, for components 1 and 2, including development of the NRS;
- Safeguards process;
- Establishment of up to four separate stakeholder fora (civil society, indigenous people; academics and researchers; and private sector);
- Comprehensive financing and incentives study;
- Cost-benefit analysis or feasibility analysis of PAMs.

### **3.1.3 Causal relationships between outputs, outcomes and objective**

Drawing on the above analysis, some causative factors affecting the effective and efficient delivery of the NP outputs and outcomes can be identified:

- The limited budget (US \$1.3 million) for Outcomes 1-2 in comparison with other NPs. By contrast Outcomes 3-4 were supported or complemented by \$1.07 million from the NP, \$5.65 million from the USAID NFI/NFMS project, and \$3.6 million from the USAID SilvaCarbon programme;
- Outcomes 1-2 have received limited external technical advisory support compared to Outcomes 3-4; it can also be noted that Outcomes 3-4 benefitted from an MRV Technical Working Group (TWG) of about 12 people that has met on a regular basis (usually every three months) since 2013 (the MRV TWG also provided helpful support for Outcomes 1-2);
- The non-operational RSC has reduced high level policy support or interventions;

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<sup>1</sup> For example, the NP Director informed the PEB meeting in June 2017 that four IT positions could not be filled due to “the lack of recruitment rules.” According to the 2012 capacity assessment of MoEFCC (Shaheduzzaman 2013), BFD should have over 40,000 staff; there are currently about 7,200 staff compared to 10,499 sanctioned positions.



- Limited inter-institutional and inter-sectoral collaboration, including data sharing and harmonization problems;
- Sporadic PEB meetings combined with the absence of the RSC have meant that the PMU has had limited guidance and support;
- Support from the RTAs provided in response to occasional requests from the PMU has not compensated for the lack of a CTA and the low level of international consultancy support for Outcomes 1-2 - a certain reticence on the part of PMU to make requests was noted;
- Limited collaboration between UNDP and FAO as observed by the 2018 Internal Review<sup>1</sup> - this was mainly due to the way the NP was designed with the UNDP and FAO teams working independently of each other on the two sets of outcomes, and the lack of influence of the NP Director and Manager over the FAO activities, partly due to the lack of PEB meetings in which sharing, review and update of workplans between the UNDP and FAO teams should have taken place;
- The absence of a safeguards process, lack of the four stakeholder fora<sup>2</sup> and budgetary limitations have made it difficult to secure the needed level of multiple stakeholder buy-in or promote gender equity or mainstreaming. It was also mentioned that a safeguards process could have encouraged better coordination between UNDP and FAO due to the need, in the SIS, for a monitoring system of social, environmental and governance effects of the PAMs.

### **3.1.4 Relevance and appropriateness of indicators**

The indicator for the NP objective is stated as: “Full scale implementation of the National REDD+ Readiness Roadmap/R-PP with functioning REDD+ management processes and clear sets of strategic options for REDD+ readiness in terms of structural and technical aspects.” The first part of this indicator seems more ambitious than the objective. Also the indicator does not mention the support or interest of donors in funding REDD+ implementation. Apart from this the indicators in the Results Framework are considered relevant and appropriate.

### **3.1.5 Institutional set-up and management arrangements**

The NP is implemented by the Government of Bangladesh, UNDP and FAO. The key national implementing agencies are under the MoEFCC. The BFD is the Lead Implementing Partner. According to the R-PP (2014), the NPD (2015) and the TPP (2015), the main guidance and decision-making bodies for the NP were (or should have been) the RSC and PEB. The Technical Project Proforma (TPP) also sets out a prominent role for the Project Steering Committee (PSC), discussed below. Key differences between the PEB and the RSC are firstly that the PEB is only for the duration of the NP while the RSC is a government body set up to guide and direct the REDD+ implementation process, secondly the two UN agencies are full members of the PEB but not of the RSC, and only have observer status on the RSC, and thirdly the RSC has a more restricted membership as regards non-government stakeholders.

The RSC was established by GoB in 2011 with a mandate to provide overall guidance and direction to the readiness process including “matters related to cross-sectoral and inter-agency coordination and

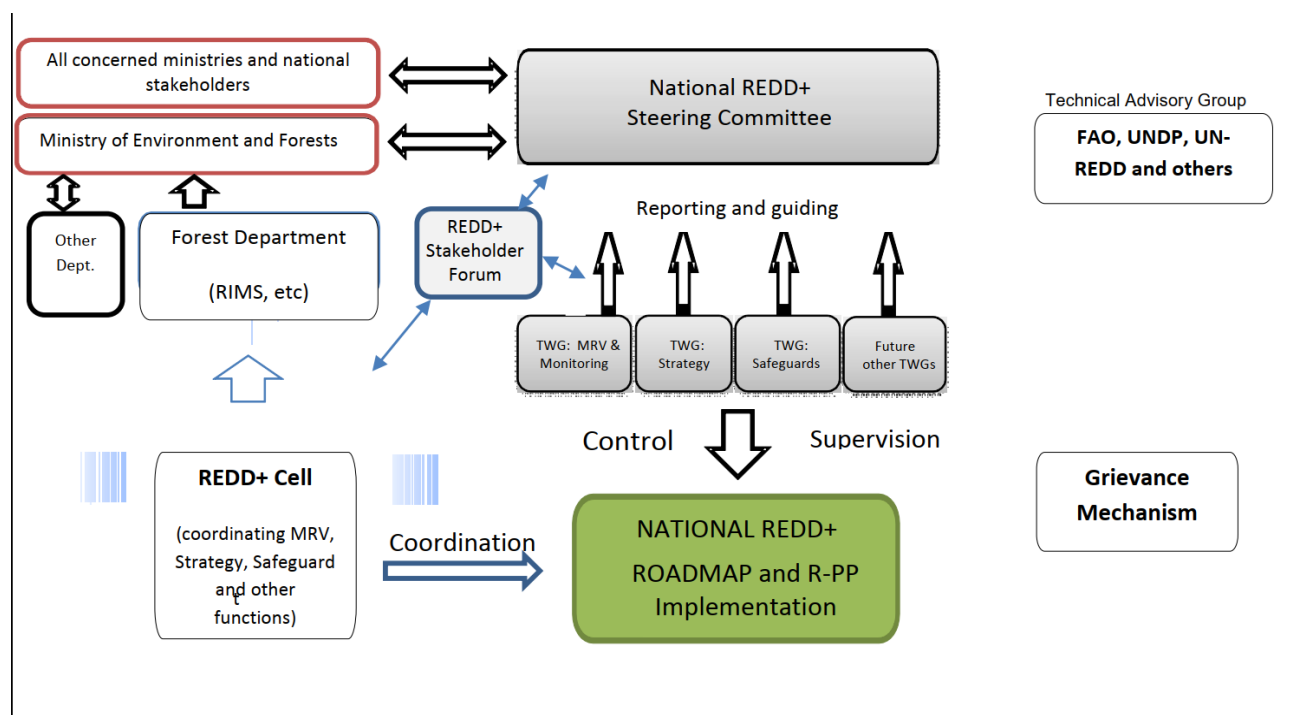
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<sup>1</sup> “FAO works exclusively on FAO-related outcomes and UNDP works exclusively on UNDP-related outcomes. There is a low interest in each other’s activities and an apparent need for improved agency/team coordination” (Corblin 2018, p.4).

<sup>2</sup> Most NPs include establishment of four stakeholder fora as a basis for stakeholder participation in the implementation phase: IP/EM forum; civil society forum; academia/researcher forum; and private sector.

collaboration” (NPD, p.22) The RSC should, therefore, have been responsible for overall coordination and collaboration between all the REDD+ relevant initiatives, supported by various development partners and national institutions. The PEB was also supposed to seek guidance and direction from the RSC. The responsibilities of the RSC are also clearly shown in Figure 3. The RSC has not however met during the lifetime of the NP.

**Figure 3. Proposed institutional arrangements for implementing the NP in Readiness Roadmap**



Source: Readiness Preparation Proposal (R-PP) 2014

The main tasks of the PEB according to the NPD (2014) are “to ensure the delivery of the intended results and address critical issues and risks that cannot be addressed by the Implementing Partner alone” and to appraise and approve key documents of the NP, including annual and quarterly plans, budgets and annual reports. To this can be added the critical role of guiding and supporting the PMU in meeting the NP objective and outcomes. The PEB is co-chaired by the Secretary of the MoEFCC and UN Resident Coordinator (UNRC); the latter has so far been represented at PEB meetings by the UNDP Resident Representative, Country Director. The PEB is composed of 10 other members, although not all of these were named from the beginning of the NP, e.g. the Director General of the Department of Environment was only proposed at the second PEB meeting in January 2017:

- Additional Secretary (Planning) MOEFCC
- Chief Conservator of Forests, BFD
- Director General, Department of Environment
- UNDP Resident Representative
- FAO Representative in Bangladesh
- NP Director, BFD (Member Secretary of PEB)
- CSO Representative (Executive Director, Arannayk Foundation)
- Ex CCF & IUCN Country Representative
- Ethnic Group Representative (ex-Chair of Rangamati District Council)
- UN-REDD Focal Point in BFD

The PEB has met three times to date: August 2016, January 2017 and February 2019.<sup>1</sup> There was, therefore, a two year gap between the second and third meetings. Normal practise is for the PEB to meet at least twice a year. The first two meetings of the PEB were arranged at such short notice and/or on dates when the RTAs were unable to participate, even by skype. The third PEB meeting was organised at the suggestion of the RTAs. It was clear that for the GoB the PSC was more important than the PEB due to its official/legal basis in the TPP.

In accordance with GoB practice, and as set out in the TPP, the Project Steering Committee (PSC) was formed. Chaired by the MoEFCC Secretary, the PSC was composed of 19 government officials from BFD, Department of Environment, Planning Commission, Economic Relations Division (ERD), Ministry of Defence and various other departments/ministries. The NP Director is the Member Secretary. UNDP and FAO representatives are accorded observer status. The responsibilities of the PSC include, according to the TPP (2016): ensuring incorporation of multi-sectoral aspects; enabling government officials to review and monitor activities; endorsing activities and outcomes; and providing management guidelines. The PSC has met three times during the NP (to April, 2019). From the perspective of the UN-REDD Programme, PSC decisions are supposed to be approved by PEB prior to implementation, but the PMU were advised to look to the PSC for guidance rather than the PEB.

The TPP also states that a Project Implementation Committee (PIC) would be formed “to guide and enhance performances .... during the (NP) implementation period.” Headed by the Chief Conservator of Forests (CCF) this is composed of ten officers of the BFD or other departments of the MoEFCC. The PIC is supposed to meet quarterly and provide instructions to the PMU. It has met three times (to April, 2019).

The REDD Cell is located in BFD and is composed of nine members, mainly heads of BFD units or divisions. According to its TOR, the “REDD Cell will lead and coordinate REDD+ implementation process”, “recommend policy decisions to REDD+ implementation issues” and meet quarterly (Memo from CCF, 24 January, 2017). It is accountable to the CCF and is supposed to receive its strategic direction from the RSC. The REDD Cell has met four times to date.

The Programme Management Unit (PMU) was established under the REDD cell to ensure day-to-day management of the UN-REDD Programme. The PMU is responsible for developing and implementing work plans and budgets in close collaboration with FAO and UNDP, for organising PEB meetings, and for maintaining transparent, up-to-date and accessible records of the NP. For further discussion of the role of the PMU see Section 5.2.

The Forest Monitoring and MRV TWG has met regularly (four times a year) since 2013 and has continued to be active in its support for components 3 and 4. A meeting of the MRV TWG took place during the evaluation mission. The original plan in the REDD+ Roadmap was for three TWGs: one for the NRS, one for MRV and one for Safeguards. The Safeguards TWG was expected to cover consultation and communication approaches and meeting social and environmental standards, but due to the absence of

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<sup>1</sup> Annex VII shows the participation of PEB members: 9 members attended the 2016 meeting, 7 attended the 2017 PEB meeting and 9 attended the 2019 PEB meeting. 10 non-member attended the 2017 PEB and 11 attended the 2019 PEB; in the latter case these included the UNDP and FAO RTAs.

a safeguards process has not been formed. In practice, given the small base of technical expertise, some members of the MRV TWG, which has met regularly, and some of whom have to travel to Dhaka from other areas of Bangladesh, have formed an ad hoc group that has supported the development of the NRS.

Other committees or advisory groups envisaged in the NPD and/or TPP, and to operate under the direction of the RSC, were the REDD+ Technical Working Committee (TWC) and the Technical Advisory Group (involving UNDP and FAO). However, these bodies have not convened during the NP. As noted in the Internal Review (Corblin, 2018), there are on paper six committees or bodies with a management or coordination role in the national REDD+ process, many of them with overlapping mandates: the RSC, the PEB, the PSC, the PIC, the REDD Cell and the REDD+ Technical Committee. In practice the RSC and the REDD+ Technical Committee have not met, but even without these some key staff were on three committees, and several key informants complained of too many meetings. It should also be noted that for meetings held at MoEFCC headquarters, participants from BFD have had to factor in about two hours (round trip) travel time.

The Internal Review made recommendations for streamlining and clarification of the institutional arrangements, including merging or joint meetings between some of them (e.g., RSC, TWC and REDD Cell); at the time of the evaluation these recommendations were “under review.” It can be noted that none of the NP implementation and coordination agencies, except for the PEB, contained representatives of non-government stakeholder groups. It can also be noted that during the selection of ethnic minority (EM) representatives for the PEB, the EM participants requested the GoB to consider their participation. This situation does not fit well with the UNFCCC (Cancun) safeguard (d): *“The full and effective participation of relevant stakeholders, in particular indigenous peoples and local communities.”* Another shortcoming of the institutional arrangements was the limited inclusion of representatives of more powerful ministries, such as ERD, Planning and Finance, and other key departments for cross-sectoral measures such as the Department of Agriculture and Ministry of Land.

In sum, except for the strong support provided by the Forest Monitoring and MRV TWG, the institutional arrangements for the NP have been unsatisfactory (e.g., for cross-sectoral coordination, and guidance for the PMU), inefficient and confusing.

### **3.1.6 Adequacy of the time frame**

Several key informants felt that the time frame was inadequate for achieving the outputs and outcomes corresponding to Components 1-2, but was adequate for Components 3-4.

### **3.1.7 Adequacy of financial resources and appropriateness of budget allocation**

The most obvious finding of this evaluation is that, with the two USAID funded projects, the budget has been sufficient for outcomes 3 and 4, but very inadequate for outcomes 1 and 2. Notwithstanding the absence of the safeguards component and development of the normal four stakeholder fora (as in some other NPs), the budget has been inadequate for awareness raising and stakeholder engagement, including for promoting gender equity objectives, e.g., following the reports on gender issues, there was no money for gender sensitization activities or other actions to promote gender mainstreaming actions (e.g. capacity building in BFD and other stakeholders in gender sensitization issues).

Within the budget allocation, there were no particular issues as regards switching between budget lines. In practice all the outputs corresponding to Outcomes 1 and 2 were financially constrained, leaving little room for manoeuvre.

