



INCLUSIVE BUDGETING AND FINANCING FOR CLIMATE RESILIENCE (IBFCR) PROJECT



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I am indeed very happy to learn that the Inclusive Budgeting and Financing for Climate Resilience (IBFCR) project of the Finance Division is going to publish its third annual report covering its activities during 2020.

The project, since came into being in 2016, has been consistently delivering its planned outputs representing a set of major milestones which have brought about significant changes in the country's climate finance governance landscape. Some of these milestones include embedding climate dimension in the Ministry Budget Framework (MBF) of relevant sector Ministries/Divisions, developing climate public finance tracking methodology, production of climate budget reports for National Parliament and citizens climate budget report for wider audience, supporting the Office of the Comptroller and Auditor General (OCAG) to introduce climate performance audit in its existing audit protocol, updating the existing Climate Fiscal Framework (CFF). In addition, the project is providing support to develop capacity of the relevant government officials based in the Finance Division, other relevant Ministries/Divisions having climate activities and those from OCAG by conducting extensive training.

I thank the National Project Director who led the IBFCR team engaged in delivering outputs in 2020 despite the prevalence of COVID-19 pandemic across the country. I fully appreciate the support extended by the officials of relevant Ministries/Divisions including Finance Division in delivering the project outputs.

I put on record my sincere thanks to UNDP Bangladesh for financing and extending strong support to the Finance Division in implementing the agenda of strengthening the country's climate finance governance system as a trusted partner.

2.07.21

Abdur Rouf Talukder







Sudipto Mukerjee Resident Representative UNDP Bangladesh

Words from the Resident Representative UNDP

I am delighted to note that the IBFCR project of the Finance Division has successfully completed another year of successful implementation despite the formidable challenges posed by the protracted COVID-19 pandemic and continued to add value to the efforts in bringing about transformative changes in the country's climate finance governance landscape.

The adversities of climate change, a regular phenomenon in Bangladesh, take a heavy toll on the lives and livelihoods of the people. This underscores the need for consistent, predictable and much larger flows of climate finance to build the resilience of the communities who bear the brunt of climatic disasters. While the impacts of climate change are significant, there is unfortunately a yawning gap in funding for climate actions. The flow of funds from international financing windows to Bangladesh which is a victim of climate change is far from adequate to address the widespread and adverse climatic impacts.

Upholding its own political commitment to reduce the vulnerabilities of the communities living in climate hotspots across the country, the Government of Bangladesh is financing several climate relevant projects and programme from its own resources. In doing so, it is also conscious of the overriding need for ensuring the most effective use of these domestic investments to achieve the best value for money. In this context, the IBFCR project is playing a commendable role by introducing and institutionalizing changes in the country's climate finance governance framework to ensure effective utilization of available climate finance.

This annual report highlights the key achievements made by the project in its fourth year of implementation, and the results achieved thus far. Notable among them include climate inclusive budget frameworks of 25 Ministries/Divisions, updating of the climate fiscal framework, review of existing fiscal policies to make them climate inclusive, completing two scoping studies which explored the entry points for inclusion of climate change in existing insurance policy and regulatory frameworks and the options for climate bonds. In addition, this is for the fourth time, a climate budget report was prepared to bring to light the commitment of the Government to allocate resources for climate investments.

For UNDP, the experience of closely working with the Finance Division in implementing this project in the last four years has been quite rewarding and this has helped built a strong partnership between the UN system and the Government of Bangladesh. We expect that our combined efforts of strengthening climate finance governance and building the country's resilience against climatic shocks will continue.

Sudipto Mukerjee

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PREFACE

It is a great privilege for me to present the Annual Report of the Inclusive Budgeting and Financing for Climate Resilience (IBFCR) Project being implemented by Finance Division featuring its activities during 2020.

The Project, supported by UNDP, came into existence in 2016 with a set of transformative agenda to improve climate finance governance in the country. We recall with gratitude the wholehearted support extended by our esteemed stakeholders in taking forward its agenda. We are indeed happy that the outputs being delivered by the project are broadly meeting their expectations. The important outputs of the project include Climate Budget Report for FY 2020-21, the climate inclusive Ministry Budget Framework (MBF) for covering 25 relevant Ministries/Divisions, Citizens Climate Budget Report for FY2020-21(in Bangla and English), and updated Climate Fiscal Framework. In addition, the project as part of its agenda on building capacity provided training to around 200 government officials of different Ministries/Divisions and agencies on the procedures of tracking climate finance subsumed in their total budget allocation.