### **3.1.8 Methodology of implementation**

Programme implementation has been through direct execution with UNDP and FAO responsible for project administration and finance, and without a direct role for BFD in the process. Provisions made in the approved National Project Document for the UN-REDD Bangladesh National Programme was followed while implementing the activities under the programme. UNDP component is headed by a National Project Director (NPD), who is a Conservator of Forests. He held this position in addition to his other responsibilities. A Project manager was responsible for running the day to day operation. In the case of the UNDP, annual plans have been developed by the PMU and sent to UNDP Country Office with the NPD's signature. Once approved the UNDP Country Office makes payments directly into the NP account. The NEX system was used by UNDP. Most of the expenditure, involving larger financial sums, was incurred directly by UNDP, while smaller expenditures were made by the PMU from funds transferred quarterly by UNDP to an account operated by the NPD. In the case of FAO, an expatriate Chief Technical Officer was hired to implement the assigned components. The CTA followed the provisions made in the same National Project Document for the implementation of components assigned to it. For handling programme expenditures, he prepared quarterly workplan on proposed activities and expenditure, which was approved by the FAO Bangladesh Country Office.

No particular problems were noted as regards implementation modalities. In general decision-making and approval of requests has taken place efficiently; requests made by the PMU to the Secretary of the MoEFCC have generally been approved within two weeks. Financial disbursement has also been efficient with no significant delays once the TPP was approved. The implementation problems have rather been due to the institutional arrangements, as discussed above.

### **3.1.9 Appropriateness of identification of stakeholders and participatory processes**

The stakeholder mapping report show that a systematic approach was adopted to identifying the stakeholders. International good practice was followed as regards identification of the indigenous people/ethnic minority (IP/EM) and other civil society representatives to participate in the PEB and REDD+ Stakeholder Forum. This involved consultations facilitated by an international regional IP representative, in a process that was closely supported by the Bangkok-based UN-REDD Stakeholder Engagement advisor.

Within the limited budget, the PMU has been able to hold various trainings and workshops, for example, five training workshops and 11 meetings involving local BFD staff, local government officials, NGOs/CSOs and IP/EM groups. National level events at which presentations have been made have included the Tree Fair, the annual International Day of Forests, and the National Tree Plantation Campaign inaugurated by the Prime Minister, etc. Four high quality posters and three videos have also been produced, although since the latter were only recently produced few stakeholders had seen them.

On the other hand, budgetary restrictions, as well as an understandable desire to avoid raising expectations, have prevented the development of popular education materials for less educated or remote stakeholders, limited the production of bespoke materials targeting high level policy makers (as recommended in the Internal Review), and restricted gender equity or mainstreaming activities, e.g.,

capacity building workshops or gender sensitization materials. Unlike in other NPs, there were no stakeholder fora<sup>1</sup>, and although there have been many stakeholder meetings and workshops, no meetings of the REDD+ Stakeholder Forum have taken place.

## 3.2 Relevance

### Consistency with national policies

A relevant policy, legal, regulatory and administrative framework has been in place. Article 18 A of the Bangladesh Constitution states that *'The state shall endeavour to protect and improve the environment and to preserve and safeguard the natural resources, biodiversity, wetlands, forest and wildlife for the present and future citizen'*. While the focus of forest management until after the independence of Bangladesh was towards revenue generation, the current objective of forest management has shifted to conservation and expansion of forest resources.

The 1994 policy, which is currently in force, made a shift towards conservation and incorporated climate change related statements in the policy. The revisions of both the Forestry Master Plan (draft) and National Forestry Policy (draft) have been undertaken with an emphasis on the conservation of existing forest resources, rehabilitation of depleted forests, delineation of forest boundaries and upgrading of land record, extension of tree cover on available land including coastal and homestead land so that the country achieves a 20% tree cover. Addressing climate change, provision for alternative livelihood of forest dependent communities and their involvement in management/conservation of forests, capacity development, forestry research and education, and revision of regulatory tools have been highlighted in the draft policy, which is awaiting government approval.

Following the guidelines provided by the 7<sup>th</sup> Five Year Plan, all currently implemented forestry projects address these issues. BFD has also submitted to the government a proposal for its administrative reorganization so that current manpower needs can be fulfilled. New units to deal with the National Forest Inventory, international treaties and protocols, land and legal matters, and REDD+ are also in the reorganization proposal. Meanwhile, a complete moratorium was imposed on all commercial extraction of major forest resources almost three decades ago and a planned extension of protected areas is being steadily implemented. Therefore, assuming the reorganization proposal is approved and funded, BFD has the necessary mechanisms for implementing the National REDD+ Plan.

### Beneficiaries' needs

A significant proportion of the population depends on forests for both livelihood/income generation and meeting domestic needs. Fuelwood has been identified as a cause of forest destruction. All recently formulated/implemented projects have provisions for community involvement in all steps of the process, alternative income generation, creation of alternative source of fuelwood, etc., and minimising dependence on forestry resources. REDD+ implementation would further enhance these aims.

In order to maintain the momentum of steadily increasing area under tree cover in area outside forests, support and guidance for tree growers need to be strengthened. Small landholders who have land suitable

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<sup>1</sup> In other NPs, e.g., Sri Lanka and Mongolia, four separate stakeholder fora were established: an EM/IP forum, a civil society/NGO forum; an academics and researchers' forum, and a private sector forum.

for tree husbandry need to be encouraged and supported to establish tree groves. Forest dependent communities in most areas need awareness raising, material support and guidance to help them adopt alternative income generating activities that can reduce their dependence on forest resources.

Because of the prevailing situation in the CHT districts, where major tenure and encroachment related issues persists, resolution of these issues is vital for forest emissions reduction and successful reforestation programmes that in the long run can benefit communities economically and otherwise.

### **Other forest sector programmes/projects**

According to information from BFD, some twenty projects are currently under implementation. While most small projects, which mainly addresses national parks and wildlife habitat related issues, a small number of larger projects address reforestation, afforestation, capacity building and technical support. The SUFAL project, which runs from 2018 to 2023, is the largest project ever taken up by BFD both in terms of programme and budget size. Covering the whole country except the CHT and the Sundarban, it includes activities that are in line with REDD+, including:

- a) strengthening institution, information system and training;
- b) strengthening collaborative forest and protected area management;
- c) increased community access to alternative income generation, forest extension service and tree plantation outside forests;
- d) project management, monitoring and reporting.

A focus of the SUFAL project is active involvement of communities in local level planning, implementation and protection of plantations and forests, alternative income generation for forest dependent communities and establishment of trees outside forests. The project also plans to undertake 52,720 ha of plantation in denuded hills, 24,880 ha in newly accreted coastal land, 2,500 ha in protected areas and 1,330 ha of wildlife corridors. In addition, management plans for the main forest divisions and protected areas are being developed. The capacity of the Bangladesh Forest Information System (BFIS) will be further enhanced and modernized, and there will be capacity building programmes for BFD staff and private forest nursery managers. The project aims to improve and modernise forestry practices, including through research.

Other significant projects include:

- *Afforestation in the Coastal Region including Newly Accreted Chars in the Bay of Bengal.* This aims at establishing 25,000 ha of coastal plantations, 1,000 km of strip plantations and plantation in 404,000 ha of 'homestead land', again with the active participation of local communities.
- *Strengthening National Forest inventory and Satellite Land Monitoring System in Support of REDD+ in Bangladesh.* This project, which is near completion, claims to have significantly upgraded BFD's technological capacity.

The Sundarban Surakkha Project, which is awaiting government approval, aims to enhance the capacity of BFD in terms of manpower and logistics, protection of plant and animal resources, alternative livelihoods for forest dependent communities, promotion of eco-tourism, ecosystems' research, and revision of the integrated management plan for the Sundarban. The project activities could readily fit into



a REDD + Programme. It can also be noted that the Bangladesh Forest Research Institute (BFRI) is currently conducting 42 studies that will particularly support the implementation reforestation and afforestation programmes. These include research studies on plant breeding (including propagation through tissue culture), forest utilization, growth and yield of forest tree species, other silvicultural topics, and several studies on bamboo. Under the SUFAL Project the Bangladesh National Herbarium (BNH) is initiating a project on the red listing of plant species of Bangladesh. When completed in about 2022 it will provide a clear picture of the status of different plant species in Bangladesh.

### **UN-REDD Programme Strategy priorities**

As regards the outcomes and cross-cutting themes of the UN-REDD Programme Strategy, it can be noted that:

- Due partly to the late release of FRL and lands use change data, at the time of the evaluation mission only a first draft of the NRS had been developed, and which was not sufficiently developed for the extensive multiple stakeholder consultation that is supposed to take place by the end of the NP<sup>1</sup>;
- The NP aims for broad stakeholder consultation and participation, but these objectives have been hampered by the small budget;
- With the complementary inputs of the USAID projects, the NP has fulfilled the MRV requirements of the UNFCCC including submission of the FREL/FRL to the UNFCCC;
- Weak forest governance was identified as the main underlying driver of D&D, and a report on governance was undertaken, but the PAMs in the current draft NRS do not strongly respond to the underlying governance problems;
- Land tenure issues, including boundary delineation problems, are prominent in high deforestation areas such as the CHT and a tenure study has been undertaken; the PAMs include land cadastre and boundary delineation measures.
- Three reports with a focus on gender have been delivered, including a checklist to help mainstream gender in REDD+ implementation, but the reports have not been followed up by on the ground activities to promote gender equity or mainstreaming due to the small budget.

On the other hand, several key informants, including from UNDP, said they thought that given the development and adaptation priorities of Bangladesh and the perceived high transaction costs, implementation of a REDD+ Strategy, with a view to securing Results-Based Finance, may not be a high priority. This viewpoint may imply that there should be more discussion among key stakeholders about REDD+ options or strategies that do not involve applying for Results-Based Finance.

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<sup>1</sup> It is understood that several stakeholder consultations on the draft NP have taken place between the evaluation mission and the end of the NP.

## 4. Results and contribution to stated objectives

### 4.1 Outputs and outcomes

Table 3 presents an assessment of how well the outcomes and outputs have been achieved together with some causative factors. The achievements include:

- Good achievement of Outcomes 3 and 4, with highlights including the FREL/FRL submitted to UNFCCC and positive feedback from UNFCCC; the on-line BFIS GeoPortal (<http://geoportal.bforest.gov.bd/>) which collates and makes available a wide array of land use data; and the good capacity developed in the Resource Information and Management (RIMS) Unit. These achievements were partly due to good collaboration between the NP and USAID NFI project, inputs of the FAO CTA and numerous USAID funded consultants, consistent support from the MRV TWG and the experience of the PMU NFMS expert.
- Good quality posters and pamphlets based on UN-REDD Academy materials, three high quality videos (although not widely disseminated due to their recent finalization), and workshops with local stakeholders.
- Use of international good practice in the process of selecting IP/EM representatives for the PEB and REDD+ Stakeholder Forum.

**Table 3. Achievement of outputs and outcomes with some causal factors**

<i>Outcomes and outputs</i>	<i>Assessment of achievement</i>	<i>Causal factors in achieving more (or less) successful outputs and outcomes</i>
Outcome 1. Improved stakeholder awareness and effective stakeholder engagement	Partial	Limited by budget and lack of high level policy support
1.1: Public awareness raised	Partial	Limited budget for events, popular education materials, etc. (mainly forest sector stakeholders were targeted rather than wider public).
1.2: Consultation and Participation Plan	Partial	Stakeholders, participation constraints and opportunities were identified in a systematic way, but Plan lacked detail, e.g., targets, dates.
Outcome 2. National REDD+ Strategy preparation supported	Too soon to judge	Limited advisory support/international technical inputs (at time of evaluation) and budget
2.1: Strengthen legal, policy and legislative framework for REDD+	Limited	Limited high level policy support (in absence of RSC)
2.2: Drivers of D&D identified	Partial	D&D drivers' report was criticised by some key informants for weak empirical basis (non-availability of satellite/land use data))
2.3: Detailed understanding of priority drivers of D&D	Partial	Same as above;
2.4: REDD+ strategies to address D&D drivers	Partial	Strategies/PAMs not systematically prioritised do not sufficiently address poor governance (e.g., illegal logging), identified as main underlying driver in drivers' report
2.5: Operationalizing REDD+ implementation	Weak	RSC not operationalized, sporadic meetings of PMU, lack of support for PMU, infrequent meetings of REDD Cell

<b><i>Outcomes and outputs</i></b>	<b><i>Assessment of achievement</i></b>	<b><i>Causal factors in achieving more (or less) successful outputs and outcomes</i></b>
2.6: Transparent system for national level management of REDD+ finances in place	Not yet implemented	During the 2018 Internal Review, this was changed to undertaking costing and financing of NRS.
2.7 Transparent system for local distribution of REDD+ incentives	Not yet implemented	As above.
Outcome 3: Preparation of national FREL/FRL supported	Mainly effective	Strong technical support from TCA & MRV TWG, complementary USAID inputs, but institutionalization of FREL/FRL delayed
3.1: Capacities for the development of FREL/FRL strengthened	Mainly effective	Strong technical support, but delay in institutionalization
3.2: National circumstances and historical data considered for FREL/FRL	Effective	Strong technical support
3.3: FREL/FRLs tested	Effective	Strong technical support
Outcome 4. Establishment of National Forest Monitoring System supported	Effective	Strong technical support and MRV TWG, complementary USAID activities
4.1: Capacities to implement the GHG inventory for the forest sector strengthened	Mainly effective	Strong technical support; delay in approval of updated land cover map is affecting GHG inventory work
4.2: Integrated forest information system developed	Effective	Strong technical support

As already discussed in Section 3, components 1 and 2 have been severely constrained by the small budget, lack of international technical guidance or staff with prior REDD+ working experience, dysfunctional institutional arrangements, weak cross-government coordination and limited high level policy support, etc. The most important output of the NP is the National REDD+ Strategy (NRS). At the time of the evaluation there were concerns about the quality of the draft NRS, including from FAO, and the time left to sufficiently improve it. Following the evaluation mission, the consultants received a second draft NRS. This was somewhat improved but still in need of considerable work. A much improved final version of the NRS is expected with further improvement of the document by PMU and the help of an international consultant hired partly due to the consultations between the evaluation team and the UNDP Country Office.

In most or all other NPs, the NRS has been developed with strong technical support and a much bigger budget. Absence of a CTA with past experience in UN REDD country programme development, lack of adequate funds and the splitting of implementation between two UN agencies with limited coordination and exchange were key problems. During the evaluation mission discussions were held with UNDP Country Office about the possibility of bringing in an appropriately experienced consultant to help finalise the NRS.

Several informed stakeholders, including (ex) RTAs, also expressed concerns about the quality of the reports on D&D drivers and PAMs as a basis for the NRS. The evaluation team also felt that the PAMs were insufficiently ‘transformative’ as regards changing ‘business-as-usual’ incentives, for example, they insufficiently respond to the problem of poor governance which was identified in the D&D drivers’ report as the most important underlying or indirect driver.

As regards the criteria of efficiency, this was a low cost NP, but not necessarily an efficient one as regards Outcomes 1-2 in view of the modest level of achievement and inefficient institutional arrangements (also noted in the Internal Review).

## 4.2 Gender issues

Three reports were commissioned by the NP:

- A literature review of gender dimensions in forest use, management, governance, land tenure arrangements and safeguards in support of REDD+ in Bangladesh
- Gender responsive governance structures, land tenure, and safeguards for REDD+ in Bangladesh
- Gender responsive PAMs for REDD+ in Bangladesh

The first report contained some useful information, but did not have an executive summary and the recommendations were generic and unhelpful. The second report, which overlaps with the first report as evidenced in the title, had a more detailed literature review including some useful evidence from the sub-continent (e.g., Nepal and India) of positive environmental outcomes from women's participation in forest management and conservation activities. This paper also benefited from the comments of an international reviewer (which were still on the website version of the report) and contained more specific recommendations for gender sensitization and mainstreaming in the short (0-1 year), medium and long-term. The recommendations include a series of stakeholder workshops and trainings, and the development of sensitization materials.