During the year, the project organised a steering committee meeting and technical advisory group meetings, to take the key stakeholders on board about the project activities as well as to have both strategic and technical guidance. However, most of the meetings after the outbreak of COVID-19 pandemic were held using virtual platform.

I would like to convey my sincere thanks and gratitude to the Senior Secretary, Finance Division for his guidance whenever it was needed. My colleagues in the Finance Division extended generous support in course of implementing the project activities. I convey my heart-felt thanks to them. I would like to put on record my appreciation for the IBFCR team for their sincere endeavors to deliver the planned project outputs during the year.

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Md. Saidur Rahman Additional Secretary Finance Division, Ministry of Finance and National Project Director, IBFCR Project



Executive Summary

Inclusive Budgeting and Financing for Climate Resilience (IBFCR) Project as part of its agenda continues to mainstream climate finance in the country's public finance management system.

This year, despite the prevalence of COVID-19 pandemic across the country since March 2020 several key results have been achieved. These include publication of 25 climate-Ministry Budget Framework (MBF) for FY 2020-21, Climate Budget Report for FY2020-21, Citizens Climate Budget Report 2020-21 with data and analytics of climate change relevant allocations of the relevant Ministries/Divisions of the government for wider accountability, local climate financing framework drafted to make the planning and budgeting at the local level climate inclusive and climate dimension embedded into public financial management systems and processes for improved climate finance governance.

Component 1 of IBFCR project focuses on the Climate Fiscal Framework (CFF) implementation and management. Under this component, Climate Fiscal Framework 2020 has been published and the scoping study on Climate Inclusive Insurance Policy has been reviewed by the Technical Advisory Group (TAG) and recommended for acceptance.

Under Component 2 which is about climate sensitive planning, budgeting management, the MBFs of 25 Ministries/Divisions having climate relevance have been turned climate inclusive this year.

Under Component 3, the fourth annual climate budget report was published this year and it was followed by another publication called Bangladesh's Citizens Climate Budget Report with infographics to make sure that the wider audience understand how the government as part of its commitment is responding to the risks and challenges arising from the adversities of climate change by allocating resources through the national budget. Climate performance audit training intended to be delivered to mid-level cadre officers of OCAG to build a base of master trainers had to be postponed due to the declaration of country wide lock down in the wake of the outbreak of COVID-19 pandemic.

Under Component 4 which focuses on strengthening the Finance Division's coordination roles in climate finance management, a Deputy Secretary from Finance Division joined a webinar organised by Bangkok Reginal Hub (BRH) on green budgeting and an official from OCAG, attended a virtual seminar organised by Independent Evaluation Office (IEO) where he shared Bangladesh's achievement in terms of embedding climate change dimension in government audit protocol.

Finally, under Component 5 which is about more effective planning and budgeting at the local level, a near-final draft on local climate financing framework (LCFF) was prepared using inputs received from various stakeholders.



During the year, the project provided strong support to Governance of Climate Change Finance to Enhance Gender Equality Project in developing Climate Finance Handbook for Parliamentarians, updating Climate Change Budget Integration Index (CCBII) and developing Social Audit Training Manual. In addition, it extended support to Local Government Initiative on Climate Change (LoGIC) Project to work out an advocacy strategy to integrate climate finance in the Local Governance Support Project (LGSP-3) allocations and other funding streams for UPs.

The project encountered several challenges in implementing its agenda. Even though some of them have been tackled, a few challenges still remain. These include prolonged lockdown declared by the government in the wake of COVID 19 pandemic in 2020, inclusion of climate dimension in insurance policy and introduction of climate bond appeared to be challenging being a novel initiative, introducing new social audit protocol in government audit operations call for robust evidence of success but in piloting exercise two UPs were covered, embedding climate finance module in the course curriculum of public finance being delivered by training institutes (e.g., Institute of Public Finance, Financial Management Academy) which calls for consistent follow-up and persuasion with physical presence and institutionalisation of reforms.