The third report also contained useful analysis of the policy and legal framework from the gender perspective and identifies potential gender risks and opportunities associated with the provisionally identified PAMs. It will provide a useful starting point for the safeguards process as regards assessing potential gender impacts of the PAMs or other REDD+ actions proposed in the NRS. The website version of this report still had track changes and comments of two international reviewers at the time of the evaluation, but has subsequently been updated.

The main problem with the gender component was the lack of budget for trainings, workshops, sensitization materials and other activities recommended in the second report.

## 4.3 Capacity development

The NP did not itself undertake a needs assessment study, although for the BFD at least it was able to draw on a capacity needs assessment conducted in 2013 (Shaheduzzaman, 2013)<sup>1</sup>, and the proposed reorganization initiative of the BFD. As part of the latter, a proposal was sent to government proposing an increase of sanctioned staff members from the current 10,499 to 17,820, and the creation of some new units that would have important roles in a REDD+ implementation phase.

A total of 252 persons including 20 female participants, were trained using the UN-REDD Academy training modules, including: climate change and forests; REDD+; drivers of deforestation and forest degradation; the National REDD+ Strategy; National Forest Monitoring; FREL/REL; PAMs; safeguards; financing; and

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<sup>1</sup> Shaheduzzaman, M. (2013) Situation Analysis and Capacity Needs Assessment in the Ministry of Environment and Forests and its Agencies.

**4.4 Sustainability stakeholder participation.** These trainings were conducted by the PMU in different regions of the country. The trainees were drawn from a range of stakeholder groups, agencies and communities.

As regards components 3 and 4, 259 people, including 70 female participants, were trained under the NP on a number of topics or modules including: Greenhouse Gas Inventory; Quantum Geographical Information System; Forest Statistics and Modelling; FREL/FRLs; reference management software with a focus on EndNote; use of EX-Ante Carbon Balance Tool (EX-ACT) software; algometric equations for hill zones; and activity data for REDD+ forest reference levels.

The sustainability of the NP, or of the national REDD+ process, is mainly a function of the level of institutional, technical, financial, political and social capacity achieved at the end of the NP, and that should provide a strong basis for the implementation stage. As regards the institutional capacity to sustain and implement REDD+, this still requires progress in several areas:

- Operationalization of the RSC with its revised multiple stakeholder structure;
- The RSC also needs to include or effectively engage a larger number of senior non-forestry sector policy makers (agriculture, infrastructure, etc.); in general, the current REDD+ implementation bodies are too ‘forest-centric’ and unlikely to secure the levels of cross-sectoral engagement and coordination needed for an effective Results-Based Finance (RBF) approach, although they could possibly work for an alternative more forestry focused approach that is not aiming for RBF;
- Infusion of required trained manpower and necessary logistical and technical support. Ratification and operationalization of the reorganization of the BFD, including the new “organogram” (e.g., this was noted in the first evaluation workshop as a constraint to sustainability of key processes under Components 3 and 4);
- Significant streamlining of the various committees and bodies.

A second area of concern is that funding for REDD+ implementation is unclear. Although a useful short report was recently compiled by a national consultant, a more comprehensive funding and incentives analysis is needed by an experienced international consultant given that this is a new and challenging field. This should focus equally on national as well as international funding sources, bearing in mind that, according to recent World Bank and International Monetary Fund (IMF) data, Bangladesh currently has the fifth fastest rate of economic growth in the world. For example, there could be scope for increased use of fiscal instruments or payments for ecosystem services (PES) mechanisms to offset some of the negative environmental and social externalities of industrial development, and to compensate forest managers for their success in conserving or managing forests.

It is however acknowledged that forests are currently quite low down on the political agenda, as evidenced by large-scale reallocations of forest land to other land uses, including for the Rohingya refugees, military cantonments and industrial/shrimp export zones. Sustainability will therefore require a much higher level of policy support for forestry than currently the case.

On the other hand, it is noted that, at least in the short to medium term, key processes under Components 3 and 4 are quite well covered as regards financial and technical support through various on-going and

pipeline projects, notably the World Bank Sustainable Forests and Livelihoods (SUFAL) project, which has a significant component on forest inventory and land cover mapping.

Social sustainability has received limited attention due to the limited budget for stakeholder engagement. When the NRS has been finalised, an early priority is to undertake the safeguards process (UN Environment, if requested, can help investigate funding possibilities). A second priority is establishment of stakeholder I (as in some other NPs) to ensure multiple stakeholder participation, including through appropriate capacity building of fora members. This is especially critical in Bangladesh given the high proportion of forest-based emissions from areas of high social complexity (notably in the CHT) and where REDD+ implementation will not be possible without strong stakeholder support. Establishment of an effective forum of IP/EM representatives is also important for the required Free Prior and Informed Consent (FPIC) process in CHT and other areas.

## **4.5 Impact**

Impacts refer mainly to mid- to long-term social and environmental effects, for example, reduced deforestation, improved ecosystem services, poverty reduction, and improved gender equity. Such impacts will only be observable in the REDD+ implementation phase.

## **5. Implementation**

### **5.1 Budget and Expenditure**

Programme implementation has been through direct execution with UNDP and FAO responsible for project administration and finance, and without a direct role for BFD in the process. In the case of the UNDP, annual plans have been developed by the PMU and sent to UNDP Country Office with the NPD's signature. Once approved the UNDP Country Office made payments directly into the NP account. NEX system was used by UNDP. Most of the expenditure, involving larger financial sums, was made directly by UNDP, while smaller expenditures were made by the PMU from funds transferred quarterly by UNDP to an account operated by the NPD. In the case of FAO, the CTA prepared concept notes on proposed expenditure for approval by FAO, and in accordance with a quarterly work plan approved by the FAO Bangladesh Country Office.

Based on the principles applied to all UN-REDD National Programmes, funds were transferred from the UN-REDD Multi-Partner Trust Fund (MPTF) separately to UNDP and FAO. UNDP has handled most of the expenditure following the Harmonized Approach to Cash Transfer (HACT) process. It also allowed the PMU to incur small expenditures through a bank account operated by the NPD and to which UNDP made quarterly transfers. The expenditure for the FAO component was handled by the CTA of NFI, who incurred expenditure on the basis of a quarterly programme approved by the FAO Country office in Bangladesh. While FAO and UNDP accounting was separate, all the financial figures were collated by the PMU manager and presented in the annual report. The PMU also prepared monthly financial reports for the government (BFD), and quarterly reports for the UN agencies.

The Internal Review revealed some issues around the UN-REDD budget categories and inconsistencies between UNDP/FAO expenditure categories and the NP Master Budget. However according to the responses of the PMU to the Internal Review appropriate remedial actions have been taken and the issues have been resolved. At the time of the evaluation mission, no particular difficulties were reported, e.g., delayed disbursement. From discussions with the PMU and other key informants it appears that financial disbursement and management has been efficient and unproblematic. The NP is on course to fully expend the budget, as shown by Annex VIII, which shows UNDP and FAO expenditure by outcome and outputs to the end of March 2019.

### **5.2 Programme Management**

The Programme Management Unit (PMU) was established under the REDD Cell to ensure day-to-day management of the UN-REDD Programme. The PMU is responsible for developing and implementing work plans and budgets in close collaboration with FAO and UNDP, for organizing PEB meetings and for maintaining transparent, up-to-date and accessible records of the NP. Under the leadership of the NP Director, the PMU has been composed of six staff members: Programme Manager, Communications Officer, Governance Expert, Finance Officer, Programme Secretary and Administrative Assistant.

The UNDP and FAO teams have worked reasonably effectively but largely independently of each other, with the Programme Manager providing effective support for the UNDP team, while the PMU NFMS Expert and FAO CTA ensured that the FAO team worked effectively. However, as noted in the Internal Review (Corblin 2018, p.4), there has been limited collaboration between the UNDP and FAO PMU teams:

- “FAO and UNDP PMU teams work on the same floor but in separate offices. FAO works exclusively on FAO-related outcomes and UNDP works exclusively on UNDP-related outcomes. There is a low interest in each other’s activities and an apparent need for improved agency/team coordination; FAO staff do not review UNDP reports/deliverables and vice versa;”
- “There is no joint implementation of any activities leading to a low internalization of technical knowledge produce by the UN-REDD NP”;
- “There is a general lack of recognition of the NPM roles and responsibilities by FAO staff; He is viewed as the manager only of UNDP components of the UN-REDD NP.”

It was noted that FAO staff have had some involvement in components 1 and 2, for example, some awareness raising materials were supported by FAO staff, inputs into a training manual, data sharing in development of the NRS, and feedback on the drivers’ study, but it seems that there were some missed opportunities when inter-agency coordination would have been beneficial, for example, in the setting of emission reduction targets in the NRS, designing the NRS results framework and monitoring system, , and analysis of how well the identified PAMs responded to the drivers..

The PMU has done reasonably well under the circumstances, i.e., limited budget and guidance associated with the issues around the RSC, the PEB, the lack of high level policy support, and, except in the early stages of the programme, limited county office and RTA support. As regards the latter issue, on the one hand the general model of RTA support is a reactive one and most RTAs noted a reticence on the part of the PMU to request support, while on the other hand it can be argued that RTAs should have been more proactive, especially as regards outcomes 1-2 given the absence of a CTA and an unofficial policy position on using international consultants (with the complementary USAID projects with a CTA and constant stream of international consultants this was less critical for outcomes 3-4).

In general, planning and implementation, within the confines of the restricted budget, have been undertaken efficiently.

As regards internal PMU communications, at first weekly PMU meetings were held, but due to the high number of meetings and activities this did not continue. Thence mainly ad hoc meetings according to need rather than regular meetings were held, except for a monthly meeting between the NP Manager and NFMS officer to write a monthly progress report for UNDP. The main communication tool was by email. It was also noted that the NP Director was not authorised to communicate directly with the MOEFCC, and that communications were through the BFD Chief Conservator of Forests. For further analysis of the PEB, RSC, PSC, PIC, REDD Cell and PMU TWGs see Section 3.1.5.

The exit strategy was not developed at the time of the evaluation, although it was noted that PMU was in the process of developing a ‘funding gaps’ table following a short report by a consultant on financing sources. As already noted, financing of REDD+ implementation is unclear; this is partly again due to budgetary limitations that have prevented a comprehensive financial and incentives study as for other NPs (e.g., a high quality study was undertaken in the Mongolia NP). Reticence to request international support may be another factor; for example, funding and organising a safeguards process should be a priority of the exit strategy, and the regional UN Environment advisor confirmed to the evaluation team his willingness to help look for funding, but no request had been made. On the other hand, the SUFAL



project and the next phase of the USAID SilvaCarbon project (called 'Compass') will continue work on the NFI, NFMS and associated capacity building.

### **5.3 Technical Backstopping**

During the NP period, backstopping missions from UNDP and/or FAO RTAs have taken place in December 2015, March 2016, March 2017 and February 2019. The first two visits took place prior to the main operationalization phase of the NP from June 2016. The UNDP and FAO RTAs attended the PEB meeting of February 2019, but prior to that did not participate in PEB or PSC meetings, due to lack of sufficient advance notice and the low number of meetings organised, or in PSC meetings, which were conducted in national language at which UN agencies were observers only. One RTA mission was for one day (to attend the PEB) when it was felt by at least one key informant that a longer stay and engagement would have been beneficial to the NP. The Internal Report also noted some confusion about the identity of the UNDP RTA; with three RTAs during the NP, lack of continuity was unhelpful in view of the need to rebuild relationships and trust after each change.

In the case of the FAO RTA, there was less need for missions in support of outcomes 3 and 4, firstly due to the presence of the FAO CTA and the level of international technical support from the two USAID projects, not to mention the support and guidance provided by the MRV TWG since 2013, and secondly, in view of the satisfactory progress of the work.

Skype discussions were held with all the RTAs that have supported the NP. There was widespread agreement that a reactive mode of support was adopted. Therefore, the level and frequency of support was dependent on requests from the NP Director and Manager. While the reactive mode of RTA support was not an issue for outcomes 3-4 for reasons already stated, this has proved (in the opinion of the evaluators) a significant constraint for components 1-2, especially for the outputs associated with developing the NRS, and in view of the preference not to use international consultants. As pointed out in the Internal Report (Corblin 2018, p.5) "regional advisor support is critical to guide the National REDD+ Strategy development." Although the RTAs reviewed key documents (e.g., reports on the D&D drivers and PAMs), the level of inputs and quality assurance/control of reports were limited (also noted in the Internal Report).

The UNDP Country Office was responsible for establishing and supporting the PMU. According to key informants, strong and pro-active support was provided by UNDP in 2016, but since then the support became less pro-active. This is perhaps understandable since the NP was a relatively small project in the UNDP portfolio. A comment from the PMU was that UNDP could have used its influence to facilitate coordination between the NP and the various UNDP supported forestry projects.

### **5.4 Government of Bangladesh participation**

The GoB, through the MoEFCC and BFD, is the lead implementing partner of the NP. Approval of activities in the NP has been efficient, for example, there were very few approval or implementation delays to NP activities following requests by the NP Director. But some decision-making processes have been slow with decisions still pending on approval of reorganisation of the BFD and ratification of the updated land cover map. Such delays reflect a wider decision making problem; the Master Forestry Plan and the National Forestry Policy developed in 2016 still await approval.

The delay in ratifying the new land/forest cover map may also be impacting the quality of the NRS. A key finding of the NFI and satellite data, and associated socio-economic data collection, is that an estimated 70% of forest value or income, including value-added in forest product transformation, is from trees outside the National Forest Estate, i.e., village forests, trees on farms, family orchards, private forest plantations, etc. The early drafts of the NRS did not sufficiently reflect this, for example, increased income from forest product transformation can help incentivise SFM and reduce the pressure on remaining forest. This also indicates the imperative for inter-sectoral coordination, especially between forestry and agricultural agencies.

Cross-sectoral coordination, and even coordination between departments in the same ministry, has been poor although it has improved in specific cases, e.g., data sharing from the Survey of Bangladesh used to be quite restricted, but the NP has been able to obtain high specification digital maps and aerial photographs following formal requests and payment of fees. There are discussions about the development of a data-sharing policy between government departments, but according to key informants it is unclear how soon this will happen. Some stakeholders also noted the lack of a clear vision for GoB to buy into; a vision statement was developed by a small expert group (rather than through a multiple stakeholder process) in early 2019.

The main problem for the BFD and MoEFCC is that in practice forestry does not have a very high priority compared to other development or humanitarian needs. This is evidenced through several high level policy decisions to reallocate forestry land to other uses, e.g., industrial, military and humanitarian (Rohingya refugees) purposes, and the absence of forestry targets in the Nationally Determined Contributions (NDCs). This needs to change for effective REDD+ implementation. Several key informants, including some from the implementing agencies, mentioned that forestry is a low priority in Bangladesh given the development needs and high population density, that REDD+ is less important than adaptation, and that REDD+ results-based payment modalities are complex and have high transaction costs.

## 5.5 Use of UN agency normative tools

Table 4 summarises the UN agency “normative tools” used and their utility. These tools clearly made very important contributions to the work.

**Table 4. UN agency normative tools and their utility**

<i>Tool description</i>	<i>Comments/utility</i>
UN-REDD Academy training course	Very useful, especially modules on D&D drivers, PAMs and national strategy
Stakeholder engagement tool	Partially used
Benefits & Risks Tool (BeRT)	Partially used but found to be over complex
FPIC Guidelines	Checklist was very useful
EX Ante Carbon Balance Tool (EX-ACT)	Used to estimate emissions reduction potential of PAMs
Open Foris Collect	Used for field data collection in National Forest Inventory
Guidelines for developing FREL/FRL	Used for preparing Forest Reference Emission Level
R and R packages	Used for harmonising field inventory plot data and generating emission factors for the FREL and GHG inventory preparation

LCCSv3/LCML (Land Cover Classification System)	Used for developing national land representation system and defining the classes for land cover maps and activity data preparation
GeoNode	Used for developing Bangladesh Forest Information System
GFOI Global Forest Observations Initiative technical documents	Used for integration of field and remote sensing information for the FREL preparation
IPCC guidelines and guidance documents	Used for preparation of GHG inventory exercise, tools, trainings and to support DoE for the GHG inventory preparation for the third National Communication

## 6. Conclusions and Recommendations

### 6.1 Achievement of objective, outcomes and outputs

Table 5 summarises achievement of the NP outcomes and outputs, and some of the causal factors. The NP objective has been only partially achieved. The technical capacity for REDD+ implementation has been developed, but the “necessary REDD+ management processes, identifying strategic readiness options for completing its National REDD+ Strategy” is still a work in progress and several key gaps remain as discussed below.

**Table 5. Achievement of outcomes and outputs and factors affecting achievement**

<i>Outcomes and outputs</i>	<i>Assessment of achievement</i>	<i>Causal factors in achieving more (or less) successful outputs and outcomes</i>
Outcome 1. Improved stakeholder awareness and effective stakeholder engagement	Partial	Limited by budget and lack of high level policy support
1.1: Public awareness raised	Partial	Limited budget for events, popular education materials, etc. (mainly forest sector stakeholders were targeted rather than wider public).
1.2: Consultation and Participation Plan	Partial	Stakeholders, participation constraints and opportunities were identified in a systematic way, but Plan lacked detail, e.g., targets, dates.
Outcome 2. National REDD+ Strategy preparation supported	Too soon to judge	Limited advisory support/international technical inputs (at time of evaluation) and budget
2.1: Strengthen legal, policy and legislative framework for REDD+	Limited	Limited high level policy support (in absence of RSC)
2.2: Drivers of D&D identified	Partial	D&D drivers’ report was criticised by some key informants for weak empirical basis (non-availability of satellite/land use data))
2.3: Detailed understanding of priority drivers of D&D	Partial	Same as above;
2.4: REDD+ strategies to address D&D drivers	Partial	Strategies/PAMs not systematically prioritised and do not sufficiently address poor governance (e.g., illegal logging), identified as main underlying driver in drivers’ report
2.5: Operationalizing REDD+ implementation	Weak	RSC not operationalized, sporadic meetings of PMU, lack of support for PMU, infrequent meetings of REDD Cell
2.6: Transparent system for national level management of REDD+ finances in place	Not yet implemented	During 2018 Internal Review, this was changed to undertaking costing and financing of NRS.
2.7 Transparent system for local distribution of REDD+ incentives	Not yet implemented	As above.
Outcome 3: Preparation of national FREL/FRL supported	Mainly effective	Strong technical support from TCA & MRV TWG, complementary USAID inputs, but institutionalization of FREL/FRL delayed
3.1: Capacities for the development of FREL/FRL strengthened	Mainly effective	Strong technical support, but delay in institutionalization

<b><i>Outcomes and outputs</i></b>	<b><i>Assessment of achievement</i></b>	<b><i>Causal factors in achieving more (or less) successful outputs and outcomes</i></b>
3.2: National circumstances and historical data considered for FREL/FRL	Effective	Strong technical support
3.3: FREL/FRLs tested	Effective	Strong technical support
Outcome 4. Establishment of National Forest Monitoring System supported	Effective	Strong technical support and MRV TWG, complementary USAID activities
4.1: Capacities to implement the GHG inventory for the forest sector strengthened	Mainly effective	Strong technical support; delay in approval of updated land cover map is affecting GHG inventory work
4.2: Integrated forest information system developed	Effective	Strong technical support

Positive achievements have included:

- Good achievement of Outcomes 3 and 4: highlights include the FREL/FRL submitted to UNFCCC and positive feedback (from UNFCCC) received; the on-line BFIS GeoPortal (<http://geoportal.bforest.gov.bd/>) which collates a large array of data in a digital form; and the enhanced capacity of the RIMS Unit. These achievements are due to good collaboration between the NP and USAID Forest Inventory project, inputs of the FAO and USAID funded staff and consultants, support from the MRV TWG, and the experienced PMU NFMS expert.
- Good quality posters and pamphlets based on UN-REDD Academy materials, three high quality videos (although not yet widely disseminated), and workshops with local stakeholders.
- International good practice in the process of selecting IP/EM representatives for the PEB and REDD+ Stakeholder Forum.
- Mobilization of opinion about the need for reforestation programmes in CHT.
- The first ever country wide assessment of forest and tree cover and change analysis within a reference point has given clear indication of what needs to be done and where. Previously inventories were done in different zones in different times on only forest land managed by BFD, and. which did not result in a comprehensive picture of the state of forests in the country.
- Such data on deforested and degraded land available will also help Forest Department to set targets and seek to increase internal funding from ministry of finance.

At the time of this evaluation report, and on the basis of the draft NRS, the assessment of the evaluation team is that the outcomes and outputs under components 3 and 4 have been achieved, but outcomes and outputs under components 1 and 2 have been only partially achieved, although it may be that at the end of the NP with appropriate technical support the NRS will be significantly improved. The problems for components 1 and 2 can be explained by a combination of factors, especially the small budget, the technical capacity of the PMU (i.e., the lack of previous REDD+ experience that could have come from a supporting CTA), problems with institutional arrangements (e.g., absence of the RSC, limited guidance from the PEB), cross-sectoral coordination issues (also related to the RSC and the popular perception that REDD+ is a forestry programme managed by BFD), a reactive rather than proactive mode of RTA support, lack of resources for stakeholder engagement and gender objectives, lack of a safeguards process, etc. Clearly some of these issues have been due to the very inadequate budget.

The lack of high level policy support for the NP, associated with a non-operational RSC, has resulted in weak inter-sectoral coordination. The NP and the potential REDD+ implementation phase is also seen as small-scale compared to other projects, e.g., the World Bank SUFAL project with a budget of almost US \$180 million. Another problem for Outcomes 1 and 2 has been lack of guidance and support for the PMU from the PEB. The PEB has met three times over the NP period; this includes a gap of over two years between the second and third meeting. For the GoB, the PSC rather than the PEB was considered as the main decision-making body.

At the time of the evaluation mission, there were concerns about the quality of the NRS draft (version dated 17 March 2019) and the time left to sufficiently improve it and hold multiple stakeholder consultations. The consultants received a second improved NRS draft in May, but it was still in need of considerable further improvement. Several key informants, including (ex) RTAs, expressed concerns that the reports on the D&D drivers, the PAMs and governance did not provide a strong basis for the NRS; a set of comments from FAO on the first draft NRS implied the need for extensive revision, although comments from UNDP were more positive. The evaluation team also felt that the PAMs were insufficiently 'transformational' to change 'business as usual' drivers and incentives, and did not sufficiently respond to the most important underlying or indirect drivers (especially governance) identified in the drivers' report. Some of the concerns were discussed with the UNDP CO. Partly due to this, UNDP CO has contracted a suitably experienced consultant to work with the PMU to help finalise the NRS.

At the time of the evaluation, the exit plan was not developed. When it is developed it will not have the benefit of a comprehensive financing and incentives study as in other some other NPs, and at present the integration of a REDD+ implementation phase with other projects such as SUFAL is unclear. The delay in ratification of the reorganization of the BFD, which would result in institutionalization of some of the key systems and structures developed under outcomes 3-4, was another impediment.

The NP Manager and Director have worked hard in a very difficult context (limitations of budget, policy support, PEB guidance, technical support, etc.). FAO has provided good quality technical inputs for Outcomes 3-4, and satisfactory (at least) outcomes have been achieved taking advantage of the complementary inputs of two USAID projects. The apparently poor coordination between the PMU UNDP and FAO teams, as elaborated in Section 5.2, seems to have been due partly to the way the NP was formulated, with the two sets of outcomes being implemented independently of each other, and with the NP Director and Manager having little influence over the FAO component.

In sum, while Outcomes 3-4 were very well resourced and (technically) supported, Outcomes 1-2 have been weakly resourced and supported. The disappointing outcomes as regards strategy and institutional preparedness should however be considered in the broader policy and development context of Bangladesh. Forestry, and especially the promotion of mitigation objectives through forestry-based actions, has a low applied policy priority compared to poverty alleviation, agriculture, industrial growth, infrastructure, energy generation, transport, etc. The low priority of forests is indicated by the absence of forestry targets in the NPDs. This is therefore an extremely challenging situation for REDD+.

## 6.2 Readiness gaps

Several outstanding REDD+ readiness gaps were identified **at the time of the evaluation**:

- The NRS is still at an early stage of development, and there are concerns that the PAMs are insufficiently ‘transformational’;
- Comprehensive multiple stakeholder consultations on the NRS;
- A detailed plan for implementing REDD+ in the CHTs with alternative institutional arrangements and strong local stakeholder participation in the diagnostic and design stages (see Recommendations);
- Institutional readiness. At the time of this report, the RSC was not operational, the planned reorganization of the BFD was delayed, stakeholder fora were not formed, and the capacity of stakeholders for effective engagement has been insufficiently developed;
- Safeguards process;
- Systematic feasibility analysis of the PAMs, including multiple stakeholder analysis of risks (in absence of safeguards process) and how to mitigate them; in some NPs with more time and resources (e.g., Sri Lanka), cost-benefit analysis of PAMs has been undertaken;
- A comprehensive financing and incentives study, including potential national finance sources.

### 6.3 Performance rating table

Table 6 presents the performance rating of the NP. At the time of the evaluation, the overall NP rating was Moderately Unsatisfactory (MU); a major reason for this was the very inadequate budget for outcomes 1 and 2. It should also be noted that this rating has been made when there was only a draft version of the most important outcome of the NP – the National REDD+ Strategy (NRS).

**Table 6. Performance rating of Bangladesh UN-REDD National Programme**

<i>Criteria</i>		<i>Comments</i>
<b>Agency Coordination and implementation:</b> Highly Satisfactory (HS), Satisfactory (S) Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), Highly Unsatisfactory (HU)		
Overall Quality of Project Implementation	MS	This rating takes into account the constraints and difficult context of the NP (budget, policy support, guidance from PEB, lack of RSC, cross-sector collaboration, etc.). As explained below it can be seen as an average of the ratings of the two sets of outcomes.
<i>Agency coordination</i>	MU	Coordination between UNDP and FAO was difficult partly because of the way the NP was formulated with UNDP and FAO working independently of each other
<i>Project Supervision</i>	U	Supervision or guidance to the PMU by PEB and RSC was Unsatisfactory, and support from RTAs for outcomes 1-2 was insufficiently proactive

<b>Outcomes:</b> Highly Satisfactory (HS), Satisfactory (S) Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), Highly Unsatisfactory (HU)		
Overall Quality of Project Outcomes	MS	The MS rating is given since it is the average of ratings of the two sets of outcomes: Outcomes 1-2 = MU; Outcomes 3-4 = S. While Outcomes 3-4 were very well resourced and (technically) supported due to the complementary USAID projects Outcomes 1-2 were weakly resourced and supported.
<i>Relevance:</i> relevant (R) or not relevant (NR)	R	Most forest sector projects in Bangladesh are oriented to adaptation, so the NP provides balance; on the other hand mitigation through forestry-based activities seems to be a lower (applied) policy priority for GoB .
<i>Effectiveness</i>	MS	Outcomes 1-2 = MU; ; Outcomes 3-4 = S. While Outcomes 3-4 were well resourced and (technically) supported, Outcomes 1-2 were weakly resourced and supported.
<i>Efficiency</i>	MS	NP resources for Outcomes 3-4 seem to have been efficiently used, although if the complementary support of the 2 USAID projects were computed, total cost may be on the high side (but this refers to the high cost of USAID inputs, not of the NP inputs). Although the budget for Outcomes 1-2 was inadequate, modest results and inefficient institutional arrangements (e.g., many meetings between committees with overlapping mandates) depressed the rating.
<b>Sustainability:</b> Likely (L); Moderately Likely (ML); Moderately Unlikely (MU); Unlikely (U).		
Overall sustainability:*	MU	No clear future plan for REDD+, no financing or exit plan (at time of draft report)
<i>Financial resources*</i>	MU	Limited international funds for REDD+ and unclear government financial support
<i>Socio-economic*</i>	MU	Unclear level of stakeholder buy-in, especially in CHTs; constrained by budget: lack of safeguards process, stakeholder fora, materials and capacity building activities , gender sensitization, etc.
<i>Institutional framework and governance*</i>	U	Governance and institutional arrangements are currently weak or inappropriate for implementation of a Results-Based-Finance REDD+ programme
<i>Environmental*</i>	ML	A REDD+ implementation phase would be beneficial to the environment
<b>Impact:</b> Significant (S), Minimal (M), Negligible (N), Not Relevant (NR)		
Environmental Status Improvement	N	Impacts will not happen until the REDD+ implementation phase. Several assumptions in the theory of change around how the NP would achieve strategy and institutional readiness have been broken, and therefore “intermediate states of impact” were not observable at the time of the evaluation
Environmental Stress Reduction	N	
Progress towards stress/status change	N	
<b>Overall Programme Results</b>	MU	Possibly too soon to judge: the overall rating made at the time of the evaluation mission could change to MS with a good quality final version of the National REDD+ Strategy



\*The original Table of Ratings says 'Overall risks to sustainability' which makes the ratings ambiguous. For clarity we assume the criteria refers to 'Likely sustainability'.

## 6.4 Relevance: the future of REDD+ in Bangladesh

The issue of relevance raises questions about the political will and policy priorities concerning a potential REDD+ implementation phase. Various key informants, including among the implementing partners, expressed doubts about a REDD+ implementation stage, at least as regards one based on Results-Based Finance. These doubts included: the low policy priority of forestry in general and of mitigation compared to adaptation; the complexity and high transaction costs of international REDD+ payments; and lack of donor finance for REDD+ implementation. Even within the BFD, REDD+ is seen as less important than other programmes, especially SUFAL with its large budget.

## 6.5 Recommendations

**GoB/NP: Request UNDP-CO for technical assistance support to finalize the NRS.** It is recommended that an experienced consultant who has worked on at least one other NRS is contracted for about 40 days to finalise the NRS, and a two month NCE be granted to allow this to happen. **Rationale:** The NRS is a complex and difficult document, and the most important output of the NP. In most NPs the CTA has worked closely with the PMU and RTAs to develop the NRS, e.g., the Sri Lanka NRS was developed with the resident CTA and very frequent country visits (8-12 times per annum) by members of the RTA team.

**GoB: Operationalise the RSC and create a high powered body for overseeing climate change related matters;** if there is a REDD+ implementation phase as originally conceived as a multi-sectoral process, the latter should be attached to the Prime Minister's office. **Rationale:** The RSC is vital for both readiness and implementation since it would promote high level policy support and cross-sectoral/ministerial coordination. Operationalization of the RSC, including with appropriate multiple stakeholder membership, could be considered as condition for further international financial support to the REDD+ process.

**GoB: Request UN Environment to help investigate funding sources for the safeguards process.** **Rationale:** the safeguards process, including development of a Safeguards Information System (SIS), is a mandatory requirement by the UNFCCC for a country to receive REDD+ payments. It would also contribute to the processes of stakeholder engagement and feasibility analysis of the PAMs.