To cope with these challenges, the scope of online communication platform to organise meetings, workshops, trainings should be explored. Limited in-person communication took place while maintaining strict Covid-19 precautions. To include climate finance module in the course curriculum of public finance in different government training outfits should be effectively followed up. Potentials for institutionalisation of climate agenda through the inclusion of climate change in relevant laws and rules need to be identified.



Project at a Glance



SDGs Addressed





Abbreviations & Acronyms

ADP	Annual Development Programme
APD	Assistant Project Director
BACS	Budget and Accounting Classification System
CFF	Climate Fiscal Framework
CFG	Climate Finance Governance
CIP	Country Investment Plan
CCBII	Climate Change Budget Integration Index
СОР	Conference of the Parties
CPD	Country Programme Document
CSO	Civil Society Organisation
DPP	Development Project Proforma
EFCC	Environment, Forestry and Climate Change
FD	Finance Division
FIMA	Financial Management Academy
GOB	Government of Bangladesh
iBAS++	Integrated Budget and Accounting System
IBFCR	Inclusive Budgeting and Financing for Climate Resilience
IFMIS	Integrated Financial Management Information System
KPIs	Key Perfomance Indicators
LCFF	Local Climate Financing Framework
LGD	Local Government Division
LGSP	Local Governance Support Project
LoGIC	Local Government Initiatives on Climate Change
MBF	Ministry Budget Framework
MOF	Ministry of Finance
MTBF	Medium-Term Budget Framework
MTMPS	Medium Term Macroeconomic Policy Statement
M&E	Monitoring & Evaluation
NDC	Nationally Determined Contributions
NGO	Non-Government Organisation
NPD	National Project Director
OCAG	Office of the Comptroller and Auditor General
SDGs	Sustainable Development Goals
SP	Strategic Plan
TAG	Technical Advisory Group
ТоТ	Training of Trainers
ТАРР	Technical Assistance Project Proforma
UNDAF	United Nations Development Assistance Framework
UNFCCC	United Nations Framework Convention on Climate Change
UNSDCF	United Nations Sustainable Development Cooperation Framework
UP	Union Parishad



Introduction

Inclusive Budgeting and Financing for Climate Resilience (IBFCR) project is a flagship project of Finance Division being implemented with support from UNDP. The project came into being in 2016. It aims to rationalize the Public Financial Management (PFM) of climate finance and introduce a climate policy-based focus to planning, budgeting and performance management of climate finance by implementing the Climate Fiscal Framework (CFF) adopted by the Government of Bangladesh in 2014.



- To foster a sustainable basis for identifying, maximizing and managing sources and application of funds for financing climate resilient actions.
- To enhance the recognition of climate policy and national strategy in the key FD-led budgetary process including MTBF and performance management systems.

Areas of Works: There are five distinct but interrelated areas of IBFCR project interventions. These include:

Strengthening Bangladesh's preparedness and capability to manage climate finance

Appropriate planning and budgeting to ensure channeling of climate finance in a timely and efficient manner

Strengthening climate management and governance system

Strengthening Finance Division's roles for effective coordination and management of climate public finance

Effective climate inclusive planning and budgeting at the local level





(3) Summary of Key Achievements 2020

Over the last four years, IBFCR project achieved a set of significant milestones which have all been embedded in the major policy instruments of GoB. Provided below is a snapshot on what the project achieved in 2020.

- Ministry Budget Framework (MBF) of 25 sector Ministries/Divisions have been made climate inclusive, and Climate Budget Report for FY2020-21 and Citizens Climate Budget Report 2020-21 published with data and analytics of climate change relevant allocations of the relevant Ministries/Divisions of the government to ensure wider accountability.
- Climate dimension embedded into public financial management systems and
 processes for improved climate finance governance.
- Capacity of relevant desk officers of Finance Division and sector ministries have
 been enhanced to enable them to embed climate dimension in ministry budget framework.
- Key Performance Indicators (KPIs) and output indicators of five selected
 Ministries/Divisions reviewed to include climate dimension.
- 5. Climate Performance Audit Planning Manual finalized for imparting training to the audit officials of Office of the Comptroller and Auditor General of Bangladesh (OCAG).
- Local Climate Financing Framework (LCFF) drafted for Union Parishads (UPs) for
 inclusion of climate dimension in UP planning and budgeting.
- 7. Social Audit Training Manual developed in collaboration with Climate Finance
 Governance (CFG) project to ensure local citizens' participation in oversight functions.
- 8. Proposal for embedding climate dimension in Development Project Proforma
 (DPP)/Technical Assistant Project Proforma (TAPP) worked out and shared with Programming Division of Planning Commission for implementation.