**GoB: If it is decided to proceed with a REDD+ implementation phase, make funds available from its own resources for implementation of REDD+ related initiatives:** Financially, GoB is capable of supporting REDD+ related initiatives. BFD/MOEFCC is urged to explore the possibilities of a project, supported by funds from government sources, for addressing some of the key components of a national REDD+ implementation programme. **Rationale:** As donors for the implementation phase have not been identified yet, support from the government can ensure quick initiation of the implementation phase. In addition, there are some essential components of such a programme, which donors are reluctant to support, a GoB funding will ensure that such components are implemented without any hindrance.

**GOB: If there is a REDD+ implementation phase, request UN agencies and/or USAID for support to develop a Sub-National REDD+ Action Plan (SRAP) for the CHTs.** It is recommended that a 12 month

multiple stakeholder consultation and planning process be undertaken with the objective of producing a validated and ratified (by regional stakeholders and GoB) 'Sub-national REDD+ Action Plan' (SRAP).<sup>1</sup> Given the complex social, governance and tenure issues, low level of trust between EM groups and BFD, and unique governance structures in the CHTs, the proposed SRAP should be developed on the basis of (i) alternative institutional arrangements in which NGOs and EM/local stakeholder and government representatives take the lead; and (ii) a highly participatory planning process in which CHT stakeholders play a full role in analysis of the problems, including the drivers, and identifying responsive strategies or interventions. **Rationale:** There was widespread agreement among key informants that if there is a REDD+ implementation phase, it should have a priority focus on the CHTs, given (a) its importance for forest-based emissions, and (b) the SUFAL or any other major forestry project do not include the CHTs. The NP Director also noted that the NP budget was insufficient for a detailed planning process in the CHTs.

**GOB:** Assuming there is a REDD+ implementation phase, **request UN agencies for financial support to raise stakeholder engagement and capacity building, including on gender equity and mainstreaming.** Key activities should include: revisiting and implementing the Stakeholder Consultation and Participation Plan; establishment of at least four stakeholder fora (EM/IP groups; civil society; academics and researchers; private sector); development of popular education materials and capacity building of more remote stakeholders; development of materials on gender sensitization and capacity building of stakeholders on gender equity and mainstreaming issues. Not raising, or dampening, expectations associated with REDD+ would also form a vital part of stakeholder engagement. **Rationale:** the very limited budget for stakeholder engagement compared to other NPs and the importance of stakeholder capacity building and gender equity objectives in participation, sustainability and equitable outcomes in REDD+ implementation.

**UN agencies:** Provide or facilitate funding for activities to meet outstanding readiness gaps, such as the safeguards component, stakeholder capacity building, conducting a comprehensive analysis of financing and incentive measures, cost-benefit analysis of PAMs, and other aspects of institutional and stakeholder readiness. Such funding could be conditional on at least an operational RSC and ratification of the proposed reorganization of the BFD. **Rationale:** several readiness gaps are due at least partially to the budgetary shortfall for outcomes 1 and 2.

**UNDP Country Office:** In the REDD+ implementation phase (if there is one) facilitate coordination between the NP and other UNDP supported forest sector projects, and adopt a more pro-active approach to ensuring better collaboration between UNPD and FAO teams.

## 7 Lessons learned

The following lessons can be identified:

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<sup>1</sup> The SRAP approach, developed under the Vietnam and Nepal UN-REDD NPs, is based on strong stakeholder participation in the diagnostic and design stages (ICIMOD 2017a) and the use of "spatial analysis" involving the participatory use of maps based on satellite imagery (García-Rangel et al 2017, Pollini et al 2019). ICIMOD (2018b) has published a manual for facilitators of the SRAP process based on case studies in Nepal and Vietnam.

- High level policy support is critical for strategy and institutional readiness. A key assumption of the NPD was that an effective RSC would broker high level support and achieve the necessary inter-sectoral, departmental and ministerial coordination. In Bangladesh, where climate change vulnerability makes adaptation more urgent than forest-based mitigation, and forestry has a low policy priority, it is unclear whether there is sufficient political will for successful REDD+ implementation (especially if the Results-Based Finance and multi-sectoral approach is assumed).
- It was unrealistic to expect good achievement of Outcomes 1 and 2 on such a small budget, and without more proactive advisory support, in contrast to Outcomes 3 and 4.
- International technical assistance is critical at this early stage in the development of REDD+.
- Guidance to, and support for, the PMU from regular PEB meetings is critical.
- Support from RTAs needs to be more proactive when, as for components 1 and 2, there is no CTA and few international consultants are involved. Quality control of the deliverables was unsatisfactory.
- Formulation of the NP in a way that UNDP and FAO worked independently of each other on each set of outcomes, and without some level of mutual accountability or responsibility, was problematic for UN agency coordination.
- There should have been short weekly meetings of UNDP and FAO staff to maintain communication and collaboration levels.
- Where there are signs of failing coordination between UNDP and FAO, the lead UN agency country office should be more pro-active in promoting it in close collaboration with the country office (if present) of partner UN agencies.
- Absence of a safeguards process reduces the opportunities for stakeholder engagement and promotion of gender equity.
- It is unrealistic to expect gender equity and mainstreaming objectives to be promoted solely on the basis of reports.

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- I. Terms of Reference (excerpts)**
- II. Brief profile of evaluation team members**
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## Annex I. Terms of Reference (excerpts)

### Evaluation objectives and scope

The scope of the evaluation is the Bangladesh UN-REDD National Programme. The evaluation will be based on data available at the time of evaluation and discuss outputs delivered by the programme from the time of inception, 27<sup>th</sup> May 2015, until the time of closure on 30<sup>th</sup> June 2019. It will also assess the likelihood of future outcomes and impact that may not have been achieved yet by 30<sup>th</sup> June 2019.

The evaluation of the Bangladesh UN-REDD National Programme is undertaken to assess (i) programme performance in terms of relevance, effectiveness (outputs and outcomes) and efficiency, (ii) sustainability and scaling up of results, and (iii) actual and potential impact stemming from the programme. The evaluation has the following objectives:

- To provide evidence of results to meet accountability requirements,
- To assess the status of REDD+ readiness in Bangladesh, gaps and challenges that need to be addressed to achieve REDD+ readiness and the potential role of the UN-REDD Programme, participating UN organisations and national implementing partners in the future REDD+ process in the country.
- To propose recommendations on how existing and potential financing and investment opportunities can be leveraged and better coordinated for further REDD+ processes and implementation of a National REDD+ Strategy.
- To review the existing or proposed institutional arrangements for REDD+ and make recommendations on how they could be improved or adjusted for more efficient implementation of REDD+ processes and National REDD+ Strategy.
- To promote learning, feedback and knowledge sharing through results and lessons learned among the participating UN Organizations and other partners. The evaluation will identify lessons of operational and technical relevance for future programme formulation and implementation in the country, and/or for the UN-REDD Programme as a whole.

The primary audience for the evaluation will be the Government of Bangladesh, the three participating UN Organizations of the UN-REDD Programme and the programme resource partners. The secondary audience for the evaluation will be the UN-REDD Executive Board and national REDD+ stakeholders. The evaluation will also be made available to the public through the UN-REDD Programme website ([www.un-redd.org](http://www.un-redd.org)).

### Evaluation Criteria

To focus the evaluation objectives, by defining the standards against which the initiative will be assessed, the following five evaluation criteria will be applied:

- **Relevance**, concerns the extent to which the National Programme and its intended outcomes or outputs are consistent with national and local policies and priorities and the needs of the intended beneficiaries. Relevance also considers the extent to which the initiative is aligned with the UN-REDD Programme Strategy 2011-2015 (which was extant when the Bangladesh

UN-REDD National Programme was approved), the 2016-2020 UN-REDD Programme Document and the corporate plans of the three participating UN Organizations. Relevance vis-a-vis other REDD+ or REDD+-related programmes implemented in the country should also be examined, in terms of synergies, complementarities and absence of duplication of efforts.

- **Effectiveness**, measures the extent to which the National Programme’s intended results (outputs and outcomes) have been achieved or the extent to which progress towards outputs and outcomes has been achieved. To explain why certain outputs and outcomes have been achieved better or more than others, the evaluation will review:

**a) Processes that affected the attainment of project results** – which looks at examination of preparation and readiness of the project, country ownership, stakeholder involvement, financial planning, performance of national and local implementing agencies and designated supervision agency, coordination mechanism with other relevant donor’s projects/programmes, and reasons for any bottlenecks and delays in delivery of project outputs, outcomes and the attainment of sustainability.

**b) Implementation approach** - including an analysis of the project's results framework, performance indicators, adaptive management to changing conditions, overall project management and mechanisms applied in project management in delivering project outcomes and outputs.

- **Efficiency**, measures how economically resources or inputs (such as funds, expertise and time) are converted to achieving stipulated outcomes and outputs.
- **Sustainability**, analyse the likelihood of sustainable outcomes at programme termination, with attention to sustainability of financial resources, the socio-political environment, catalytic or replication effects of the project, institutional and governance factors, and environmental risks.
- **Impact**, measures to what extent the National Programme has contributed to, or is likely to contribute to, intermediate states towards impact, such as changes in the governance systems and stakeholder behaviour, and to impact on people’s lives and the environment. The evaluation will assess the likelihood of impact by critically reviewing the Programme’s intervention strategy (Theory of Change) and the presence of the required drivers and assumptions for outcomes to lead to intermediate states and impact.

## Evaluation Questions

The following list includes standard questions and issues that the UN-REDD National Programme evaluation should address. It is based on the internationally accepted evaluation criteria mentioned above, i.e. relevance, efficiency, effectiveness, impact and sustainability, as well as an additional category of questions regarding factors affecting programme performance. The evaluation will assess the Bangladesh UN-REDD National Programme as follows:

### i) **Relevance**

- The National Programme’s relevance to:
  - Country needs;

- National development priorities as expressed in national policies and plans as well as in sector development frameworks;
- UN Country Programme or other donor assistance framework approved by the government;
- The UNDAF and the UN Joint Programme on Climate Change;
- The UN-REDD Programme Framework Document;
- Robustness and realism of the theory of change underpinning the National Programme, including logic of causal relationship between inputs, activities, expected outputs, outcomes and impacts against the specific and development objectives and validity of indicators, assumptions and risks.
- Quality and realism of the National Programme design, including:
  - Duration;
  - Stakeholder and beneficiary identification;
  - Institutional set-up and management arrangements;
  - Overall programme results' framework
  - Approach and methodology.
  - Evolution of National Programme objectives since programme formulation.

**ii) Effectiveness**

- Extent to which the expected outcomes have been achieved, the expected outputs have been produced, their quality and timeliness.
- Main factors influencing this level of achievement.
- Contribution of the various stakeholders to this level of achievement.
- The overall status of REDD+ readiness in the country, with respect to the main components of REDD+ Readiness (according to the UNFCCC) and the extent to which the Programme contribute to each.

**iii) Efficiency**

- Cost and timeliness of key outputs delivered compared to national and regional benchmarks
- Administrative costs (including costs for supervision and coordination between participating UN agencies) compared to operational costs
- Any time and cost-saving measures taken by the programme
- Any significant delays or cost-overruns incurred, reason why and appropriateness of any remedial measures taken

**iv) Sustainability**

- Major factors influencing the achievement or non-achievement of sustainability of the Programme.
- Adequacy of the exit strategy of the Programme.
- The prospects for sustaining and scaling up the Programme's results by the beneficiaries after the termination of the initiative. The assessment of sustainability will include, as appropriate:
  - Institutional, technical, economic, political, environmental and social sustainability of proposed technologies, innovations and/or processes;



- Prospects for institutional uptake, support and mainstreaming of the newly acquired capacities, or diffusion beyond the direct beneficiaries of the Programme.

**v) Impact**

- Extent to which the initiative has attained, or is expected to attain, its social and environmental objectives; this will also include the identification of actual and potential positive and negative impacts produced by the initiative, directly or indirectly, intended or unintended
- Presence of the required drivers and assumptions for outcomes to lead to intermediate states and impact.
- Actual and potential contribution of the National Programme to the normative work of the three participating UN Organizations, e.g. contribution towards the “Delivering as One” initiative and lessons learned incorporated into broader organizational strategies.

**vi) Factors affecting performance**

The evaluation will assess factors and processes that affected project results with particular attention to preparation and readiness of the project, country ownership, and stakeholder involvement, effectiveness of national and local implementing agencies, financial planning and management and coordination mechanisms.

- Management and implementation of the National Programme, including:
  - Quality of operational management: Planning, coordination and delegation of work; effective communication within the PMU and between PMU and partners;
  - Impact of mid-term review;
  - Performance of coordination and steering bodies (PEB/PSC);
  - Extent, timeliness and quality of administrative and technical support by the three participating UN Organizations at all levels (headquarters, regional and country offices);
  - Timeliness, quality and quantity of inputs and support by the Government and other in-country partners.
  - Personnel turn-over rates and the balance between continuity and new staff in the NP and with partner agencies including government;
  - Factors influencing the motivation, morale and job satisfaction of staff.
- Utility of the UN-REDD Programme’s normative products, guidelines and safeguards, e.g. the UN-REDD Programme Guidelines on Free, Prior and Informed Consent (FPIC), and the UN-REDD / FCPF Guidelines on Stakeholder Engagement in REDD+ Readiness, and the extent to which they have contributed towards Programme performance.
- Financial resources management of the National Programme, including:
  - Adequacy of budget allocations to achieve outputs;
  - Coherence and soundness of budget revisions in matching implementation needs and programme objectives;
  - Rate of delivery and budget balance at the time of the evaluation.
  - Efficiency of fund-management arrangements.
- Assessment of coordination mechanisms:
  - Between the three participating UN organizations to ensure joint delivery.

- Between the Government and the three participating UN organizations to ensure programme outcomes are achieved.
- Within and between government ministries in order to ensure programme outcomes are achieved.

In addition, the evaluation will:

- Assess gender mainstreaming in the National Programme. This will cover:
  - Analysis of how gender issues were reflected in Programme objectives, design, identification of beneficiaries and implementation;
  - Analysis of how gender relations and equality are likely to be affected by the initiative;
  - Extent to which gender issues were taken into account in Programme management.
- Assess the prospects for follow-up and scaling-up of REDD+ in Bangladesh, providing suggestions for potential UN-REDD engagement (if pertinent).

## **Annex II. Brief profiles of evaluation team members**

### **Dr Michael Richards**

Michael Richards is a natural resources economist with over 40 years research and development experience in Africa, Latin America and Asia. He holds a BA in Land Economy from Cambridge University, an MSc in Agricultural Economics from the University of London, and PhD from the University of Glamorgan (“Economic Incentives for Sustainable Management and Conservation of Tropical Forests”). He is based near Oxford in the UK.

The first 13 years of his career were spent working on long-term assignments as an agricultural economist in Malawi, Sri Lanka, Mexico and Honduras, primarily for the UK Overseas Development Administration and FAO working on agricultural and rural development programmes. Since 1990 he has worked mainly on forestry and environmental issues, especially as a Research Fellow for the Overseas Development Institute (ODI) from 1993 to 2001 and as an associate of Forest Trends since 2007, as well as an independent consultant working for various international NGOs and development agencies.