4 **Key Components and Achievements IBFCR Project has following five interlinked components:** 2. 4. Strengthening Climate Finance Division's Change **Coordination Roles** Sensitive Planning in Climate Public and Budgeting 3. 5. Finance Management Strengthening More Effective Management **Climate Public** Planning and Finance **Budgeting for** Governance **Climate Finance at** the Local level

Component 1: Climate Fiscal Framework Implementation and Management

4.1 Climate Fiscal Framework 2020 published.

Climate Fiscal Framework (CFF) focuses on identifying climate-related expenditure while estimating potential costs in the long run to combat the adverse impacts of climate change. The Framework intends to integrate climate change into development planning and budgeting. It mainly focuses on fiscal policy making issues to identify the demand and supply sides of climate funds so that fiscal policies become transparent and sustainable in the longer term.

Since the adoption of the CFF in 2014, significant changes have taken place both nationally and globally. At the national level, these include adoption of SDG in 2015, launching of Country Investment Plan for Environment, Forestry and Climate Change (CIP-EFCC), implementation of Nationally Determined Contributions (NDC) and Bangladesh Delta Plan 2100. As the country policy context and operational realities have changed over time, there was a need to update the CFF. Accordingly, the existing CFF has been updated in 2020 to broaden its remit to make it more citizen centric by including the role of private sector, NGOs and CSOs. In addition, it pays more attention to fiscal policies like tax, VAT, subsidy and pricing together with lending policy and insurance policy.





The IBFCR project took an initiative in 2019 to explore the scope of introducing climate inclusive insurance policy by reviewing the existing laws and policies. The Technical Advisory Group (TAG) of the project reviewed the scoping study report in 2020 and recommended for acceptance. However, since the report mainly touched upon the entry points, there is a need to commission another study to identify the potential insurance products and propose viable options for climate risk management and propose actions for implementation.

Component 2: Climate Change Sensitive Planning and Budgeting

4.2 Ministry Budget Framework of 25 line Ministries/Division turned climate inclusive.

As in the previous year, the IBFCR project this year provided support to turn the Ministry Budget Frameworks (MBFs) for 2020-21 climate inclusive of 25 Ministries/Divisions having climate actions showing the proportion of climate allocation subsumed in their total budget amounting to TK. 24,226 crore.



CLIMATE BUDGET OF TWENTY FIVE MINISTRIES/DIVISIONS



Component 3: Strengthening Climate Public Finance Governance

4.3 Climate Budget Report

The fourth annual climate budget report of Bangladesh titled Climate Financing for Sustainable Development: Budget Report, 2020-21' in English and Bangla was published. However, due to COVID-19 pandemic, the report could not be presented on the table. It was published online for wider dissemination.

The report provides data and analytics of climate change relevant allocations of 25 Ministries/Divisions of the government, in relation to their total budget allocation for five years from FY2016-17 to FY2020-21.





4.4 Bangladesh's Citizens Climate Budget Report 2020-21

Bangladesh's Citizens Climate Budget Report 2020-21 is a follow-on publication of the climate budget report titled Climate Financing for Sustainable Development published this year by the Finance Division with support from IBFCR Project. All data and information used in the report in relation to budget allocation and expenditure largely have been drawn from the climate budget report 2020-21. The report is meant for broadening the understanding of the wider audience as to how the government respond to the risks and challenges arising from the adversities of climate change by allocating resources through the national budget.

Infographics have been used to make it more reader-friendly and enhance transparency of the Government's commitment towards building resilience against climate vulnerabilities.



4.5 Training of Trainers (ToT) course on Climate Performance Audit Planning

In 2020, IBFCR project planned to deliver the ToT course on Climate Performance Audit Planning for the mid- level cadre officials of the Office of the Comptroller and Auditor General (OACG) as part of the process of creating a critical mass of master trainers to enable them to train the potential auditors who will conduct climate performance audit at the field level. However, the course had to be postponed due to lockdown declared by the government in wake of first wave of COVID-19 pandemic in March 2020.