His work for ODI focussed on payments for ecosystem services (PES), forest governance, the economic analysis of participatory forest management, forest trade, tenure issues in Latin America, and various other policy and institutional issues. His work for Forest Trends and other agencies or donors since 2007 has continued the above themes, as well as support for developing community level PES projects, development of an impact assessment methodology for REDD+ projects, and leading an applied research study of livelihood impacts of proposed forest law enforcement and governance programs. Since 2014 he has undertaken several assignments for SNV, FAO and ICIMOD in Vietnam and Nepal, where he has been mainly involved in developing, piloting and supporting sub-national REDD+ planning under the UN-REDD Programmes in those countries. He has recently led the final evaluations of the Sri Lanka UN-REDD National Programme in 2017 and the Mongolia UN-REDD National Programme in 2018.

### **Dr. Mohammed Zakir Hussain**

Zakir Hussain is a natural resources management expert. He has extensive working experience in many countries in Asia, Africa, the Caribbean Islands, Central and South America and Pacific Islands. He has worked in different capacities for the IUCN Asia Programme for 20+ years and retired as a Director. While he is trained as a professional forester, he has been involved in different activities including overseeing country programmes, administering large IUCN membership in Asia, managing forestry, wetland and related activities, wildlife, organizing major conferences, technical document preparation and/or supervision, project formulation, supervision and fund raising. He also worked for the Bangladesh Forest Service in different professional capacities for 23 years where, in addition to administrative responsibilities, he has been involved in natural forest management, establishment of large scale plantations, capacity building and formulation of forestry related documents. He also worked as an adjunct faculty at the Asian Institute of Technology (AIT) in Thailand for 10 years. For several years he has been a member of the environmental excellence advisory committee constituted by the Governor of Jeju Province in the republic of Korea.

In recent years he has been involved in the formulation of a conservation strategy document for the Sundarban, draft Bangladesh National Forestry Policy, draft Bangladesh Forestry Master Plan and the formulation of the Sustainable Forest and Livelihood (SUFAL), the biggest project ever under taken by the Bangladesh Forest Department. He has been responsible for the publication of a number of documents including the two-volume *The Mangrove of the Sundarbans*. He holds a doctorate in Forest Management from the Yale University, USA

## Annex III. List of documents reviewed

- Readiness Preparation Proposal (R-PP) for Bangladesh (April 2014)
- Bangladesh UN-REDD National Programme Document
- Technical Planning Proposal (TPP) for UN-REDD National Programme
- Minutes of PEB meetings: Minutes of 1<sup>st</sup> Meeting 3 August 2016; Minutes of 2<sup>nd</sup> Meeting 17 January 2017; Minutes of 3<sup>rd</sup> meeting 27 February 2019
- Workshop Report on Meeting between UN-REDD National Programme and Ethnic Minorities/Indigenous People and Civil Society Organizations in Bangladesh 22-23 March 2016
- Annual reports of UN-REDD Bangladesh National Programme: 2016, 2017, 2018
- Bangladesh UN-REDD Programme – Internal Review. Draft report 12 March 2018.
- National Forest Reference Level (FRL) report for Bangladesh
- Draft data sharing policy for the Bangladesh Forest Department
- REDD+ Stakeholder Mapping, Analysis & Engagement in Bangladesh
- Drivers of Deforestation and Forest Degradation in Bangladesh
- Assessment of tenure issues relevant to PAMs for REDD+ Strategy in Bangladesh
- Forest Governance Study. Final Report
- Gender responsive governance structures, land tenure, and safeguards for REDD+ in Bangladesh
- Gender responsive PAMs for REDD+ in Bangladesh
- Gender dimensions in forest use, management, governance, land tenure arrangements and safeguards in support of REDD+ in Bangladesh
- Status of Environmental Safeguards in Bangladesh: Implications for REDD+
- Final Technical Report for Identification of Policies and Measures to Address Drivers of Deforestation and Forest Degradation in Bangladesh
- Validation Workshop Report on Drivers of Deforestation and Forest Degradation in Bangladesh
- Validation Workshop Report on REDD+ Policies and Measures (PAMs)
- Proceedings of the training workshop on forest reference level for REDD+. August 2017
- Proceedings of the national training workshop on data storing, institutional arrangements and tools for GHG gases for the Agriculture, Forestry and Other Land Use sector. December 2016
- Brief on the Sustainable Forests and Livelihoods (SUFAL) Project
- Bangladesh Forestry Master Plan 2017-2036 (December 2016 Draft)
- UN-REDD Programme Strategic Framework 2016-2020
- Draft National Forestry policy
- National Environment Policy, 2013
- The UN-REDD Programme Strategy 2011-2015
- UN-REDD Programme Strategic Framework 2015-2019
- Seventh Five Year Plan of Bangladesh
- REDD+ Teaching Manual (in Bengali)
- Report on the Final Evaluation of the Sri Lanka National Programme 2013-2017

## Annex IV. List of interviewees and workshop participants

### List of key informants interviewed one to one or through skype calls

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5. Dr. Golam Rakkibu, Professor of Forestry, Khulna University, Khulna
6. Dr. Md. Abdullahil Baki Bhuiyan, Associate Professor, Bangabandhu Sheikh Mujibur Raman Agricultural University, Gazipur.
7. Mr. Ruhul Mohaiman Chowdhury, Consultant, SUFAL project, BFD
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11. Mr. Nasim Aziz, Manager, UN-REDD Programme, UNDP
12. Mr. Laskar Maqsur Rahman, Consultant, National Forest Inventory Project, FAO
13. Dr. Matieu Henry, CTA, National Forest Inventory Project, FAO

#### **List of Participants of Evaluation Workshop (Outcomes 1-2), 10 April 2019 (for Outcomes 1-2)**

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5. Mr. Ishtiaq Uddin Ahmed, Retired Chief Conservator of Forest, Bangladesh Forest Department, Dhaka.
6. Mr. Quamrul Islam Chowdhury, Chairman, Federation of Environmental Journalist, Bangladesh
7. Mr. Md. Rakibul Hasan Mukul, NDP, UN-REDD, & Conservator of Forests, FD



8. Mr. Shital Kumar Nath, Sr. Manager (Programme) Community Development Centre (COODEC) Chattogram
9. Mr. Md. Mizanul Kabir, Leaf External Affairs Manager, British American Tobacco company, Dhaka
10. Mr. Mohammad Serajul Haque, Leaf Sustainable & Development Manager, British American Tobacco, Dhaka
11. Mr. Md. Ahsanul Wahed, Deputy Programme Manager, Manusher Jonno Foundation, Dhaka
12. Dr. Mariam Akhter, Assistant Conservator of Forests, Forest Department
13. Prof. Dr M. Al Amin, Institute of Forestry & Environmental Sciences, Chattagram University
14. Mr. Md. Shahad Mahabub Chowdhury, National Coordinator, IUCN, Dhaka
15. Mr. Md. Zaheer Iqbal, Head, Resource Management Information System (RIMS) Unit, BFD
16. Mr. Abdul Motaleb, Senior Programme Officer, IUCN Bangladesh Programme
17. Mr. Md. Ariful Hoque Belal, Assistant Chief Conservator, Management Plan, BFD
18. Dr. Matieu Henry, CTA, National Forest Inventory Project, FAO
19. Dr. Md. Suratuzzaman, Deputy Secretary, Government of Bangladesh.
20. Dr. Mukhlesur Rahman, Executive Director, Centre for Natural Resources Studies (CNRS), Dhaka
21. Mr. Md. Shams Uddin, Governance Activity Coordinator, UN-REDD Bangladesh National Programme
22. Mr. Md. Moniruzzaman, Communications Officer, UN-REDD Bangladesh National Programme
23. Mr. Nasim Aziz, Programme Manager, UN-REDD Bangladesh Programme

#### **List of participants at Evaluation Debriefing Meeting, 17 April 2019**

1. Mr. Rakibul Hasan Mukul, Conservator of Forests and NPD, UN-REDD Programme in Bangladesh BFD
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4. Mr. Abdullah Al Mamun Chowdhury, Consultant, National Forest Inventory Project FAO
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7. Mr. Nikhil Chakma, Consultant, National Forest Inventory Project, FAO
8. Dr. Mariam Akhter, RIMS Unit, BFD
9. Mr. Md. Zaheer Iqbal, Head, RIMS Unit, BFD
10. Mr. Md. Shams Uddin, UN-REDD National Programme, PMU
11. Ms. Danae Stavroula Maniatis, Regional Technical Advisor, UNDP, Bangkok, over skype
12. Mr. Ben Vickers, Regional Technical Advisor, FAO, Bangkok, over skype

## Annex V. Problem analysis tables from Evaluation Workshops, 7 and 10 April 2019

### Outcome 1

#### (a) Key informant working group

Problem	Problem Type Predictable (P) Un expected (U) External Risk (E)	Consequence of the problem for the outcome/ output	How did NP try to counter problem or mitigate the negative effect	What else Could have been done?	What still needs to be done for readiness?
Mainstreaming REDD+ in National Plan and policies	P	It will not sustain	Consultation followed by drafting strategies	Relevant national policies analysis could lead to a good strategy development	Continuous efforts for inclusion of REDD+ strategies in National policies
Effective REDD+ steering committee forum and cell	P	Decision not properly filtered down to the implementation	Made proposal for steering committee formulation and MRV group/ committee		Expedite the approval process
Level of commitment and focus	U	Difficult for programme formulation from top to down implementation	Consultation held and suggestion made		More consultation and awareness programme
More effective engagement of all stakeholders	P	Effective coordination and field implementation will be hampered	Relevant stakeholders identified and their roles delineated	More dissemination workshop/ constitution	Periodic consultation with integrated approach
Anchoring REDD+ in national budget and access to GCF, REDD+ Funds	U and E	Expansion and implementation of REDD+ programme will be hampered, lead to unsustainability	Consultation with ERD, planning and MOF held		Initiate effective engagement with concerned authorities
Institutional strengthen, coordination and capacity	P	Hamper the programme development, implementation and follow-up	Framework developed and coordination mechanism suggested		Expedite the approval of the reformation of forestry sector institutions

**(b) PMU working group**

<b>Problem</b>	<b>Problem Type Predictable (P) Unexpected (U) External Risk (E)</b>	<b>Consequence of the problem for the outcome/ output</b>	<b>How did NP try to counter problem or mitigate the negative effect</b>	<b>What else Could have been done?</b>	<b>What still needs to be done for readiness?</b>
Limited engagement of private sector: brickfields, sawmills, & furniture owners	U	Limited input from private sector in PAMS	Contacted officially over letter from CCF/PD, personally over email, cell phone, and meeting.	Not sure	Forest Department continues to initiate them
Women engagement has been limited despite all efforts	P	Limited awareness of women on REDD+ issues	Specific guideline and format developed for women engagement during workshop and shared with FD for invitation; however, it didn't result up to the level expected. Consultant engaged on gender issues.	Two FGDs only with women groups. And 10 minutes. in each workshop. But more dedicated FGDs could have been done.	Developed awareness materials targeting women relating them with driver issues like ICS and fuel wood under FD's projects like SUFAL. Engaging women in project activities.
More events at grassroots level could have organized subject to availability of funds	P	Mass awareness not achieved.	Developed video documentaries and screening Poster published and fair organized	Leverage funds	Facilitate use of Video screening exhibition through FD; more awareness under SUFAL
Few meetings of REDD+ Management Committees	U	Awareness & binding at policy level limited	Meetings of MoEFCC on approval of Committee and presentation	Could have organized meeting without approval of ministry	Obtain approval of MoEFCC on committees; organize meetings under SUFAL

## Outcome 2

### (a) Key informant working group

Problem	Problem Type Predictable (P) Un expected (U) External Risk (E)	Consequence of the problem for the outcome/ output	How did NP try to counter problem or mitigate the negative effect	What else Could have been done?	What still needs to be done for readiness?
Safeguard policy formulation	U	Incomplete out come	Ad hoc safeguard	Allocating budget for safeguard	Project should be extended with sufficient fund and resources
Time constraint	U	Quality out come	Prioritization	Extension time	
Extend of stakeholder's engagement	P	Inadequate information follows	Tried in alternative ways		
Data sharing and coordination	P	Inadequate information sharing	Project tried it best		
Land tenure legacy	P	Hindrance to implement the strategy	Beyond the scope		

### (b) PMU working group

Problem	Problem Type Predictable (P) Un expected (U) External Risk (E)	Consequence of the problem for the outcome/ output	How did NP try to counter problem or mitigate the negative effect	What else Could have been done?	What still needs to be done for readiness?
No finance for Safeguard	E	Safeguard could have been more thorough	Partial readiness		Carry out the identified list of activities for full functional safeguard under SUFAL or other project.
Due to late start of the project, limited time for all studies i.e. D&D, Governance, Land tenure, PAMS and internalization of the same among policy makers.	U	Limited focus or awareness at policy level	Shared recommendations of the reports but in limited number	Nothing could have been done due to limited time and funds.	Develop policy papers, share results of the studies for action on policy matters (i.e., recruitment)

Synchronization of activity or availability of data (i.e., drivers study done before land use change assessment)	P / U	Drivers identified based on perception rather than actual data.	Corrected drivers report after triangulation with FRL report.	Nothing, as the project started late; NFI project also started late.	For next revision of national strategy, FRL/land use change data be developed first based on which driver study be carried out
Had to wait for approval of FRL and land use change data for strategies development	U	Limited time for strategy development; or less imperfect targets for national strategy	Could not, had to wait for direction from MOEFCCC	Nothing in the project	As above
Awaiting approval of REDD+ Management Committee	P/U – 50/50	Less engagement of policy makers			

### Outcomes 3-4. MRV Technical Working Group

Problem Cards	Problem type: Predictable (P) Unexpected (U) External risk (E)	Consequences of problem for the outcome/outputs	How did NP try to counter problem or mitigate the negative effects?	What else could have been done?	What still needs to be done for Readiness?
<b>OUTCOME 3</b>					
Institutionalization of FRL /FREL development processes	P	<ul style="list-style-type: none"> <li>▪ Sustainability</li> <li>▪ Higher Costs</li> <li>▪ Loss of Skilled people</li> </ul>	<ul style="list-style-type: none"> <li>▪ MOU</li> <li>▪ Documentation of activities and knowledge materials</li> <li>▪ Data base all persons received training</li> </ul>	More engagement of DOE and other relevant in the process	<ul style="list-style-type: none"> <li>▪ Institutionalization of the process</li> <li>▪ Establishment of a joint working group under a legal framework</li> </ul>
Technical capacity limitations	P	<p>Project based approach</p> <p>Dependence on international consultancy expertise</p>	<p>Engage universities and MRV working group in the FRL.FREL preparation process</p> <p>Transfer FRL/FREL methodological approach to BFD and MRV working group</p>	Test the sustainability of the technical capacities to update FRL/FREL	Update the FRL/FREL with land cover change assessment for years 2000, 2005, 2010 and 2015
<b>OUTCOME 4</b>					
Technical capacity limitations	P	Sustainability of the Bangladesh Forest Information System	Hire IT professional to support the Support the recruitment process of IT and programming professionals Inform decision makers	-	GoB to approve the recruitment process of IT and programming staff in BFD

			<p>Communication materials (video, brochure, leaflets, posters, article)</p> <p>Training materials (available on the BFIS)</p> <p>Signed agreement with Bangladesh Computer Council</p> <p>Integration of the BFIS with the website of the Bangladesh Forest Department</p>		
Institutionalisation of the greenhouse gas inventory	P	Sustainability of the greenhouse gas inventory process	<p>Proceedings and evaluation of the training activities</p> <p>Training materials made available to participants</p> <p>Development of a module in the BFIS for emission factors for forestry sector</p>	<p>Stronger involvement with Department of Environment</p> <p>Clarification of roles and mandates between DoE and BFD under MoEFCC</p>	<p>Endorsement of the activity data used for GHG inventory (land cover maps) by MoEFCC</p> <p>Identified roles and responsibilities between DoE and BFD for GHG inventory preparation for LULUCF sector</p> <p>Institutional arrangements of the GHG inventory process</p>

## Annex VI List of products and outputs (training events, meetings, reports, etc.)

### Summary of Workshops, Meetings, Trainings, etc.

	Events	UNDP			FAO				UNDP + FAO			
		Male	Fem.	Total	Events	Male	Fem.	Total	Events	Male	Fem.	Total
Meetings	22	546	119	665	15	171	21	192	37	717	140	857
Trainings	6	189	15	204	21	179	73	252	27	368	88	456
Workshops	25	1403	149	1552	10	387	53	440	35	1790	202	1992
Focus Group Discuss	17	285	200	485					17	285	200	485
Fair / mass events	3	1000	500	1500					3	1000	500	1500
									119	4160	1130	5290

### UNDP

Date	Event description	Event type	Male	Fem.	Total	Venue
10 March 2016	Programme Evaluation Committee meeting	Meeting	17	3	20	Planning Commission
22 March 2016	UN-REDD Consultation meeting with Indigenous People of Bangladesh	Meeting	24	4	28	UNDP
23 March 2016	UN-REDD Bangladesh National Programme and Civil Society Organization Representative in Bangladesh	Meeting	17	1	18	UNDP
19 May 2016	Meeting with REDD CELL on UN-REDD Bangladesh National Programme	Meeting	6	3	9	Forest Department
3 August 2016	Inception Workshop UN-REDD Bangladesh National Programme	Workshop	101	14	115	Dhaka
3 August 2016	1st Programme Executive Board (PEB) Meeting	Meeting	10	0	10	Dhaka
20 October 2016	Local Consultation Workshop on the Study Drivers of Deforestation and Forest Degradation	Workshop	49	1	50	Gazipur
22 October 2016	Methodology Validation Workshop on Drivers of Deforestation and Forest Degradation Study	Workshop	45	3	48	Forest Department

<b>Date</b>	<b>Event description</b>	<b>Event type</b>	<b>Male</b>	<b>Fem.</b>	<b>Total</b>	<b>Venue</b>
9 November 2016	Local Consultation Workshop on the Study Drivers of Deforestation and Forest Degradation	Workshop	51	4	55	Rangpur
9 November 2016	Updating REDD CELL on Progress Of UN-REDD Project	Meeting	6	2	8	Forest Department
15 November 2016	Local Consultation Workshop on the Study Drivers of Deforestation and Forest Degradation	Workshop	52	5	57	Barisal
21 November 2016	Local Consultation Workshop on the Study Drivers of Deforestation and Forest Degradation	Workshop	58	3	61	Sreemongal,
26 November 2016	Stakeholder Consultation Workshop on REDD+ Stakeholder Mapping, Analysis & Engagement	Workshop	40	2	42	Forest Department
28 November 2016	Local Consultation Workshop on the Study Drivers of Deforestation and Forest Degradation	Workshop	83	5	88	Rangamati
30 November 2016	Local Consultation Workshop on the Study Drivers of Deforestation and Forest Degradation	Workshop	57	10	67	Chittagong
03 December 2016	Local Consultation Workshop on the Study Drivers of Deforestation and Forest Degradation	Workshop	56	2	58	Cox's Bazar
06 December 2016	Local Consultation Workshop on the Study Drivers of Deforestation and Forest Degradation	Workshop	56	2	58	Khulna
12 December 2016	Local Consultation Workshop on the Study Drivers of Deforestation and Forest Degradation	Workshop	49	3	52	Mymensingh
26 December 2016	Workshop on Sharing Primary Findings of the Study on Identification Drivers of Deforestation and Forest Degradation in Bangladesh	Workshop	61	4	65	Forest Department
20 October 2016	Focus Group Discussion on the Study Drivers of Deforestation and Forest Degradation Study	FGD	14	8	22	Chandar, Gazipur
21 October 2016	Focus Group Discussion on the Study Drivers of Deforestation and Forest Degradation Study	FGD	14	9	23	Sripur, Gazipur
8 November 2016	Focus Group Discussion on the Study Drivers of Deforestation and Forest Degradation Study	FGD	18	10	28	Mithapukur, Rangpur



Date	Event description	Event type	Male	Fem.	Total	Venue
8 November 2016	Focus Group Discussion on the Study Drivers of Deforestation and Forest Degradation Study	FGD	21	8	29	Kadirabad Rangpur
14 November 2016	Focus Group Discussion on the Study Drivers of Deforestation and Forest Degradation Study	FGD	18	6	24	Patuakhali
14 November 2016	Focus Group Discussion on the Study Drivers of Deforestation and Forest Degradation Study	FGD	25	7	32	Dokhin Bahalgacia Govt. primary School
21 November 2016	Focus Group Discussion on the Study Drivers of Deforestation and Forest Degradation Study	FGD	20	12	32	Habiganj
22 November 2016	Focus Group Discussion on the Study Drivers of Deforestation and Forest Degradation Study	FGD	13	7	20	Alia Chari Kahashia Punji
28 November 2016	Focus Group Discussion on the Study Drivers of Deforestation and Forest Degradation Study	FGD	18	10	28	Sapcharipara., Rangamati
29 November 2016	Focus Group Discussion on the Study Drivers of Deforestation and Forest Degradation Study	FGD	15	22	37	Barkol, Rangamati
1 December 2016	Focus Group Discussion on the Study Drivers of Deforestation and Forest Degradation Study	FGD	10	10	20	Chunti, Chittagong
2 December 2016	Focus Group Discussion on the Study Drivers of Deforestation and Forest Degradation Study	FGD	23	10	33	Ukhiya, Cox's Bazar
7 December 2016	Focus Group Discussion on the Study Drivers of Deforestation and Forest Degradation Study	FGD	35	12	47	Sharonkhola, Bagerhat
11 December 2016	Focus Group Discussion on the Study Drivers of Deforestation and Forest Degradation Study	FGD	22	9	31	Bir Bari, Dhaloka, Mymensingh
13 December 2016	Focus Group Discussion on the Study Drivers of Deforestation and Forest Degradation Study	FGD	19	5	24	Butia, Madhupur, Tangail
05 January 2017	Meeting of Project Implementation Committee (PIC)	Meeting	11	3	14	Forest Department

Date	Event description	Event type	Male	Fem.	Total	Venue
08 January 2017	Stakeholder Consultation Workshop Forest Investment Programme World Bank and UN-REDD Bangladesh National Programme	Workshop	101	12	113	Forest Department
12 January 2017	Result Validation Workshop on Drivers of Deforestation and Forest Degradation Study	Workshop	51	5	56	BICC, Dhaka
17 January 2017	2nd Programme Executive Board (PEB) Meeting	Meeting	23	1	24	Ministry
14 March 2017	Workshop on Orientation Programme	Workshop	43	5	48	BICC, Dhaka
09 March 2017	Meeting on FIP Design Document Development from REDD Perspective	Meeting	11	0	11	Forest Department
22 June 2017	Meeting of Project Implementation Committee (PIC)	Meeting	15	1	16	Forest Department
13 July 2017	REDD+ Committees	Meeting	25	4	29	Forest Department
25 Sept 2017	Inception of Forest Governance and Land Tenure Studies	Meeting	56	5	61	Forest Department
25-27 Sept 2017	Consultation workshop on Inception of the Forest Governance and Land Tenure studies at Madhupur, Tangail and Mymensingh	Meetings (3)	59	8	67	Madhupur, Tangail & Mymensingh
02-05 October 2017	Consultation workshop on Inception of the Forest Governance and Land Tenure studies at Rangamati and Chittagong (Hill forest)	Meetings (2)	120	10	130	Rangamati and Chittagong
09-12 October 2017	Consultation workshop on Inception of the Forest Governance and Land Tenure studies at Khulna	Meeting	1	35	36	Khulna
15-17 October 2017	Consultation workshop on Inception of the Forest Governance and Land Tenure studies at Noakhali	Meeting	60	9	69	Noakhali
28 November 2017	Project Steering Committee Meeting (PSC)- 1st Meeting	Meeting	4	16	20	Ministry
06 December 2017	Consultation workshop on REDD+ Policies Measures- Rangamati	Workshop	53	8	61	Rangamati
07 December 2017	Consultation workshop on REDD+ Policies Measures- Chittagong	Workshop	55	6	61	Chittagong
07 December 2017	PAMs at Chittagong - CPG women - Chunati	FGD	0	25	25	Chuanti WS

Date	Event description	Event type	Male	Fem.	Total	Venue
09 December 2017	Consultation workshop on REDD+ Policies Measures-Cox's Bazar	Workshop	63	11	74	Cox's bazar
09 December 2017	PAMS at Cox's Bazaar - CPG women	FGD	0	30	30	Teknaf Wildlife Sanctuary
12 December 2017	Consultation workshop on REDD+ Policies Measures-Tangail	Workshop	42	13	55	Tangail
14 January 2018	Consultation workshop on REDD+ Policies Measures-Khulna	Workshop	59	7	66	Khulna
17 January 2018	Consultation workshop on REDD+ Policies Measures-Dinajpur	Workshop	52	7	59	Dinajpur
23 January 2018	Consultation workshop on REDD+ Policies Measures-Noakhali	Workshop	52	7	59	Noakhali
25 January 2018	Consultation workshop on REDD+ Policies Measures-Sreemongol	Workshop	58	6	64	Sreemongol
11/Feb/18	Consultation meeting on REDD+ Policies Measures-Dhaka	Meeting	21	3	24	Dhaka
10 June 2018	National Validation Workshop on PAMS	Workshop	59	9	68	Forest Department
05-06 Dec 2018	REDD+ Awareness Training	Training	33	2	35	Khulna
09-10 Dec 2018	REDD+ Awareness Training	Training	31	2	33	Chittagong
21 March' 2018	International day of forests	Day celebration	300	50	350	Forest Department
June 2018	World Environment day	Day celebration	200	50	250	Forest Department
June 2018	Tree and Environment Fair	Fair stall	500	400	900	Agargaon Fair ground
29th May	PIC meeting	Meeting	11	2	13	Forest Department
8th July	PSC meeting	Meeting	25	5	30	Forest Department
22ND July	REDD cell meeting	Meeting	11	2	13	Forest Department
26th September	REDD+ STRUCTURE MEETING	Meeting	13	2	15	Ministry
16th Jan	REDD+ Awareness Training	Training	30	3	33	Cox bazaar long beach
Feb	REDD+ Awareness Training	Training	30	3	33	Mymensingh
Feb	REDD+ Awareness Training	Training	32	3	35	Sreemongol
Feb	REDD+ Awareness Training	Training	33	2	35	Rangamati

Date	Event	Location	Type	Male	Fem.	Total
6/7/2015	Greenhouse Gas Inventory training for land use, land-use change and forestry	Dhaka	Training	19	2	21
6/2/2017	Training on Quantum Geographic Information System (QGIS)-III	Dhaka	Training	12	6	18
5/25/2016	Training on Greenhouse Gas Inventory	Dhaka	Training	10	3	13
20/09/2016	Training on Basic Quantum Geographic Information System (QGIS)	Dhaka	Training	19	5	24
10/9/2016	Fourth training on R for forest statistics and modelling	Dhaka	Training	7	1	8
28/11/2016	Training on Forest Reference Emission Levels and/or Forest Reference Levels	Dhaka	Training	10	1	11
2/26/2017	Workshop on forest reference emission level/forest reference level	Dhaka	Workshop	20	10	30
3/23/2017	Second training on reference management software with a focus on EndNote	Dhaka	Training	3	5	8
3/30/2017	Workshop - Strengthening academic capacities on GHG inventory	Dhaka	Workshop	17	1	18
5/16/2017	Workshop on drafting Bangladesh first forest reference emission levels/forest reference levels	Dhaka	Workshop	12	0	12
8/16/2017	Workshop on forest Reference Level for REDD+	Dhaka	Workshop	21	3	24
8/27/2017	Workshop on strengthening the capacities of Forest Department on GHG accounting for the forestry sector	Dhaka	Workshop	4	5	9
9/13/2017	Third training on reference management software with a focus on EndNote	Dhaka	Training	5	4	9
10/31/2017	Workshop on Bangladesh Forest Reference Level for REDD+	Dhaka	Workshop	13	3	16
30/3/2017	Proceeding of the training workshop - Strengthening academic capacities on GHG inventory – with a particular focus on forestry and environmental science	Dhaka	Training	17	1	18
27/03/218	Training workshop on EX-Ante Carbon Balance Tool (EX-ACT)	Dhaka	Training	4	5	9
5/3/2018	Training workshop on activity data for REDD+ forest reference levels	Dhaka	Training	4	5	9
4/3/2018	Training on the development of a common Algotmetric Equation for Hill Zone	Dhaka	Training	4	0	4
4/3/2018	MRV meeting	Dhaka	Meeting	7	1	8
5/3/2018	Proceeding of the training workshop on activity data for REDD+ forest reference levels	Dhaka	Training	4	5	9
27/3/2018	Training on Laboratory Analysis of the Samples used for Hill Zone Algotmetric Equation (AE)	Dhaka	Training	2	0	2
11/4/2018	National Consultation on Forest Reference Level of Bangladesh for REDD+ under the UNFCCC	Dhaka	Consultation	65	11	76
23/4/2018	Training Workshop on Database Management System (MS Access)	Dhaka	Training	6	5	11
5/3/2018	Training workshop on activity data for REDD+ forest reference levels	Dhaka	Training	4	5	9
27/3/2018	Training workshop on EX-Ante Carbon Balance Tool (EX-ACT)	Dhaka	Training	4	5	9

5/13/2018	FREL training workshop on uncertainty	Dhaka	Training workshop	7	4	11
26/07/2018	MRV meeting	Dhaka	Meeting	9	1	10
28-Aug-18	FRL meeting at the MoEFCC	Dhaka	Meeting	10	1	11
12/9/2018	UN-REDD Asia Pacific Regional Knowledge Exchange Event: FREL/FRL	India	Training	1	2	3
20/09/2018	MRV meeting	Dhaka	Meeting	13	2	15
29/10/2018	Training workshop on EX-Ante Carbon Balance Tool (EX-ACT)	Dhaka	Training	10	3	13
11/11/2018	Visit to KU for collecting university theses for BFIS	BFD	Field Visit	1	1	2
25/11/2018	GHG institutionalization Workshop	BFD	Training	44	7	51
18/12/2018	BFIS Launching Workshop	BFD	Workshop	75	10	85
19/12/2018	MRV Meeting	BFD	Meeting	18	2	20
4/7/2019	Technical workshop on the accuracy assessment and quality checking of land cover change from 2000 to 2015	BBS, Dhaka	Workshop	18	2	20

## Annex VII. Participation in Programme Executive Board (PEB) meetings

	Aug 2016	Jan 2017	Feb 2019
Secretary, MOEFCC, Co-chair	✓	✓	✓
United Nations Resident Coordinator, Co-chair	*	*	*
Additional Secretary (Planning), MOEFCC	✓	✓	✓
Chief Conservator of Forests, BFD.	✓	✓	✓
UNDP Country Director	✓	✓	✓
FAO Country Representative	Alt	Alt	✓
CSO Representative (Arannayk Foundation)	✓		✓
Ex CCF & IUCN Country Representative			✓
Ethnic Group Representative	✓	✓	
NP Director, BFD	✓	✓	✓
Director General, Department of Environment (UN-REDD Focal Point in BFD)	✓		✓