Component 4: Strengthening Finance Division's Coordination Roles in Climate Public Finance Management

4.6 International Seminars/Conferences

In 2020, Mr. Muhammad Faruq-Uz-Zaman, Deputy Secretary Finance Division joined a webinar organized by Bangkok Reginal Hub (BRH) on green budgeting to showcase the interventions being made by Finance Division through IBFCR project to embed climate dimension in the country's climate finance governance landscape. In addition, an official from OCAG, Mr. Khan Mohammad Ferdous, Director General, Foreign Aided Project Audit Directorate attended a virtual seminar organised by Independent Evaluation Office (IEO) where he shared Bangladesh's achievement in terms of embedding climate change dimension in government audit protocol.

Component 5: More effective planning and Budgeting for Climate Finance at the Local level

4.7 A final draft on local CFF prepared

Field visits were undertaken to understand the budget cycle of UPs that include their planning and budgeting processes; fund flows from various sources; accounting, reporting and monitoring system and the audit arrangements. Attempts have been made to identify the entry points for embedding climate dimension in the whole process. In addition, the climate and disaster context have also been included to highlight the climate vulnerability in different ecological zones of the country.

The main purpose of developing an LCFF (hereinafter referred to as Framework) is to mainstream equitable climate finance in planning and budgeting with focus on gender and human rights through piloting in two UPs. Once successfully implemented, these pilots will be rolled out to other Union Parishads (UPs) in partnership with a project called Local Government Initiative for Climate Change (LoGIC) taken up for implementation by the Local Government Division (LGD) to scale up the intervention. The framework will complement the interventions as set out in national Climate Fiscal Framework (CFF) adopted by the Government to make the country's PFM system climate inclusive. It is to be noted that, people living in unions of different climatic zones across the country mostly bear the brunt of the adversities of climate change. Unless these adversities are tackled with the resources available at the local level, the delivery of the country's climate change response will be at stake.





Partnering for Scaling Up IBFCR activities

- 5.1 The IBFCR project provided strong support to Governance of Climate Change Finance to Enhance Gender Equality Project in developing Climate Finance Handbook for Parliamentarians, updating Climate Change Budget Integration Index (CCBII) and developing Social Audit Training Manual.
- 5.2 The project also provided support to Local Government Initiative on Climate Change (LoGIC) Project of Local Government Division (LGD) to work out advocacy strategy to integrate climate finance in the Local Governance Support Project (LGSP-3) allocations and other funding streams for UPs.



Linkage with SDGs- Leaving No One Behind

- 6.1 The IBFCR project, in alignment with the overarching national policies, plans and strategies including SDGs, has been streamlining climate finance governance of the country by embedding climate dimensions in economic policy and planning, budget formulation, budget execution, audit and evaluation and parliamentary oversight.
- 6.2 The project is, therefore, essentially aligned with the agenda of leaving no one behind and is tasked to address the issue of ensuring climate adaptive livelihood of the vulnerable communities living in different affected ecological zones of the country in particular, women, elderly people, ethnic minorities, people with disabilities and so on.
- 6.3 This year, the Project continued to transform the public finance policies and strategies by embedding climate dimension. This has contributed to United Nations Sustainable Development Cooperation Framework (UNSDCF) Guidance, SP Outcome 2 and SDG Goal 13, especially Target 13.2 which integrates climate change measures into national policies, strategies and planning.





- 7.1 The Government of Bangladesh (GoB) has come a long way in implementing reforms in public finance since the mid-1990s. One of the foremost interventions under these reforms is to implement Medium-Term Budget Framework (MTBF) replacing the input-focused conventional budgeting. Budgeting under MTBF has triggered a couple of other exercises like gender and child-focused budgeting against the backdrop of increasing demand from various stakeholders both within and outside the government. Budget being an important entry point for IBFCR project, the dynamics of reforms in this area offer a good opportunity to implement the task of embedding climate dimensions in the budget framework.
- 7.2 As part of ongoing reforms, GOB has put in place a robust IT platform called iBAS++ generically known as Integrated Financial Management Information System (IFMIS) to make sure that the potential of information technology is successfully harnessed in taking forward the agenda of putting in place a transparent Budget and Accounting Classification System (BACS). This is yet another opportunity that can help the project in taking forward the climate finance tracking methodology already developed and delivered.
- 7.3 In tandem with budget reforms, sustained efforts are underway to improve the oversight functions of the OCAG. There has been a consistent shift towards performance audit to complement the compliance audit methodology to meet the growing demands of the legislators as well as to meet the expectations of the citizens at large. In line with the global best practices, the OCAG has already adopted auditing standards, guidelines and manuals and carrying out audits like environmental audit, IT audit and forensic audit. These reforms will create an enabling environment to pursue climate performance audit practice already introduced with the support of this project.
- 7.4 As there is growing awareness among NGOs, CSOs and think tanks about the financial flows coming from international financing windows and domestic sources together with the changes that are taking place in the policy regime of the government, there are new opportunities that can be seized of.



Challenges and Way Forward

8.1 Challenges Ahead

8

Since inception, the IBFCR projects encountered several challenges in implementing its reform agenda. Some of which have been effectively tackled, while a few issues are still to be resolved. The lessons learned during implementation will be helpful for the successful completion of the project as well as for implementing any other future programme/projects.

- Due to prolonged lockdown declared by the government in the wake of COVID 19 Pandemic, in 2020, the delivery of some of the project outputs were delayed which required close interactions with the stakeholders.
- Inclusion of climate dimension in insurance policy and introduction of climate bond appeared to be challenging as in Bangladesh these initiatives were never attempted in the past.
- Introducing new social audit protocol in government audit operations calls for robust evidence of success in piloting exercise which have been carried out on a limited scale in two UPs.
- Embedding climate finance module in the course curriculum of public finance being delivered by training institutes (e.g., Institute of Public Finance, Financial Management Academy).
- Institutionalisation of climate agenda through the inclusion of climate change in relevant laws, rules and guidelines.

8.2 Way Forward

- Use of online communication platform to organise meetings, workshops, trainings to deliver the outputs. Limited in-person communication has been implemented while maintaining strict Covid-19 precautions
- More engagement with the relevant Ministries/Agencies to sensitise them about the need for introducing climate inclusive insurance policy and climate bond
- Develop strong advocacy strategy with solid evidence as to the efficacy of social audit in ensuring enhanced transparency and accountability.
- Climate finance module to be embedded in the course curriculum of public finance being delivered by training institutes (e.g., Institute of Public Finance, Financial Management Academy)
- Potential for institutionalisation of climate agenda through the inclusion of climate change in relevant laws and rules to be explored





Activity	Approved Budget (USD)	Expenses (USD)	Budget utilization
Atlas Activity # 1: Climate Fiscal Framework Implementation and Management	62416	50,577.08	81.03%
Atlas Activity # 2: Strategic Climate Change Sensitive Planning and Budgeting Management	59850	41444.01	69.25%
Atlas Activity # 3: Climate Public Finance Governance is Strengthened	31300	39168.8	125.14%
Atlas Activity # 4: Strengthening Finance Division Coordination and Climate Public Finance Managing Roles	1000	112.51	11.25%
Atlas Activity # 5: More effective Planning and budgeting for climate change finance at the local level	14,000	5001	35.52%
Atlas Activity #6: Technical Assistance and Management Cost(Project Support Costs)	81,134	121476.41	149.17%
Total	250,000	257,779.91	103.11%



10 Monitoring and Evaluation

IBFCR project intensified its efforts to deepen the culture of results-based planning, monitoring, evaluation and reporting during the year through its Monitoring and Evaluation (M&E) plan to monitor and evaluate the project activities. The project's M&E plan is aligned with the relevant output/outcome targets set out in the Country Programme Document (CPD), United Nationals Development Assistance Framework (UNDAF), Strategic Plan, and SDG goals and targets. To achieve the high-level output, outcome and targets, the plan is further aligned with the targets set forth in the project's activity plan with a focus on embedding climate dimension in Medium Term Macro Economic Policy Statement (MTMPS), National Budget and Medium Term Budget Framework (MTBF). Implementation of project activities outlined in the Annual Work Plan were reviewed regularly in the monthly staff meetings using the indicators set out in the M&E plan.





INCLUSIVE BUDGETING AND FINANCING FOR CLIMATE RESILIENCE (IBFCR)

UNDP Country Office

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