### Notes:

\* represented by UNDP Country Director

Alt = Alternative PEB participant on behalf of FAO Country Representative

## Annex VIII. Expenditure by Outcome and Outputs

(to end March 2019 in US dollars)

Amount in US dollars

Expected outputs	UN Agencies	Budget	Annual Expenditure				Balance remaining
			2016	2017	2018	Q1 2019	
<b>OUTCOME 1: IMPROVED STAKEHOLDER AWARENESS AND EFFECTIVE STAKEHOLDER ENGAGEMENT</b>							
Output 1.1 : Public Awareness Raised	UNDP	178,888	24,602	58,585	44,666	23,358	27,676
Output 1.2 : Consultation and Participation Plan	UNDP	121,112	16,380	36,319	11,005	10,001	47,407
<b>Sub-total: Outcome 1</b>		<b>300,000</b>	<b>40,982</b>	<b>94,905</b>	<b>55,671</b>	<b>33,359</b>	<b>75,083</b>
<b>OUTCOME 2: NATIONAL REDD+ STRATEGY PREPARATION SUPPORTED</b>							
Output 2.1 : Strengthen legal, policy and legislative framework for REDD+	UNDP	14,700	2,909	11,790	-	-	-
Output 2.2 : Drivers of deforestation and forest degradation identified	UNDP	104,650	68,030	36,121		-	500
Output 2.3 : Detailed understanding on the priority drivers of deforestation and forest degradation	UNDP	15,115	2,872	11,743		-	500
Output 2.4 : REDD+ strategies to address drivers of deforestation and forest degradation	UNDP	124,237	2,872	64,765		16,121	40,479
Output 2.5 : Operationalising REDD+ implementation	UNDP	571,129	181,606	160,431	174,348	39,464	15,281
Output 2.6 : Transparent system for national level management of REDD+ finances in place	UNDP	19,996	-	-	68,410	38,860	(87,274)
Output 2.7 : Transparent system for local distribution of REDD+ incentives	UNDP	173	173	-	-	-	-

<b>Sub-total: Outcome 2</b>		<b>850,000</b>	<b>258,462</b>	<b>284,850</b>	<b>242,758</b>	<b>94,445</b>	<b>(30,514)</b>
<b>Budget for Activity 1 &amp; 2</b>		<b>1,150,000</b>	<b>299,444</b>	<b>379,754</b>	<b>298,429</b>	<b>127,803</b>	<b>44,569</b>
<b>General Management Service (GMS) 7%</b>		<b>80,500</b>	<b>20,966</b>	<b>26,525</b>	<b>20,895</b>	<b>2,566</b>	<b>9,549</b>
<b>Sub-total Budget (UNDP)</b>		<b>1,230,500</b>	<b>320,410</b>	<b>406,279</b>	<b>319,324</b>	<b>130,369</b>	<b>54,118</b>
<b>Outcomes 3:PREPARATION OF NATIONAL FOREST REFERENCE EMISSION LEVEL (REL) AND/OR FOREST REFERENCE LEVEL (RL) SUPPORTED</b>							
Output 3.1 : Capacities for the development of Forest Reference Level strengthened	<b>FAO</b>	<b>153,851</b>	47,851	70,000	36,000	-	-
Output 3.2 : National circumstances and historical data considered for FRLs	<b>FAO</b>	<b>230,671</b>	63,086	83,500	84,085	-	-
Output 3.3 : FRL methodologies developed	<b>FAO</b>	<b>147,323</b>	36,323	79,000	32,000	-	-
<b>Sub-total: Outcome 3</b>		<b>531,845</b>	<b>147,260</b>	<b>232,500</b>	<b>152,085</b>	<b>-</b>	<b>-</b>
<b>Outcome 4:ESTABLISHMENT OF NATIONAL FOREST MONITORING SYSTEM SUPPORTED</b>							
Output 4.1 : Capacities to implement the GHG inventory for the forest sector strengthened	<b>FAO</b>	<b>207,842</b>	36,052	93,290	70,000	4,250	<b>4,250</b>
Output 4.2 : Integrated forest information system developed	<b>FAO</b>	<b>260,313</b>	10,221	141,500	86,143	9,810	<b>12,640</b>
<b>Sub-total: Outcome 4</b>		<b>468,155</b>	<b>46,273</b>	<b>234,790</b>	<b>156,143</b>	<b>14,060</b>	<b>16,890</b>
<b>Budget for Activity 3 &amp; 4</b>		<b>1,000,000</b>	<b>193,533</b>	<b>467,290</b>	<b>308,227</b>	<b>14,060</b>	<b>16,890</b>
<b>General Management Service (GMS) 7%</b>		<b>70,000</b>	<b>13,547</b>	<b>32,710</b>	<b>21,576</b>	<b>1,466</b>	<b>701</b>
<b>Sub-total Budget (FAO)</b>		<b>1,070,000</b>	<b>207,080</b>	<b>500,000</b>	<b>329,803</b>	<b>15,526</b>	<b>17,591</b>
<b>Grand Total (UNDP+FAO)</b>							
		<b>2,300,500</b>	<b>527,490</b>	<b>906,279</b>	<b>649,127</b>	<b>145,895</b>	<b>71,709</b>



## **Annex IX. Provisional questionnaire for key informants**

### **Introduction**

This is not a “one size fits all” set of questions. The questions will vary according to the Level of involvement and knowledge (of the NP) of each type of key informant, stakeholder or focus group, and according to their role as implementers, “beneficiaries” or other affected stakeholders of the NP. The following clusters of questions should be thought of only as checklists. The evaluation team will “pick and choose” from these checklists according to the context; in practice the question will depend on the level and type of engagement and understanding of the interviewees. It is emphasised that this checklist will not be used in a structured or inflexible way; mainly it is an aide memoire for the consultants to hold in their heads during the course of the interviews to help them guide the discussion so that the key issues are covered. Also some of the notes or points in the checklists are more for the consultants’ benefit, and will not necessarily form part of any question.

Therefore, the questions will not be asked in a very direct way as might be implied from the wording below – issues will usually be discussed as part of an open-ended discussion in which there is a tendency for several issues to be raised simultaneously. It is then up to the evaluation team to draw out the considered views of the stakeholders through further informal discussion. Normally the discussions evolve in an organic way so that the issues are covered, but not in a particular order or in a structured way as if the interviewee were replying to a questionnaire. The consultants will also be careful as regards sequencing, with more controversial issues being discussed towards the end of the interview when hopefully a good level of trust or confidence has been established.

Where an issue or question was particularly highlighted or flagged in the Internal Review (IR) or “Stocktaking report”, this is noted in parenthesis as (IR).

### **Generic questions**

Some of these questions can be asked at the beginning of the interview, but need to be adapted according to the interviewees:

- Please tell us about how you have been involved or engaged with the NP
- What do you think has worked well or been positive (from your perspective)?
- Why do you think it has been positive?
- What has worked less well or been unsatisfactory for you?
- Why do you think it has been unsatisfactory?
- What do you think should have been done by the Programme?
- What could have helped make this happen?

If the interviewee has received a study or paper commissioned by the NP:

- How useful did you find the report/study? What was good or less good about it?
- Please explain how it was useful.
- If it was less useful, why?
- Should a different or additional study have been conducted? Why?

### **Questions/issues related to stakeholder awareness and engagement (Outcome 1)**

### **Questions on the NP communications activities, public awareness, stakeholder education, etc.**

- Evidence or views of how/whether the NP communication products have raised public awareness?
- Views of quality, quantity & accessibility of communications products for different target audiences (strengths and weaknesses of communications products and strategies)
- Weak or missing communications products or strategies?
- How have more remote stakeholders been reached/educated? (IR)
- Quality/coverage of communications campaigns for local communities (IR)
- Have the materials been sufficiently reader-friendly: visuals, icons, language, etc. (IR)
- Examples of how the communications products have been 'gendered'?
- What has been done to reach/educate regional and local FD staff? (IR)
- Progress on communication materials for REDD+ Phases 2 and 3 (IR)
- Quality, timeliness and accessibility of website; has there been regular updating?
- Facebook, twitter, etc. – how much accessed? Evidence of usefulness?
- Other innovative communications strategies? E.g., competitions, posters, etc. (IR)
- Newspaper articles? (IR)
- Training of 200 trainers? (IR)
- Key messages/awareness raising events for high level officials emphasizing the benefits of REDD+ (IR)
- How was the REDD+ Vision developed? Who participated?
- Awareness raising of the RIMS/GIS unit on non-technical issues: NS, safeguards, stakeholder consultations: has this been done? How? (IR)

### **Questions on the four stakeholder fora:**

- Progress in formation of the 4 stakeholder fora?
- Capacity building (in REDD+) of forum members?
- Sustainability of the stakeholder fora after the NP – what is being done to ensure this?
- CSO Forum: issues/differences between members (e.g., between EM/IP reps and CSOs/NGOs)? How resolved?
- Governance, accountability, information, reporting, language issues in CSO forum?
- Communications channels and effectiveness: PEB – CSO Forum – CSO Forum member organizations
- Networking of CSO Forum with civil society consultation mechanisms in other Projects (SUFAL, CREL, etc.). Arannyak CSO Network – progress/utility?

### **Other questions related to participation of ethnic minority (EM) and indigenous people (IP):**

- Progress on key issues raised in EM/IP/CSO Meeting March 2016? E.g. were proposed policy/legal reforms included in PAMs?
- What technical & financial support has been provided to IP/EM organizations? How useful has this been?
- What do IP/EM groups think about the FPIC process (to date)?
- What do they think needs to happen?
- Role of stakeholder fora in raising awareness in forest-dependent communities (IR)

### **Questions on gender aspects:**

- Has the gender analysis been sufficient? Views on commissioned studies
- How “gendered” are the PAMs and the draft NS (if known)?
- How have women participated in the processes?
- Gaps or suggestions for improving gender mainstreaming? What should have been done?

**Questions on the Consultation and Participation Plan:**

- Awareness and Stakeholder Engagement Plan: how many people/stakeholders know about it? How publicised and disseminated?
- Proposed communications strategy and action plan for Consultation & Participation Plan with a focus on moving to REDD+ Phase 2 (IR)

**Questions/issues related to the development of the National Strategy (NS) (Outcome 2)**

**Questions on the deforestation and forest degradation (D&D) drivers’ report, identification of PAMs and development of NS draft:**

- Quality of D&D drivers report
- Additional detailed analysis of some drivers, e.g., fuelwood, illegal felling (IR)?
- How were main findings of D&D report disseminated? Summary? (IR)
- Views on methodology/process of how PAMs identified and prioritised
- How well do the PAMs respond to the priority D&D drivers? Are they sufficiently “transformational”?
- Quality control of D&D and PAMs reports?
- Consensus on PAMs – or disagreements from different stakeholder groups?
- How well do the PAMs incorporate/reflect findings of commissioned studies?
- Process of sharing, consulting and modifying PAMs with stakeholder groups, e.g., via the 4 stakeholder fora?
- How has draft NS been developed? Stakeholder involvement, e.g., stakeholder fora, other government departments/ministries? Involvement of universities?
- Communications with stakeholders over likely content of NS (IR)
- Role of CTA and RTAs in NS draft?
- PEB 3<sup>rd</sup> meeting recommended setting up a NS Review Committee. Has this happened? How useful/functional is it?
- How is NS dealing with integration/overlap with other large projects: SUFAL, CHTWCA)? Has there been a gaps analysis? (e.g., report on PAMs mentions that SUFAL & SUROKKHA will have big AIGA and livelihoods components – re PAM Bundle 6)
- What progress has there been on Action Plan in environmental safeguards report (p.26)?

**Questions/issues on operationalising REDD+ implementation (or “institutional readiness”):**

- Deepen understanding of the 6 REDD+ related committees and interaction between them (PEB, RSC, PSC, PIC, REDD Cell, TWC): roles; membership; how active/functional; constraints, etc. (IR)
- Progress on rationalisation, streamlining and coordination mechanisms, e.g., joint meetings (IR)
- Coordination with Departments of Agriculture, Environment and Ministry of Lands (IR)
- Ideas to incentivise participation on committees? (IR)

- Incorporation of ERD, Planning and Finance departments, and Integration into GoB organigram (IR)
- Rapid turnover of senior staff: how has this impacted effectiveness & efficiency?
- Can current FD governance structure deliver the NP outcomes? (discussion at 3rd PEB meeting revealed different views on this, and whether governance structure proposed in Forestry Master Plan should be expedited)
- Exit strategy: permanent government structure or committee after the NP? (IR)

#### **Questions on financing (of NS) and incentives**

- Analysis of financing sources, including potential for private sector investment, increased national budget, and international finance for REDD+ actions (IR)
- Investment Plan drawn up by team of consultants? Or preliminary concept? (IR)
- RBPs – issue of attribution? (REDD+ is one of several major forestry/AFOLU programmes)

#### **Questions on Forest Reference Emission Level (FREL/FRL) (Outcome 3)**

- Quality and sufficiency of NP trainings and capacity building?
- Popularization of FRL for government officials? (IR)
- Effectiveness of TWGs for FREL/FRL and MRV
- What further training or capacity building is needed (e.g., for FRL calculations)
- Analysis of national circumstances for FRL development

#### **Questions on National Forest Monitoring System (NFMS) (Outcome 4)**

- Needs assessment and capacity building for Greenhouse Gas Inventory GHG-I?
- Institutional arrangements for GHG-I
- Progress on development of Bangladesh Forest Information System (BFIS)
- Progress and quality of BFIS portal? (IR)
- Additional training or capacity building needs of BFIS?
- Clarification of geoportal access rights? (IR)
- Institutional coordination and data sharing

#### **Other questions on management and operational aspects of the NP**

- Communications/liaison between PMU and NPD, including frequency of interaction
- Has the NPD provided effective leadership?
- PMU performance: strengths and weaknesses
- Coordination between PMU members, and role of NPM (IR)
- Ways of improving this? (e.g., weekly PMU update, newsletter?) (IR)
- Effectiveness of CTA arrangements? Would a permanent or full-time CTA have had a significant impact on performance/effectiveness
- Effectiveness of support from RTAs
- Process of selection of consultants: how/who decided?
- System of quality control on reports
- UNDP Bangladesh procurement: efficiency/delays?
- Quality control of commissioned reports and other outputs
- Efficiency of financial management & reporting (before and after IR)
- Adaptive management to change? Examples of adaptive management by NP?

**Other general questions to UNDP, FAO, NPM**

- Why was the budget for the NP less than for other countries?
- Why was it decided to give limited role/time for CTA?
- Why was the Safeguards component, including the SIS, not included in the NP?
- Was the length of the NP appropriate?
- Views on process and selection of consultants
- Views on quality control system of consultants' deliverables
- Quality/depth of comments received on commissioned reports
- Progress on suggested policy briefs or summaries, e.g., governance, tenure, D&D report? (IR)
- Comments on roles/contribution of CTA and RTAs
- How will REDD+ be implemented alongside other big forestry programmes like SUFAL? How will complementarities be optimised and overlaps or duplication minimised?
- Administrative/operational challenges for BFD: strategies or options
- Views on possible attribution issues for RBPs

## Annex X. Code of Conduct Agreement Form

Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Michael Richards

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at (place) on (date): Witney, UK. 15.05.19

Signature:



Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Zakir Hussain

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at (place) on (date): Dhaka Bangladesh, 10.05.2019

Signature:

