



# Myanmar REDD+ Safeguards Roadmap

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## Acronyms and abbreviations

ACS	Adventist Community Services
ADB	Asian Development Bank
ALARM	Advancing Life and Regenerating Motherland
BANCA	Biodiversity and Nature Conservation Association
CAS	Country Approach to Safeguards
CAST	Country Approach to Safeguards Tool
CFI	Community Forestry Instruction
CFNWG	Community Forestry National Working Group
CHRO	Chin Human Rights Organization
CSO	Civil Society Organization
DALMS	Department of Agricultural Land Management and Statistics
DICA	Directorate of Investment and Company Administration
DOA	Department of Agriculture
DOP	Department of Planning
DSW	Department of Social Welfare
DZGD	Dry Zone Greening Department
ECD	Environmental Conservation Department
EGG	Ever Green Group
EIA	Environmental Impact Assessment
EITI	Extractive Industries Transparency Initiative
FD	Forest Department
FLEGT	Forest Law Enforcement, Governance and Trade
FLU	Farmers and Land workers Union
FOW	Friends of Wildlife
FPIC	Free, Prior and Informed Consent
FREDA	Forest Resource Environment Development and Conservation Association
FRI	Forest Research Institute
FSWG	Food Security Working Group
GAD	General Administrative Department

GCF	Green Climate Fund
INGO	International Non-governmental Organization
ITTO	International Tropical Timber Organization
IUCN	International Union for Conservation of Nature
KCWG	Kachin State Conservation Working Group
KMSS	Karuna Myanmar Social Services
LCG	Land Core Group
LIOH	Land in Our Hands Network
MCDC	Mandalay City Development Committee
MERN	Myanmar Environmental Rehabilitation-conservation Network
MFA	Myanmar Forest Association
MFPMF	Myanmar Forest Products Merchants Federation
MOALI	Ministry of Agriculture, Livestock and Irrigation
MOC	Ministry of Construction
MOEA	Ministry of Ethnic Affairs
MOEE	Ministry of Electricity and Energy
MOHA	Ministry of Home Affairs
MOI	Ministry of Information and Communication
MONREC	Ministry of Natural Resources and Environmental Conservation
MOPF	Ministry of Planning and Finance
MRLG	Mekong Region Land Governance Project
MSW	Ministry of Social Welfare
MTLAS	Myanmar Timber Legality Assurance System
NAG	Network Activities Group
NGO	Non-governmental Organization
NSPAW	National Strategic Plan for the Advancement of Women
PaMs	Policies and Measures
PES	Payment for Ecosystem Services
PLRs	Policies, Laws and Regulations
POINT	Promotion of Indigenous and Nature Together
REAM	Renewable Energy Association of Myanmar

RECOFTC	Centre for People and Forests
REDD+	Reducing Emissions from Deforestation and forest Degradation, plus the conservation and enhancement of forest carbon stocks, and the sustainable management of forests
SDGs	Sustainable Development Goals
SEA	Strategic Environmental Assessment
SIA	Social Impact Assessment
SIS	Safeguards Information System
SSA	Strategic Social Assessment
SSID	Small Scale Industries Department
TLAS	Timber Legality Assurance System
TNGL	The Northern Green Lights
TNI	Transnational Institute
TWG	Technical Working Group
TWG-D&S	Technical Working Group on Drivers and Strategy
TWG-SES	Technical Working Group on Stakeholder Engagement and Safeguards
UAGO	Union Attorney General's Office
UNEP-WCMC	UN Environment World Conservation Monitoring Centre
UNICEF	United Nations Children's Fund
UMFCCI	Union of Myanmar Federation of Chambers of Commerce and Industry
UNFCCC	United Nations Framework Convention on Climate Change
UN REDD Programme	United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
VPA	Voluntary Partnership Agreement
WCS	Wildlife Conservation Society
YCDC	Yangon City Development Committee

## Executive Summary

This working document provides an overview of the steps that will be undertaken for the development of Myanmar's REDD+ safeguards approach. It aims to ensure that all stakeholders involved in the work on safeguards have a clear understanding of the process, while also making this information accessible for other interested parties.

A set of social and environmental safeguards for REDD+ was adopted at the 16<sup>th</sup> Conference of the Parties to the UNFCCC in 2010. By establishing a transparent and efficient process for applying these safeguards at the national level, countries can build confidence for stakeholders that mitigation actions in the forest and land use sectors will not proceed at the expense of environmental sustainability and social equity. The government of Myanmar intends to use REDD+ as an opportunity for advancing green development by protecting biodiversity, reversing land degradation, improving people's livelihoods and aiding adaptation to climate change. The development of a national approach to REDD+ safeguards, work which is described in the safeguards roadmap presented here, constitutes a key step towards making this ambition a reality.

This roadmap document was developed in 2017 under the auspices of Myanmar's Technical Working Group on Stakeholder Engagement and Safeguards (TWG-SES) for REDD+, with the involvement and review by TWG members, other stakeholders and the Myanmar National UN-REDD Programme team. It provides information the proposed goals and scope of Myanmar's safeguards approach, an overview of UNFCCC safeguards requirements, and a description of completed or ongoing initiatives in Myanmar that are relevant to its safeguards roadmap. As well as presenting the conceptual framework for the development of country approaches to safeguards, this document sets out the planned steps for safeguards work in Myanmar, as per the discussions held under the TWG-SES. A work plan summarizing the planned activities, responsibilities and timelines is provided, as is further background information on the process used to develop the Roadmap.

The steps proposed for developing Myanmar's approach to the REDD+ safeguards, under the guidance of the TWG-SES, can be briefly summarised as follows:

1. Stakeholder engagement, including continuous updating of stakeholder mapping, training and capacity-building, and exchange of information on safeguards
2. Assessing benefits and risks of potential policies and measures, including through national and subnational multi-stakeholder consultations
3. Identifying, assessing and strengthening policies, laws and regulations (PLRs), their implementation and related institutional arrangements
4. Carrying out a national clarification of REDD+ safeguards
5. Identifying, assessing and strengthening systems and sources of information relevant to the safeguards, including development of methods for collecting, validating and publishing information, and setting up relevant institutional arrangements
6. Defining institutional and procedural arrangements for applying the safeguards to REDD+ implementation

This roadmap should be considered a working document and may be revised by stakeholders in the future; adjustments to the steps, processes and activities of Myanmar's safeguards approach may occur as the planned work on safeguards moves forward.

# 1 Introduction

Myanmar is currently undertaking the necessary preparations to participate in REDD+<sup>1</sup>, which is an internationally agreed approach to climate change mitigation mandated by the United Nations Framework Convention on Climate Change (UNFCCC).

The primary aim of REDD+ is to reduce the concentration of greenhouse gases in the atmosphere by maintaining and enhancing forest carbon stocks in developing countries. The UNFCCC decisions on REDD+ also recognize the potential of REDD+ actions to deliver positive social and environmental impacts that go beyond climate change mitigation, e.g. by improving livelihoods for forest-dependent communities, helping to conserve biodiversity-rich forest areas, and enhancing other ecosystem services provided by forests such as water regulation. The decisions further highlight the need to prevent adverse impacts on people and the environment. For example, REDD+ actions could have negative consequences if they give rise to conflicts over land tenure and access to resources, or if they cause land use pressures to shift from one area to another.

In order to guide countries in their efforts to implement REDD+ in a way that ensures beneficial outcomes, a set of social and environmental safeguards for REDD+ was adopted at the 16<sup>th</sup> Conference of the Parties to the UNFCCC held in Cancun, Mexico, in 2010. By establishing a transparent and efficient process for applying these safeguards (also known as the Cancun Safeguards) at the national level, countries can build confidence and provide assurance for stakeholders that mitigation actions in the forest and land use sectors will not proceed at the expense of environmental sustainability and social equity<sup>2</sup>.

The government of Myanmar has declared its intention to use REDD+ as an opportunity for advancing green development by protecting global environmental resources such as biodiversity, helping to reverse land degradation, helping to improve the livelihoods of the rural poor and aiding adaptation to climate change<sup>3</sup>. The planned work on the development of a national approach to REDD+ safeguards which is described in the safeguards roadmap presented here constitutes a key step towards making this ambition a reality.

The work on safeguards has important links to the process to determine a National REDD+ Strategy for Myanmar. This process is currently under way with support from the UN-REDD Programme, which is one of a number of initiatives assisting the country's preparations for implementing REDD+.

Myanmar became a UN-REDD partner country in December 2011 and has since then undertaken a range of REDD+ readiness activities with UN-REDD support. Myanmar's own National UN-REDD Programme became active in October 2016. One of the key outcomes that the Programme seeks to deliver is the development of a National REDD+ Strategy that will set out the key areas of Policies and Measures (PaMs) through which emission reductions or increases in forest carbon stocks are to be achieved, as well as the planned institutional arrangements for REDD+. At the same time, the Strategy will also describe Myanmar's plans for its national approach to safeguards.

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<sup>1</sup>The specific activities that form part of REDD+ as defined under the UNFCCC are: Reducing Emissions from Deforestation and forest Degradation; plus: sustainable management of forests, conservation of forest carbon stocks, and enhancement of forest carbon stocks (UNFCCC Decision 1/CP.16 paragraph 70); see also further explanation in section 2.

<sup>2</sup>UN-REDD Programme Safeguards Coordination Group (2016). [Conceptual framework for country approaches to safeguards. Technical Brief 02. UN-REDD Programme, Geneva, Switzerland.](#)

<sup>3</sup>See: Myanmar REDD+ Readiness Roadmap (2013), [http://www.myanmar-redd.org/ps-admin/uploads/redd\\_usermanual/1442500360.pdf](http://www.myanmar-redd.org/ps-admin/uploads/redd_usermanual/1442500360.pdf)

Within Myanmar's UN-REDD National Programme, safeguards are covered under Outcome 3: *REDD+ safeguards defined in the national context and national safeguards information system developed*.

The purpose of the present document is to provide an overview of the individual steps that will be undertaken for the development of Myanmar's safeguards approach, their respective objectives and timelines, and responsibilities for their implementation. It is intended to ensure that all stakeholders involved in the work on safeguards have a clear understanding of the entire process, while also making this information accessible for other interested parties as appropriate.

The document was developed under the auspices of the Technical Working Group on Stakeholder Engagement and Safeguards (TWG-SES). An initial discussion of contents for the roadmap was held at the meeting of the TWG-SES on 28 March 2017, as well as the Workshop on REDD+ Safeguards Roadmap Development held 29/30 March 2017 (for more details, see section 1 of the Annex). Based on these discussions, the full document was subsequently drafted by members of the UN-REDD team, and circulated to Working Group members and other stakeholders for their review.

The following sections provide background information on the current state of deliberations concerning the goals and scope of Myanmar's safeguards approach (section 2), an overview of the requirements that countries need to fulfil in relation to safeguards according to the decisions agreed under the UNFCCC (section 3), and a description of completed or ongoing initiatives in Myanmar that are relevant to the work planned under this roadmap (section 4). Section 5 presents the conceptual framework for the development of country approaches to safeguards that is used by the UN-REDD Programme to structure its support in this area, explains the different steps involved, and sets out the plans for work in Myanmar in relation to each of the steps as per the discussions held under the TWG-SES. A work plan summarizing the planned activities, as well as responsibilities and timelines for their implementation, is provided in tabular form in section 6. Further background information on the process used to develop the roadmap, including the Workshop on REDD+ Safeguards Roadmap Development, can be found in the Annex to the document.

## 2 Goals and scope of Myanmar's country approach to REDD+ safeguards

Creating a joint understanding among stakeholders about the goals and scope of a country's approach to safeguards is a key task that should be addressed early on in the safeguards work (while acknowledging that later adjustments may be desirable in order to reflect new insights and evolving plans for REDD+ implementation). Initial discussions on defining the goals and scope of Myanmar's safeguards approach were held during the Safeguards Roadmap Workshop in March 2017. The following general considerations were taken into account<sup>4</sup>:

### Identifying goals

Meeting the requirements on safeguards set by the UNFCCC (see section 3) is likely to be one of the most important goals for any country's safeguards approach. However, countries may decide to identify further objectives that they wish to pursue at the same time, such as ensuring that REDD+ supports the goals of existing national policies on social and environmental issues, or ensuring that REDD+ actions are compliant with the safeguards requirements of specific donors or financing institutions.

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<sup>4</sup>See also UN-REDD Programme (2015). Country Approaches to REDD+ Safeguards. A Global Review of Initial Experiences and Emerging Lessons. Technical Resource Series 2. UN-REDD Programme Secretariat, Geneva, Switzerland.



## Defining the scope

By default, a country's approach to REDD+ safeguards should be applied to all REDD+ Policies and Measures (PaMs). However, it may not always be unambiguously clear which interventions in the forestry and land use sectors form part of the PaMs portfolio. A simple way to define the scope of safeguards application is to delimit it as covering all interventions described as PaMs in the National REDD+ Strategy or REDD+ Action Plan. At the same time, some countries have chosen to apply their safeguards approach to a wider range of interventions in the forest sector and/or other land use-related sectors in order to simplify administrative procedures and ensure coherence of standards<sup>5</sup>. Defining the scope of safeguards application becomes easier once the full portfolio of a country's REDD+ PaMs has been identified.

## Goals and scope for Myanmar's safeguards approach

During the discussions at the Roadmap Workshop, preliminary working definitions for the goals and scope of Myanmar's safeguards approach were agreed. It was also agreed that these definitions would be revisited at a later stage to ensure the final versions meet the requirements of the country's REDD+ process. A good opportunity to continue the consideration of goals and scope may be to link it with the process for development and adoption of a national clarification of safeguards (see section 5).

The initial list of goals identified is as follows:

- Meet the REDD+ safeguards requirements of the UNFCCC
- Support the social, economic and environmental dimensions of sustainable development, as well as the sustainability of forest resources
- Support good governance and improved land and forest tenure
- Ensure that the application of the safeguards align with existing environmental and social laws, including EIA and SIA procedures
- Facilitate compliance with the safeguards frameworks of possible development partners (e.g. Green Climate Fund - GCF)

With regard to the scope of the safeguards approach, participants at the workshop entered into a discussion, with one group suggesting that a broader scope be taken on, while the other group suggested that it would be better to start out with a limited and more easily implemented definition of scope. After discussion, it was put forward that the safeguards approach be defined initially only to cover the REDD+ PAMs included in the National REDD+ Strategy. It was agreed that a widening of this scope to include further policies and measures involving payments for ecosystem services from forests will be considered at a later stage.

## 3 Requirements on REDD+ safeguards under the UNFCCC

The full text of the seven safeguards introduced through the Cancun Agreements (UNFCCC Decision 1/CP. 16) is as follows:

*(a) That actions complement or are consistent with the objectives of national forest programmes and relevant international conventions and agreements;*

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<sup>5</sup>See UN-REDD Programme (2015). Country Approaches to REDD+ Safeguards. A Global Review of Initial Experiences and Emerging Lessons. Technical Resource Series 2. UN-REDD Programme Secretariat, Geneva, Switzerland.

*(b) Transparent and effective national forest governance structures, taking into account national legislation and sovereignty;*

*(c) Respect for the knowledge and rights of indigenous peoples and members of local communities, by taking into account relevant international obligations, national circumstances and laws, and noting that the United Nations General Assembly has adopted the United Nations Declaration on the Rights of Indigenous Peoples;*

*(d) The full and effective participation of relevant stakeholders, in particular indigenous peoples and local communities, in the actions referred to in paragraphs 70 and 72 of this decision<sup>6</sup>;*

*(e) That actions are consistent with the conservation of natural forests and biological diversity, ensuring that the actions referred to in paragraph 70 of this decision are not used for the conversion of natural forests, but are instead used to incentivize the protection and conservation of natural forests and their ecosystem services, and to enhance other social and environmental benefits<sup>7</sup>;*

*(f) Actions to address the risks of reversals;*

*(g) Actions to reduce displacement of emissions.*

In relation to these safeguards, countries are asked to meet the following three requirements under UNFCCC rules:

#### **Requirement 1: Implement REDD+ activities in a manner consistent with the Cancun safeguards**

REDD+ activities, regardless of the source or type of financing, are to be implemented in such a way that the Cancun Safeguards are promoted and supported<sup>8</sup>. This implies that countries should identify the necessary arrangements and procedures to ensure compliance with the safeguards during the implementation of REDD+ activities.

#### **Requirement 2: Establish a system to provide information on how the Cancun safeguards are being addressed and respected**

Countries wishing to participate in REDD+ are required to establish a system to provide information on how the seven Cancun safeguards are being addressed and respected in all of the phases of implementation of REDD+ activities<sup>9</sup>. This is commonly referred to as the Safeguards Information System (SIS).

According to the UNFCCC decisions, Safeguards Information Systems should<sup>10</sup>:

- Be consistent with the guidance provided in decision 1/CP.16, appendix I, paragraph 1<sup>11</sup>;

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<sup>6</sup>i.e. all REDD+ actions – Paragraph 70 of Decision 1/CP.16 contains the official definition of the five ‘activities’ that form part of REDD+

<sup>7</sup>Taking into account the need for sustainable livelihoods of indigenous peoples and local communities and their interdependence on forests in most countries, reflected in the United Nations Declaration on the Rights of Indigenous Peoples, as well as International Mother Earth Day.

<sup>8</sup>Decision 1/CP.16 paragraph 69, Decision 2/CP.17, Paragraph 63

<sup>9</sup>UNFCCC Decision 1/CP.16 Paragraph 71(d).

<sup>10</sup>UNFCCC Decision 12/CP.17 Paragraph 2

<sup>11</sup> Which states that REDD+ activities should: (a) Contribute to the achievement of the objective set out in Article 2 of the Convention; (b) Contribute to the fulfilment of the commitments set out in Article 4, paragraph 3, of the Convention; (c) Be country-driven and be considered options available to Parties; (d) Be consistent with the objective of environmental integrity and take into account the multiple functions of forests and other ecosystems; (e) Be undertaken in accordance with national development priorities, objectives and

- Provide transparent and consistent information that is accessible by all relevant stakeholders and updated on a regular basis;
- Be transparent and flexible to allow for improvements over time;
- Provide information on how all of the safeguards are being addressed and respected;
- Be country-driven and implemented at the national level;
- Build upon existing systems, as appropriate.

### Requirement 3: Provide a summary of information on how the Cancun Safeguards are being addressed and respected

In order to receive results-based payments, countries must present their most recent summary of information demonstrating how the safeguards have been addressed and respected<sup>12</sup>. The UNFCCC also establishes that summaries of safeguards information should be provided periodically, and be included in national communications to the UNFCCC or other communication channels identified by the COP. An additional and voluntary format for providing information to the UNFCCC is through the UNFCCC REDD+ web platform<sup>13</sup>.

## 4 Previous/ongoing work relevant to REDD+ safeguards in Myanmar

The work outlined in this roadmap document will build on a number of initiatives related to good social and environmental practice in Myanmar, as well as the first steps that have already been undertaken in relation to safeguards for REDD+.

Among the completed or ongoing initiatives most relevant to the safeguards are:

- The development of a set of Social and Environmental Principles and Criteria for REDD+, which was led by the Forest Department of the Ministry of Natural Resources and Environmental Conservation (MONREC) with support from the International Tropical Timber Organization (ITTO); the Principles and Criteria can be used to inform the development of procedures and institutional arrangements for the application of safeguards, as well as the clarification of the Cancun Safeguards in the country context<sup>14</sup>.
- The development of guidance on Environmental Impact Assessment (EIA) for land use investment projects led by the Environmental Conservation Department (ECD) of MONREC with support from the Asian Development Bank (ADB)<sup>15</sup>; the potential role of Environmental Impact Assessment, Social Impact Assessment (SIA) and Strategic Environmental/Social Assessment (SEA and SSA) as part of the set of Policies, Laws and Regulations (PLRs) that ensure compliance with REDD+ safeguards will be considered during the PLR review<sup>14</sup>; the content of the guidelines can also inform the assessment of benefits and risks of candidate REDD+ PaMs<sup>14</sup>.
- The work on development of indicators for the Sustainable Development Goals (SDGs) led by the Central Statistical Organization with support from the governments of Finland, Sweden and the

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circumstances and capabilities and should respect sovereignty; (f) Be consistent with Parties' national sustainable development needs and goals; (g) Be implemented in the context of sustainable development and reducing poverty, while responding to climate change; (h) Be consistent with the adaptation needs of the country; (i) Be supported by adequate and predictable financial and technology support, including support for capacity-building; (j) Be results-based; (k) Promote sustainable management of forests;

<sup>12</sup>Decision 9/CP, Paragraph 4, UNFCCC Decision 2/CP.17, op cit, Paragraph 63 and 64.

<sup>13</sup>Decision 12/CP.19, Paragraph 2 and 3

<sup>14</sup>See the description of planned steps in section 5.

<sup>15</sup>Note that an effort to develop similar guidance for assessing social impacts is currently being planned, and the outputs from it should be reflected in the safeguards work if they become available in time.

UK through UNDP; the information on available datasets and indicators generated through this initiative can feed into the development of the SIS<sup>14</sup>.

Work relevant to the safeguards that has already been undertaken as part of the REDD+ readiness process includes:

- The establishment of the Technical Working Group on Stakeholder Engagement and Safeguards, which includes representatives of MONREC's Forest Department, Forest Research Institute, Rural Development Department, Planning Department, Small-scale Industrial Department, GAD, Social Welfare, as well as from non-governmental organizations such as MERN, POINT, IP/EM, FSWG, FOW, Myitta, KCWG, CHRO, the Forest Resource Environment Development and Conservation Association (FREDA) and the Center for People and Forests (RECOFTC), and from the private sector; the TWG-SES will play a leading role in guiding the development of Myanmar's safeguards approach.
- The mapping of REDD+ stakeholders, which will inform the design of consultations on REDD+ PaMs, including their potential benefits and risks<sup>16</sup>.
- The development of stakeholder engagement guidelines for REDD+ in Myanmar.
- Training events on REDD+ held for different stakeholder groups; a first round of training specifically on safeguards issues was held for members of the TWG-SES in the context of the Safeguards Roadmap Workshop in March 2017. The overall objective of the training is to build capacity and understanding among key stakeholders on REDD+ implementation through the trainers of REDD+ Academy. There are 25 representatives from relevant line departments and suitable candidates from CSOs involved in the national REDD+ process.

## 5 Developing Myanmar's country approach to safeguards

The concept of a 'country approach' to the Cancun safeguards recognizes that appropriate ways and means to address and respect REDD+ safeguards may vary greatly among countries, due to different national circumstances and the degree to which safeguards application can build on existing governance arrangements (including the legal framework and institutional mandates). While many countries are finding it efficient to operationalize their safeguards approach through identifying, strengthening and, where necessary, complementing or adjusting current governance arrangements related to forestry and land use, the development of new procedures, laws or regulations is also possible.

The UN-REDD Programme takes this diversity of country situations into account and aims to provide its support on the subject of safeguards in a flexible manner that responds to the needs and priorities identified by national partners. However, drawing on country experiences to date, some generic steps can be identified that address key information needs and choices to be made, and may be useful for countries to consider in the development of their safeguard approaches.

### 5.1 Generic steps for the development of a country approach to safeguards and an SIS

The indicative tasks that countries may want to undertake in order to determine their way forward on REDD+ safeguards are presented in Figure 1 in a schematic sequence. It should be noted that in reality different tasks will often be carried out in parallel rather than sequentially, and it may be practical to revisit individual steps at a later stage in order to integrate new insights gained from other parts of the process. Points where an iterative two-way feedback may be particularly important to ensure that

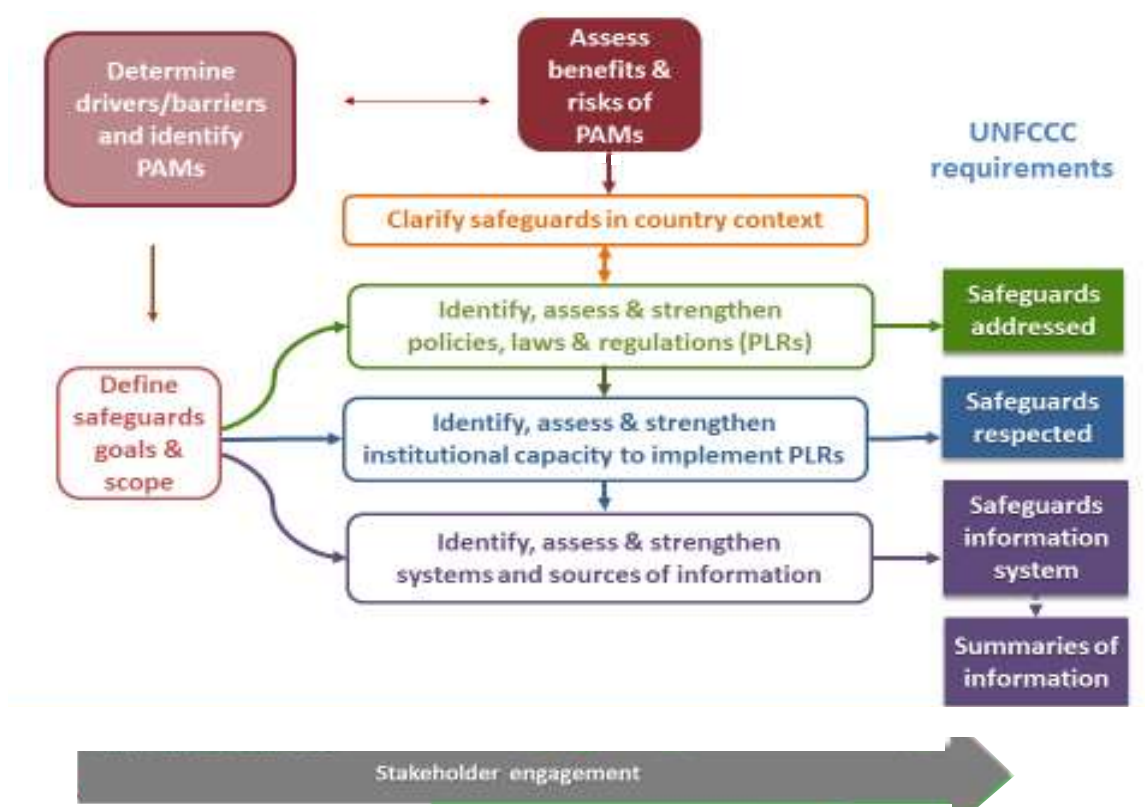
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<sup>16</sup>For further detail and the full list of identified stakeholders, see Myanmar's REDD+ Readiness Roadmap, [http://www.myanmar-redd.org/ps-admin/uploads/redd\\_usermanual/1442500360.pdf](http://www.myanmar-redd.org/ps-admin/uploads/redd_usermanual/1442500360.pdf)

the outputs from different tasks are aligned with each other are indicated in the diagram with double arrows.

A brief explanation of each of the main elements of the conceptual framework shown in Figure 1 is provided below.

*Figure 1: Generic steps for developing a country approach to safeguards<sup>17</sup>*



### Assessing benefits and risks of potential policies and measures (PaMs)

To facilitate the design of a country approach to safeguards in a way that efficiently addresses the most relevant benefits and risks of REDD+ in the national context, it is helpful to analyse the possible social and environmental impacts of the specific REDD+ PaMs that are planned or under consideration. This step can provide focus to the safeguards work and ensure that no major issues are overlooked. It can also feed back into the process of selecting and designing the PaMs that are to be included in a National REDD+ Strategy or Action Plan, in order to increase their social and environmental sustainability and highlight areas where remaining risks may need to be managed, or additional efforts to enhance benefits should be encouraged.

### Identifying, assessing and strengthening policies, laws and regulations (PLRs)

In most countries, the existing legal and political frameworks already address the issues covered by the Cancun safeguards to some degree. For example, laws may already have been passed to protect Ethnic Nationalities' rights in relation to interventions planned in their territories, or to require an

<sup>17</sup> This diagram is a simplified version of Figure 1 in: [UN-REDD Programme Safeguards Coordination Group \(2016\). Conceptual framework for country approaches to safeguards. Technical Brief 02. UN-REDD Programme, Geneva, Switzerland.](#)

assessment of impacts on biodiversity and ecosystem services for certain types of projects. Building on these existing frameworks can be an easier way to ensure that the safeguards are addressed and respected than developing new governance arrangements from scratch. In order to identify those elements of the Cancun safeguards that are already well covered under the current PLR regime, as well as those where further improvements are needed, a review of relevant policies, laws and regulations is often carried out. A PLR review should not only consider the wording of the respective policies or legal documents (i.e. how the safeguards are 'addressed' through the existing frameworks), but also the degree to which they are implemented in practice. This latter part of the review can indicate to what degree the safeguards are likely to be 'respected' on the ground when REDD+ PaMs are carried out. Based on the outcomes of the review, steps can be planned to improve PLR implementation or close any identified gaps in the PLR regime. The task of identifying, assessing and strengthening PLRs should be informed by the outcomes of the assessment of benefits and risks of potential PaMs. It also has close linkages to the task of clarifying the meaning of the Cancun safeguards for the national situation (see below).

### Clarifying the Cancun safeguards in the country context

The safeguards agreement reached in Cancun sets out the main issues that require attention when REDD+ actions are designed and implemented (see section 3). However, the wording of the decision is quite general, so that the safeguards are applicable across the wide variety of institutional, socio-economic and environmental settings found in potential REDD+ countries. To facilitate the application of the Cancun safeguards in a specific country context, it is therefore advisable to develop a common understanding among all stakeholders of how the terms used in the safeguards are to be interpreted, and what the key concerns in relation to each safeguard are. Many countries have found it useful to include elements of consultation and participation in the process applied to clarify the Cancun safeguards, and to publish the result in the form of an official document. The task of clarifying the Cancun safeguards in the country context should be informed by the outcomes of the assessment of benefits and risks of potential PaMs. It should further be closely coordinated with the review of PLRs, as the clarification can make it easier to identify the most relevant PLRs in relation to each safeguard, as well as gaps in the PLR system. At the same time, it may be useful to reference key PLRs in a clarification document and ensure that its terminology is compatible with established legal definitions.

### Identifying, assessing and strengthening institutional capacities to implement PLRs

This task can build on or be combined with the assessment of PLRs. By reviewing the mandates and available resources (in terms of staff, expertise, equipment and funding) of the institutions in charge of implementing, monitoring or enforcing key safeguards-related PLRs, it may be possible to detect some of the underlying reasons for any identified implementation deficits, and to plan steps to address them. The assessment of institutional capacities can also feed back into the development of proposals for strengthening the PLR framework. For example, it can help to identify the institutions that could be involved in the implementation of any new PLRs or procedures that might be proposed to close gaps in addressing the safeguards, as well as related needs for capacity-building.

### Identifying, assessing and strengthening information systems and sources

According to the UNFCCC decisions (see section 3), countries should use existing information systems as the basis for their safeguards information system (SIS) where that is appropriate. In order to identify relevant sources and systems of information that could provide inputs to an SIS, a first step is to work out what kind of information will be needed to document how safeguards are being addressed and respected throughout REDD+ implementation. This step can be guided by considering a country's



overall strategic approach to REDD+ and the scale and nature of proposed REDD+ PaMs (for example in order to determine the geographic and sectoral coverage of the required information), as well as through the outputs of the benefits and risks assessment, the clarification of safeguards in the country context and the PLR review. Once information needs have been described, the potential contributions of different information systems to the SIS can be evaluated by looking at the types, amount and quality of data they provide, as well as the mandates and capacities of the institutions that maintain them. Here again, the outputs of the PLR review and the institutional capacity assessment may be of use, as they can help with identifying and evaluating institutions that hold information on issues related to the safeguards. Based on the results of the assessment of information sources, a structure and institutional arrangements can be designed to bring the different elements together into a coherent SIS, and plans can be made for filling any remaining gaps in relation to SIS content or functionality<sup>18</sup>.

### Stakeholder engagement

As indicated in the diagram (Figure 1), stakeholder engagement should take place throughout the whole process of developing the country approach to safeguards. This is because it is important for the success of a country's approach to safeguards to have wide support and ownership, and to capture the perspectives and knowledge of all relevant stakeholders, particularly government bodies concerned with land use and sustainable development, civil society, indigenous peoples and local communities. Countries should explore whether it is possible to build on existing structures or platforms for participation, in particular those that have political support, strong mandates and links with the different agencies relevant to safeguards.

### 5.2 Myanmar's country approach to safeguards and steps to undertake

**Note:** *The following description of proposed activities for the development of Myanmar's safeguards approach is based on the results of group work and plenary discussions held at the meeting of the TWG-SES on 28 March and the Workshop on REDD+ Safeguards Roadmap Development on 29-30 March 2017, followed by review by the TWG-SES members and other stakeholders. The discussion notes have been edited for clarity and coherence, and suggestions for filling in missing details have been added by the drafting team. It should further be noted that the clustering and sequence of activities differs slightly from the idealized sequence of steps presented in the previous section. This is due to adjustments made during the discussion of activities at the workshop, and reflects the circumstances of the safeguards process in Myanmar. In addition, this should be considered a working document, and revisions to the steps and processes of the safeguards approach may be made in the future.*

As confirmed at the workshop, the TWG-SES is the lead entity to provide technical guidance and approve relevant documents for all of the steps included in the roadmap. For some steps, approval or support from other bodies may also be required. Where this is the case, it has been noted in the text. Information on responsibilities and practical arrangements for the development of draft documents is also included as far as is possible at the present stage.

### Stakeholder engagement

The following next steps have been identified for continuing the process of stakeholder engagement on the subject of safeguards:

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<sup>18</sup>The functions that a SIS may need to fulfil include compilation, analysis, validation and dissemination of information. For further detail, see [Cheney et al. \(2015\). REDD+ Safeguards Information Systems: practical design considerations. UN-REDD Programme Technical Brief 01. UN-REDD Programme, Geneva, Switzerland.](#)

### **1) Continuous updating of stakeholder mapping; further engagement with other line ministries**

Participants in the workshop noted that the present plans for stakeholder engagement in the safeguards process may not yet include all relevant groups. Representation of youth and the academic sector was pointed out as representing particular gaps (see the group work notes in Annex A.2). It is therefore suggested that:

- New information on organizations representing relevant stakeholders is collected by the Stakeholder Engagement Specialist and included in an updated version of the stakeholder map, which will be presented to the TWG-SES for their information and comments.
- Opportunities to ensure representation of all identified stakeholders in the activities covered by the Stakeholder Engagement Plan are assessed by the Stakeholder Engagement Specialist and fed into the implementation of the Plan.
- A proposal for increasing outreach to relevant line ministries, including through adding new members to the TWG-SES, is developed by PMU and shared with the TWG<sup>19</sup>. Following discussion at the TWG, any resulting suggestions will be forwarded to the relevant entities (e.g. the REDD+ Task Force) for approval.

### **2) More training and capacity-building for stakeholders (including for TWG members)**

One of the topics highlighted in discussions at the roadmap workshop was a need for further capacity-building on specific safeguards issues to allow informed engagement in the process, while noting that prioritization of topics and target groups for capacity-building will be needed due to limitations on time and funding.

The following activities are suggested to respond to this need:

- Basic information on safeguards will be included in the introductory sessions of the consultations planned under the Stakeholder Engagement Plan; the discussions on benefits and risks of planned PaMs during the consultations will serve further to raise awareness and capacity among participants.
- A further targeted training session for TWG members responding to capacity needs identified in advance will be held by UNEP-WCMC and the National Safeguards Consultant, possibly in conjunction with the TWG meeting to discuss initial results of the assessment of benefits and risks (see below).

### **3) Exchanging information on the benefits and risks of potential PaMs**

The identification of benefits and risks that could arise from proposed REDD+ PaMs is one of the steps in developing a safeguards approach where broad stakeholder engagement is most beneficial (see section 5.1).

An exchange of information on benefits and risks will be included in the national and regional consultations on REDD+ PaMs that are planned for 2017. These will be organized by the Stakeholder Engagement Specialist with technical input on safeguards from UNEP-WCMC and the National Safeguards Consultant.

### **4) Feeding information back into the safeguards approach**

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<sup>19</sup>Note that a suggestion was also made at the workshop that in addition to the technical experts currently involved, the TWG-SES should have some high-ranking members from the participating institutions.



The information on benefits and risks of potential REDD+ PaMs that is collected through the stakeholder consultations will need to be summarized and checked for coherence so that it is readily available for other tasks in developing the safeguards approach, especially the PLR review and the safeguards clarification (see below). It should also be fed back into the ongoing process to develop the National REDD+ Strategy. The suggested arrangements for producing an overall assessment of benefits and risks based on the information collected from stakeholders are described under the following task.

#### Assessing benefits and risks of potential policies and measures

The following steps are suggested in order to distil the outcomes of the stakeholder consultations into an overall assessment of the benefits and risks of potential REDD+ PaMs for Myanmar:

- A draft document that contains an overview of observations on benefits and risks made for each type of PaM, as well as a summary that presents benefits and risks for the whole portfolio of suggested PaMs in a concise way, is prepared by the National Safeguards Consultant and UNEP-WCMC, and presented to the TWG-SES for comment both in written form and during a meeting.
- Comments received from the TWG-SES are incorporated into the document by the National Safeguards Consultant and UNEP-WCMC.
- The updated version of the document is presented to the TWG-SES and the REDD+ Task Force for validation.

#### Identifying, assessing and strengthening PLRs, their implementation and related institutional arrangements

As noted during discussions at the workshop, the full process from reviewing existing PLRs and their implementation, to identifying gaps and ultimately strengthening the PLR framework and the related institutional arrangements so that all safeguards are fully addressed and respected, is likely to be a long-term undertaking that will continue beyond the time horizon of the present roadmap. Participants in the workshop considered the PLR assessment together with the assessment of related institutional capacities, and it is suggested to treat these two aspects in combination during the planned reviews. The following individual steps are proposed:

##### **1) PLR assessment in relation to addressing and respecting the safeguards**

An assessment of PLRs related to REDD+ in general, including safeguards aspects, is currently being planned as part of the process to develop the National REDD+ Strategy, and will be carried out by a Consultancy Team. It is suggested that the National Safeguards Consultant and UNEP-WCMC will collaborate with this team and draw on their outputs and the results of the benefits and risks assessment to develop a draft report that focusses specifically on the safeguards aspect, reviews both the coverage of existing PLRs and their actual implementation, and provides recommendations for filling any identified gaps.

This report will be circulated to the TWG-SES, the TWG D&S and the REDD+ Task Force for their comments; a final version incorporating the comments will be presented to the TWG-SES for approval.

##### **2) Identification of ways to strengthen PLRs in case of gaps**

It is suggested that after the finalization of the report on safeguards-relevant PLRs, a discussion takes place in the TWG-SES to consider the recommendations made with regard to filling gaps in the PLR framework or strengthening institutional arrangements, and a set of priority recommendations to take forward would be identified.

### **3) Undertake strengthening of PLRs to fill gaps**

Depending on the nature of the selected recommendations for strengthening PLRs and improving their implementation, support from higher-level institutions or other line ministries may be required. Although it is too early to specify the exact steps to be undertaken, it is suggested that the REDD+ Task Force should be involved in obtaining the support of the relevant institutions.

#### **National clarification of safeguards**

Based on discussions at the roadmap workshop, it is considered that putting the clarification into written form will be useful to document the understanding reached. The following steps are suggested for developing the national clarification of safeguards:

- The format to be used for the clarification document (narrative text, principles and criteria, other?) is to be determined; it is suggested that this decision will be made by the TWG-SES, based on a short document setting out the different options to be prepared by the National Safeguards Consultant and UNEP-WCMC.
- A first draft of the clarification document is developed by the National Safeguards Consultant and UNEP-WCMC, based on the outcomes of the benefits and risks analysis and the PLR review.
- This draft is presented to the reviewing team either in written form or at a dedicated meeting, or both; if a presence meeting is held, this could be combined with a discussion to revisit the goals and scope of Myanmar's safeguards approach (see section 2); a decision still needs to be made as to the composition of the reviewing team (i.e. whether additional members beyond the TWG-SES will be involved).
- A final draft incorporating the comments from the review is presented for approval, first to the TWG-SES and then to a higher governmental committee (still to be identified – suggestions from the roadmap workshop include approval by a focal ministry or the President's Office).
- The approved version of the clarification is published and circulated to all relevant stakeholders.

#### **Identifying, assessing and strengthening systems and sources of information**

This task was not explored at the roadmap workshop with the same level of detail as others, as participants expressed the view that it was too early to start planning the work, given that the development of the SIS could most usefully start after progress has been made on the national clarification of safeguards. Also, plans for the possible recruitment of a consultant to support this task still need to be agreed.

However, the following key steps were identified and discussed:

##### **1) Assessment of relevant information systems**

Based on the outcomes of the benefits and risks assessment, the PLR review and the clarification of safeguards, information needs for the SIS can be identified, possibly through a consultancy. A review of existing sources of information and relevant information systems in Myanmar can then be carried out to identify the institutions that could make a contribution to the SIS. Participants in the roadmap workshop suggested that this review should involve a wide range of institutions who might be possible information providers (see footnotes to the table in section 6).

##### **2) Development of indicators and methods for collecting, validating and publishing information**

Agreeing on the general structure of the information to be provided by the SIS is a first step in the development of a SIS design framework that clarifies the planned contents and functioning of the system. This involves a decision as to which topics, if any, are to be covered by specific indicators.

While participants in the roadmap workshop felt that it was too early to undertake detailed planning for the development of the SIS, some expressed the view that indicators would be a valuable element. However, a more in-depth consideration of the type and thematic coverage of indicators to be included is still needed. Basic decisions are also required with regard to the approach that will be used to ensure that the information provided by the SIS is reliable and accessible. In this context, some participants raised concerns that distributing information exclusively through the internet might not meet the needs of all stakeholders. The role of stakeholder involvement in validating the information that feeds into the SIS was also raised, but not discussed conclusively.

### **3) Filling gaps in information systems and setting up institutional arrangements**

Once a SIS design framework has been developed, next steps can be identified to close any gaps in content and functionality of the SIS that cannot be addressed by existing institutions within their current mandates and resources. This step was not discussed in any detail during the roadmap workshop.

#### [Defining institutional and procedural arrangements for applying the safeguards](#)

Participants at the roadmap workshop agreed that there is a need to clarify who will be in charge of ensuring that safeguards are addressed and respected, and how this is going to happen, both during the stage of developing PaMs and during their actual implementation. The potential role of a grievance mechanism and/or impact assessment procedures as part of the framework for safeguards application was mentioned.

No in-depth discussion of this task took place, and the view was expressed that it was too early to come to a decision on this subject. However, clarity over the planned arrangements might be useful to guide decisions on other aspects of Myanmar's safeguards approach, such as the choice of a format for the safeguards clarification or the design of the SIS.

Given the need to ensure that the arrangements for applying safeguards are harmonized with the general strategic approach of the country towards REDD+, one possibility is to link this task with the process for developing the National REDD+ Strategy. It is suggested to aim for a consultation of key REDD+ stakeholders as part of the discussions, so that the arrangements can be designed to be as practical and widely supported as possible.

## 6 Workplan of prioritized activities, including key actors and timeline

Activity	Who leads/guides ?	Who participates?	Specific responsibilities	Timeline					
				Q1, Q2 2017	Q3, Q4 2017	Q1, Q2 2018	Q3, Q4 2018	Q1, Q2 2019	Q3, Q4 2019
A. Stakeholder engagement									
A.1 Continuous updating of stakeholder mapping; further engagement with other line ministries (potentially adding new members to TWG)	TWG-SES	TWG-SES; line ministries	Responsible for preparation of proposals/mapping: PMU, Stakeholder Engagement Specialist	XXX	X	X	X	X	X
A.2 More training and capacity-building on safeguards for relevant stakeholders (including for TWG members) – <u>prioritization needed</u>	TWG-SES	TWG-SES; other stakeholders as relevant to training topics	Responsible for providing training: PMU, UNEP-WCMC, National Safeguards Consultant  Responsible for prioritising & scheduling training: PMU	XXX (as soon as possible)	X	X			

Activity	Who leads/guides ?	Who participates?	Specific responsibilities	Timeline					
				Q1, Q2 2017	Q3, Q4 2017	Q1, Q2 2018	Q3, Q4 2018	Q1, Q2 2019	Q3, Q4 2019
A.3 Exchanging information on benefits and risks of potential PaMs	TWG-SES)	TWG-SES; Input through consultations: all stakeholder groups mentioned in workshop notes <sup>20</sup> , as far as feasible given timing and resources for consultations under Stakeholder Engagement Plan	Responsible for organizing consultations & sharing information: Stakeholder Engagement Specialist, with input from UNEP-WCMC and National Safeguards Consultant	X	X	X	X		
A.4 Feeding information back into the safeguards approach	TWG-SES	TWG-SES & TWG D&S	Responsible for preparation of drafts and organization of working session / validation meeting for TWG-SES: National Safeguards Consultant with support from UNEP-WCMC and PMU		X	X	X		

<sup>20</sup>These are: REDD+ Taskforce; line ministries, private sector (forestry related entrepreneurs); community, ethnic, women's and youth organizations; academic sector (professors, researchers), PMP; the working group on benefits and risks assessment also provided more specific suggestions for some of these groups, i.e. forest& land use related ministries, ministry of agriculture, livestock and irrigation, ministry of social welfare, relief and resettlement; environmental conservation department, administration department, co-operative department, SME department; members of parliament; regional governments; possibly: national ethnic armed groups.

Activity	Who leads/guides ?	Who participates?	Specific responsibilities	Timeline					
				Q1, Q2 2017	Q3, Q4 2017	Q1, Q2 2018	Q3, Q4 2018	Q1, Q2 2019	Q3, Q4 2019
B. Assessing benefits and risks of potential policies and measures									
B.1 Benefits and risks analysis of proposed PaMs, based on products from Stakeholder Engagement Plan	TWG-SES (reporting to REDD+ Task Force as needed)	Providing input: participants in the Stakeholder Engagement Plan consultations (see above); TWG-SES; TWG D&S	Responsible for preparation of drafts and organization of working session / validation meeting for TWG-SES: National Safeguards Consultant with support from UNEP-WCMC and PMU	X (national and subn.)	X (national and subn.)	X (national and subn.)			
C. Identifying, assessing and strengthening PLRs, their implementation and related institutional arrangements									
C.1 PLR assessment in relation to addressing and respecting the safeguards	TWG-SES	To be consulted/ informed: network members, relevant staff in agencies responsible for PLRs; the Parliament’s affairs committees; DICA <sup>21</sup>	Preparing draft assessment report: National Safeguards Consultant and UNEP-WCMC based on outputs produced by the Consultant Team in charge of wider PLR review Technical support: experts from relevant sectors Reviewing draft: all team members <sup>22</sup>		X	X			
C.2 Identification of ways to strengthen PLRs in case of gaps					X	X			

<sup>21</sup> See footnote below:

<sup>22</sup> During the roadmap workshop, it was suggested to include the following organizations in the 'team' that will be involved in reviewing the draft (see notes in Annex 2): MONREC, MOALI, Union Attorney General's Office, MOHA, MOEA, MOPF (DICA), MOEE, MOC, Ministry of Industry, MSW, Ministry of Education, Ministry of Health; YCDC/MCDC; Parliament members; MERN Network, FSWG Network, LCG, POINT, Metta Development Foundation, CFNWG, FLEGT, EITI, MFPMF, CHRO, UMFCFI (?), Budget, LIOH, MRLG, FLU, TNI.

Activity	Who leads/guides ?	Who participates?	Specific responsibilities	Timeline					
				Q1, Q2 2017	Q3, Q4 2017	Q1, Q2 2018	Q3, Q4 2018	Q1, Q2 2019	Q3, Q4 2019
C.3 Undertake strengthening of PLRs to fill gaps	TWG-SES (with REDD+ Task Force approval as needed)	Relevant ministries for implementation of PLRs	Identifying recommendations to take forward based on assessment report: TWG-SES Obtaining high-level support for implementation of the recommendations: REDD+ Task Force			X	X	X	X

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For practical reasons, it may be necessary to keep the range of organizations involved to a manageable number and work through existing coordination bodies. It is therefore suggested to limit the review team to the following groups: TWG-SES, TWG D&S, REDD+ Task Force. These groups already include representatives from many of the nominated team members. The other proposed team members should be included in the list of organizations to be informed of the review results.

Activity	Who leads/guides ?	Who participates?	Specific responsibilities	Timeline					
				Q1, Q2 2017	Q3, Q4 2017	Q1, Q2 2018	Q3, Q4 2018	Q1, Q2 2019	Q3, Q4 2019
D. National clarification of safeguards									
D.1 Undertake clarification based on the outcomes of benefits and risks analysis and PLR review	TWG-SES	Participate in consultation/ workshop: TWG-SES; TWG D&S; REDD+ Taskforce members; other relevant stakeholders based on stakeholder mapping.  To be kept informed: military, religious leaders, ethnic armed groups (depending on peace agreement)	Determining format of the clarification: TWG-SES Preparing draft: National Safeguards Consultant and UNEP-WCMC Reviewing draft: team members <sup>23</sup> Final approval: central Committee (focal ministry or President’s office)		X	X	X		

<sup>23</sup>Recommendations from the roadmap workshop for organizations that could be included in the reviewing team are: PM, relevant departments from the government sector, CSOs, NGOs, INGOs, indigenous peoples' groups, private sector, ethnic armed groups (if applicable depending on peace agreement); many of these groups are already represented in the TWG-SES; the best way to proceed with the review will depend among other things on the involvement of additional organizations from outside the TWG-SES, as a presence meeting may be required to provide organizations not previously engaged in the safeguards process with necessary background knowledge.



Activity	Who leads/guides ?	Who participates?	Specific responsibilities	Timeline					
				Q1, Q2 2017	Q3, Q4 2017	Q1, Q2 2018	Q3, Q4 2018	Q1, Q2 2019	Q3, Q4 2019
E. Identifying, assessing and strengthening systems and sources of information									
E.1 Assessment of relevant information systems	TWG-SES	Participation in discussions/assessment process: institutions identified as holding relevant information; TWG-SES; TWG-D&S	Preparing draft: tbd – possibly a consultant to be hired Reviewing draft: TWG-SES and the institutions identified as holding relevant information <sup>24</sup> Approving final assessment report: TWG-SES			X (just after clarifying safeguards)	X		

<sup>24</sup>Suggestions made at the roadmap workshop for institutions to be involved are: DALMs / Fishery & livestock, Central Statistical Organization, General Administration Department (GAD), DSW (Department of Social Welfare), Mol (Ministry of Information); NGOs/CSOs: Point / Chin Human Rights Organization; private sector, Chamber of Commerce (e.g. CO's making land-based investments)

Activity	Who leads/guides ?	Who participates?	Specific responsibilities	Timeline					
				Q1, Q2 2017	Q3, Q4 2017	Q1, Q2 2018	Q3, Q4 2018	Q1, Q2 2019	Q3, Q4 2019
E.2 Development of indicators and methods for collecting, validating and publishing information (related to SIS)	TWG-SES	Tbd – may require some wider consultation, e.g. with TWG-SES; TWG-D&S members, relevant stakeholders and institutions holding relevant information	<p>Determining the general structure of information, including decision on use and coverage of indicators: tbd, possibly TWG-SES based on suggestions made by consultant</p> <p>Development of draft SIS design document including indicators and methods: tbd, possibly consultant in consultation with TWG-SES and institutions holding relevant information (see above)</p> <p>Review of draft document: TWG-SES, possibility to invite written comments from the wider network</p> <p>Approving final SIS design document: TWG-SES and REDD+ Task Force</p>				X	X	X

Activity	Who leads/guides ?	Who participates?	Specific responsibilities	Timeline					
				Q1, Q2 2017	Q3, Q4 2017	Q1, Q2 2018	Q3, Q4 2018	Q1, Q2 2019	Q3, Q4 2019
E.3 Filling gaps in information systems and setting up institutional arrangements	TWG-SES	Tbd – may require some wider consultation, e.g. with TWG-SES; TWG-D&S members, relevant stakeholders and institutions holding relevant information	Identifying steps to undertake based on SIS design document: TWG-SES Obtaining high-level support for implementation of identified steps: REDD+ Task Force Facilitating the development of institutional arrangements to close gaps: tbd, possibly consultant or dedicated staff member in the institution that will host the SIS				X	X	X
<b>F. Defining institutional and procedural arrangements for applying the safeguards – still need to be clarified; could involve e.g. grievance mechanism</b>									
Steps and responsibilities for advancing this task have not yet been identified – topic for future consideration by TWG-SES and TWG D&S?	TWG-SES and TWG D&S with REDD+ Task Force approval		Tbd – steps to be undertaken might include development of a proposal, consultations with REDD+ stakeholders, finalization of a document describing planned arrangements, and facilitating the development of required agreements/mechanisms and guidance documents.		X (tentative)	X (tentative)	X (tentative)	X (tentative)	

## Annex 1

### A.1 Process to develop the Roadmap

The REDD+ safeguards roadmap for Myanmar that is presented in this document draws on the collective country experiences with developing safeguard approaches for REDD+ that have been compiled by the UN-REDD Programme over the past years<sup>25</sup>, and is aligned with the work plan of the UN-REDD Myanmar National Programme. The roadmap document was developed on the basis of consultations held at the two meetings in March 2017 described in the following. (For agenda and lists of participants, see sections A3 and A4 of the Annex.)

#### **1) Pre-workshop meeting with members of the Technical Working Group on Stakeholder Engagement and Safeguards for REDD+ (28 March 2017)**

This one day meeting involving the members of the TWG-SES (15 member, including 4 women) allowed for an initial scoping of the perspectives of participants with regard to the suggested roadmap elements, as well as a collection of information on the Myanmar situation.

The meeting agenda included a number of introductory presentations on the UNFCCC decisions related to safeguards, the planned work on safeguards under the UN-REDD Myanmar National Programme, the stakeholder engagement plan for developing the National REDD+ Strategy, and the potential steps for developing a country approach to safeguards for Myanmar. Discussion sessions were held to clarify any questions related to the content of the presentations.

The participants then worked in two groups using the Country Approach to Safeguards Tool (CAST)<sup>26</sup> to take stock of safeguards activities already completed or underway, develop an initial list of priority activities for the safeguards roadmap, and discuss their timing. The results of the two groups were presented in plenary and combined into a final version, which then served as the basis for a presentation to be given to the wider audience of the main roadmap workshop that started the following day.

The meeting also provided an opportunity for TWG members to raise questions on the planned workshop agenda for the next two days and suggest improvements, and final adjustments were made following these discussions.

#### **2) Workshop on REDD+ Safeguards Roadmap Development (29-30 March 2017)**

The roadmap workshop took place over two days and involved a total of 57 participants (20 women) from various government departments and civil society organisations in addition to the UN-REDD team (see list of participants in section 4 of this Annex).

The first day of the workshop focused on capacity building and information exchange, including: an introduction to safeguards concepts and requirements; presentations on projects that have produced relevant outputs for the safeguards work (ITTO-funded work on social and environmental safeguards for REDD+ programmes and work by the Environmental Conservation Department on Environmental and Social Impact Assessment); an exercise on assessing REDD+ benefits and risks; and a brainstorming on linkages between the safeguards work and other initiatives and processes in the country.

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<sup>25</sup>See UN-REDD Programme (2015). Country Approaches to REDD+ Safeguards. A Global Review of Initial Experiences and Emerging Lessons. Technical Resource Series 2. UN-REDD Programme Secretariat, Geneva, Switzerland.

<sup>26</sup>The Country Approach to Safeguards Tool (CAST) is an Excel-based, interactive tool designed to assist REDD+ countries in planning activities related to safeguards and safeguard information systems (SIS) in a way that responds to the relevant UNFCCC decisions. The tool is available for download at: [http://www.unredd.net/index.php?option=com\\_docman&task=doc\\_download&gid=12997&Itemid=53](http://www.unredd.net/index.php?option=com_docman&task=doc_download&gid=12997&Itemid=53)

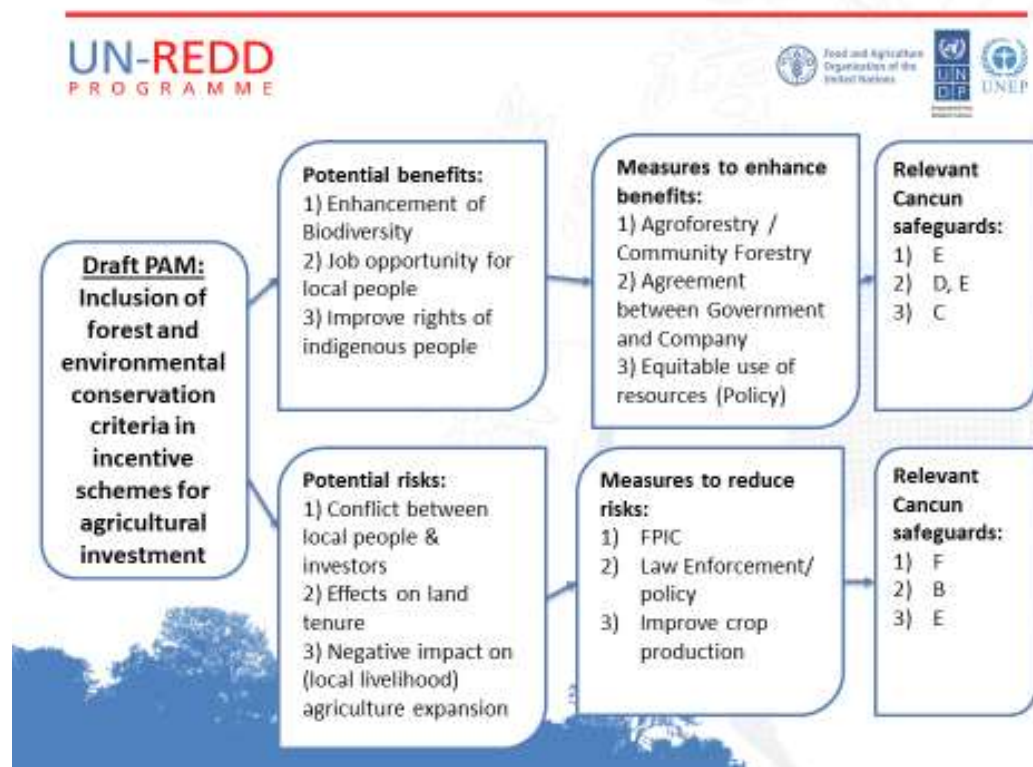
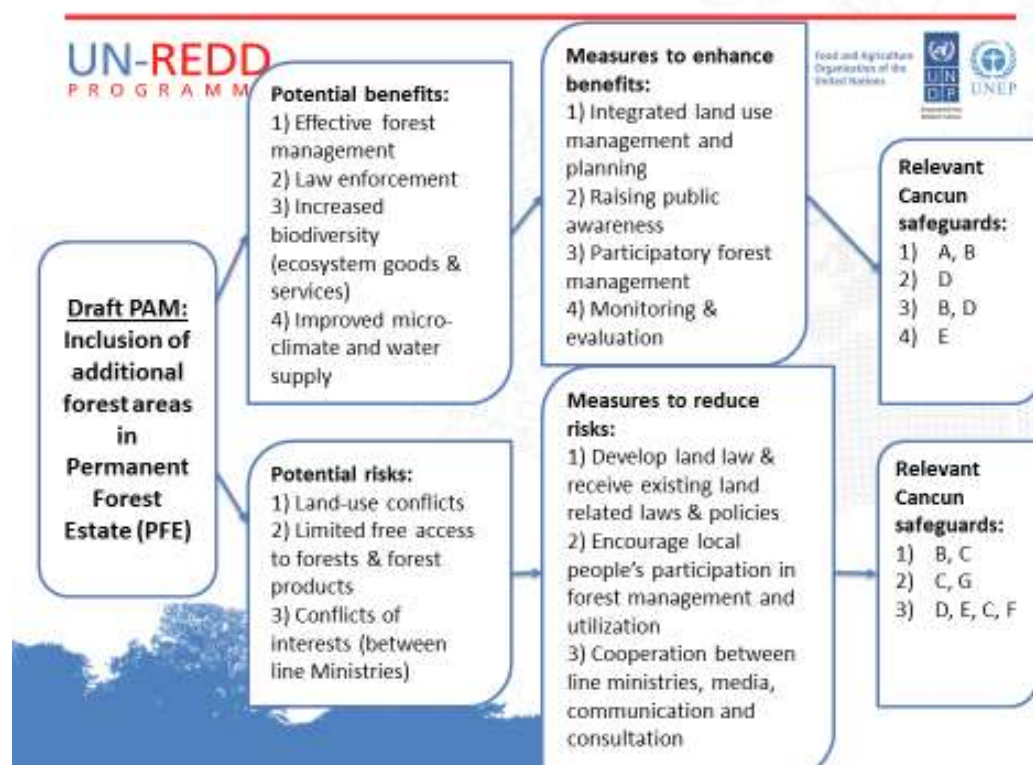
The agenda of the second day focused on the development of concrete inputs to the roadmap, through group discussions on key issues such as goals and scope of the safeguards approach, and timing and identification of stakeholders for prioritized activities. The final session included reviewing a first draft of the roadmap document, which had been drawn up on the basis of the suggested roadmap components discussed during the TWG meeting and the outcomes of the group work.

The basic elements of the draft roadmap were agreed by the participants, including a suggested set of goals for the national safeguards approach, a suggested scope, lists of past/ongoing relevant activities, and proposed future activities and timeframes. It was agreed that the UN-REDD team would complete the draft based on the discussions, and the full text would be shared with the participants for their review. It was also agreed that the roadmap should be considered a working document that may be revised at a later stage if needed.

## A.2 Results of the individual working sessions held at the workshop

The main output of the roadmap workshop was the matrix of prioritized activities, actors and timelines that formed the basis for the table presented in section 6 of this document, and was subsequently completed with input from the working groups that discussed the different main tasks in more detail.

The original worksheet and flipchart notes taken during the group work sessions are reproduced below. All of the group work results were presented back to the other participants for comments, and in some cases adjustments were made to the suggestions coming from the group work during the final discussion of content for the roadmap that is reflected in this document.



**Draft PAM:  
Substantial  
increase of  
fuelwood  
plantations  
in the  
Central Dry  
zone**

**Potential benefits:**

- 1) Support fuel and energy for basic needs
- 2) Save time consumption and labour
- 3) Create space for relaxation
- 4) Protect soil against erosion

**Measures to enhance benefits:**

- 1) Use of efficient stoves
- 2) Provide livelihoods training
- 3) Management of selected species

**Relevant Cancun safeguards:**

- 1) A, E
- 2) E, D
- 3) E

**Potential risks:**

- 1) Losses of biodiversity (growing in natural forest)
- 2) Land tenure conflict
- 3) Dissemination of other (non-native) species
- 4) Reversal due to lack of sufficient management

**Measures to reduce risks:**

- 1) Appropriate site selection
- 2) FPIC
- 3) Grow local species
- 4) Training for capacity building and extension

**Relevant Cancun safeguards:**

- 1) E
- 2) C
- 3) C
- 4) F, D

**Draft PAM:  
Establish a  
scheme for  
'payment  
for  
ecosystem  
services'  
(PES) in up-  
river areas**

**Potential benefits:**

- 1) Clean water and soil erosion control
- 2) Improve aquatic ecosystems and biodiversity
- 3) Increase income for downstream people from fishery & agro-sector, upstream area people from forest products & payment

**Measures to enhance benefits:**

- 1) Improve water way & soil erosion control (conservation work)
- 2) Enforce by traditional & village rules (local leader e.g. Monk)
- 3) Maximum sustainable yield/ smart agriculture practices

**Relevant Cancun safeguards:**

- 1) E, D
- 2) C
- 3) E, B

**Potential risks:**

- 1) Less sedimentation – downstream areas need more fertilizer inputs (Agro-residue risk, GHG from agriculture)
- 2) Loss of land utilization in upstream area
- 3) Conflict of interest around benefit sharing (local elite exploitation)

**Measures to reduce risks:**

- 1) Regulation for fertilizer utilization for specific soil type
- 2) Respect customary rights
- 3) FPIC (all inclusive participation for decision making)

**Relevant Cancun safeguards:**

- 1) G, D
- 2) C
- 3) D



## Notes from discussion on relevant safeguards requirements beyond those of the UNFCCC

### Group 1

- 7 Cancun Safeguards are good enough for Myanmar REDD+
- How to implement effectively and efficiently is more important than addition to safeguards (Coordination & Collaboration)

### Group 2

Gender Equality

### Group 3

- National Forest Master Plan – 30 years
- District Forest Management Plan – 10 years
- Myanmar Rehabilitation & Restoration Plan – 5 years (phase I) -> 5 years (phase II)
- Habitat Restoration Plan – 10 year (Biodiversity Conservation)
- (c) e.g. National Land Use Policy (ongoing), National Land Law

## Notes from discussion on other relevant initiatives in Myanmar

### Group 1

Situational Analysis -> Explore Guidance -> Develop Mechanism

### Group 2

- Review Forest Law
- Forest Policy
- Community Forestry Instruction (CFI) (2016)
- National Land Use Policy
- Review National Environmental Policy
- Environmental Conservation Law & Rules
- EIA Procedures
- Guidelines on Public Participation in EIA Processes (Draft)
- National Sustainable Development Strategy (2009)
- Agenda 21 (1997)
- Investment Law (2016)
- Umbrella Law (Draft)
- Ethnic Rights Protection Law (2015)
- NSPAW

### Group 3

- FLEGT
- TLAS
- EITI
- Rural Development Framework
- VPA (Voluntary Partnership Agreement)
- National Energy Master Plan



- National Biodiversity Strategy and Action Plan

#### Group 4

1. Enviro-Safeguards by ECD
2. Guideline for public participation
3. MTLAS
4. National forest master plan
5. Myanmar forest policy
6. Water policy
7. National Strategy for Advancement of Women (2013 - 2022)
8. Myanmar Environment Policy (1999)
9. Community Resilient Framework
10. National Climate Change Strategy and Action Plan
11. Second National Communication
12. Nationally Determined Contributions

#### Notes from discussion on goals and scope of Myanmar's safeguards approach

##### Group 1

<b><i>Suggested goals</i></b>	<b><i>Suggested scope</i></b>
<ul style="list-style-type: none"> <li>- To ensure the sustainability of natural resources, ultimately forest, and contribute to sustainable development and support forest governance</li> <li>- To minimise the potential impacts of REDD+ and to improve the socio-economic condition/livelihoods of local communities, whilst strengthening land and forest tenure</li> <li>- To contribute to climate change commitments</li> </ul>	All REDD+ activities

##### Group 2

<b><i>Suggested goals</i></b>	<b><i>Suggested scope</i></b>
<ul style="list-style-type: none"> <li>- To support the development policy, including social/economic/ environmental pillars</li> <li>- To promote REDD+ activities following the national REDD+ strategy</li> <li>- Compliance with the safeguards frameworks of possible development partners (e.g. GCF)</li> </ul>	All government policies and measures that relate to specific environmental services from forests

## **Stakeholder engagement**

### **1. Identifying**

Lead: TWG for stakeholder engagement and safeguards; others: REDD+ Taskforce; line ministries, private sector (forestry related entrepreneurs); community; ethnic, women; new: youth; academic sector (professors, researchers), PMP, Parliamentary Member

### **2. Building capacity on safeguards (start as soon as possible, prioritize)**

### **3. Information on benefits and risks (short- and medium-term task)**

### **4. Feeding into safeguards approach: through TWG; in line with above timings, medium term**

## **Benefits and risks assessment**

Lead organization: MONREC

Involved:

- Forest & land use related ministries;
- Administration department; agriculture, livestock and irrigation; ECD; co-operative department; SME – Small and Medium-sized Enterprise; ministry of social welfare, relief and resettlement;
- CSOs + NGOs, local communities (should identify specific ones, ethnic, women, youth)
- National ethnic armed groups?
- Regional governments
- Members of parliament

Timeline: Sub-national 6 months to 1 year; national 2 years

## **PLR assessment**

Team: TWG, Task Force

Line Ministries, Stakeholder Representatives, Members of Parliament

Stakeholders:

### Forest

#### **1. MERN Network**

#### **2. FSWG Network**

#### **3. LCG - Land Core Group**

#### **4. POINT**

#### **5. Metta Development Foundation**

#### **6. CFNWG**

#### **7. FLEGT**

#### **8. EITI**

9. MFPMF

10. CHRO

Union of Myanmar Federal Chamber of Commerce and Industry (UMFCCI)

BUDGET – Budget Department

Land

1. LIOH

2. LCG

3. MRLG

4. FLU

5. TNI

6. POINT

7. Metta

8. CHRO

Line Ministries:

1. MOALI

2. MONREC (Leader)

3. Union Attorney General's Office

4. MOHA

5. MOEA

6. MOPF (DICA)

7. MOEE

8. MOC

9. YCDC/MCDC

10. Ministry of Industry

11. Parliament members

12. MSW

13. Ministry of Education

14. Ministry of Health

Inform: Network members, relevant staff, Parliament affairs committees, DICA

Involve: The whole team member

Check Draft: Technical consultants (local), the whole team

## **Safeguards clarification**

Lead Organization:

Technical Working Group -> Central committee (focal ministry (or) President's office)

Involve:

- PM – Parliamentary Member
- Relevant Department (Gov. Sector)
- CSO
- NGOs, INGOs
- Indigenous peoples' groups
- Private sector
- Ethnic Armed Groups (if applicable depending on peace agreement)

Inform:

- Military
- Ethnic Armed Groups (if applicable depending on peace agreement)
- Religious leaders

Timing: 2 years

## **Information systems assessment**

Who should be involved:

- i. Lead FD, ECD
- ii. DALMs / Fishery & livestock
- iii. Central Statistical Organization
- iv. General Administration Department (GAD)
- v. DSW (Department of Social Welfare)
- vi. Mol (Ministry of Information)

NGOs/CSOs: Point / Chin Human Rights Organization

Private Sector (providing info + informed), Chamber of Commerce

e.g. CO's making land-based investments

Timeline: just after defining safeguards

### A.3 Agenda of the workshop and pre-meeting

<b>28 March – Pre- workshop meeting with members of TWG on Stakeholder Engagement and Safeguards for REDD+ (morning); CAST session (afternoon)</b>		
<b>Time</b>	<b>Session</b>	<b>Person in Charge</b>
8:30 am	Registration	
9:00 – 9:10 am	Welcome remarks & overview of objectives	Franz Arnold, Chief Technical Advisor (CTA), UN-REDD Programme Myanmar
9:10 – 9:20 am	Introduction and overview on planned safeguard work in the REDD+ programme of Myanmar	Franz Arnold, CTA
9:20 – 9:40 am	The REDD+ Safeguards: <ul style="list-style-type: none"> <li>- Why use safeguards and what are the Cancun Safeguards</li> <li>- Safeguards requirements</li> </ul>	Cordula Epple, UNEP-WCMC
9:40 – 9:50 am	Q&A	
9:50 – 10:05 am	<i>Tea break</i>	
10:05 – 10:25 am	The country approach to safeguards and potential steps in Myanmar	Charlotte Hicks, UNEP-WCMC
10:25 – 10:45 am	Introduction to CAST <sup>27</sup> and next steps	Cordula Epple, UNEP-WCMC
10:45 – 11:45 pm	Q/A discussion, identifying gaps and priorities for the workshop, exploring possible adjustments to workshop plan if necessary Who will stay in core group? Look at workshop agenda	
11:45 – 12:30	Introduction to draft REDD+ strategy stakeholder engagement plan and discussion	Min Soe, UNDP
12:30 – 12:35	Closing remarks of pre- workshop meeting, release of participants	Khin Hnin, National Programme Coordinator UN-REDD
12:35 – 1:30 pm	<i>Lunch</i>	
1:30 – 3:30 pm	CAST session	TWG members, UNEP-WCMC, PMU
3:30 – 4:45 pm	Preparation/adaptation of workshop materials in the light of results of the pre-meeting	UNEP-WCMC, PMU
<i>End of Day</i>		
<b>29 March – Workshop on REDD+ Safeguards Roadmap Development Day 1</b>		
<b>Time</b>	<b>Session</b>	<b>Person in Charge</b>
8:30 am	Registration	
<b>Session 1: Welcome and Introduction</b>		
9:00 – 9:15 am	Welcome remarks	Director General, Forest Department
9:15 – 9:30 am	Workshop programme and expected outcomes	National Programme Coordinator UN-REDD

<sup>27</sup>Country Approaches to Safeguards Tool

9:30 – 9:40	Photo session	
9:40 – 10:00	Tea break	
	Expectations for the workshop / key questions – post-its	
<b>Session 2: Introduction to the REDD+ Safeguards</b>		
10:00 – 10:20 am	Available information on safeguards and related approaches in Myanmar	Dr. Thaung Naing Oo, Director, Forest Research Institute
10:20 – 10:40 am	<ul style="list-style-type: none"> <li>- Development of REDD+ safeguards in Myanmar (results of ITTO project, FRI)</li> <li>- Environmental and Social Impact Assessment, ESIA, for land use investment projects in Myanmar</li> </ul>	Environmental Conservation Department
10:40 – 11:00 am	Introduction to the REDD+ Safeguards: why use safeguards and what are the Cancun Safeguards	Cordula Epple, UNEP-WCMC
11:00 – 11:10 am	Q&A	
11:10 – 12:10 am	Exercise: risks and benefits of REDD+ and how they relate to the Cancun safeguards	Charlotte Hicks, UNEP-WCMC & group facilitators
12:10 – 12:40	Report-back and discussion	Group facilitators & rapporteurs
12:40 – 1:40 pm	Lunch	
<b>Session 3: Safeguards requirements and the country approach</b>		
1:40 – 2:05 pm	What are the requirements related to safeguards for REDD+ countries under the UNFCCC, and what other safeguard requirements could be relevant for the country?	Cordula Epple, UNEP-WCMC
2:05 – 2:25 pm	Introduction to country approaches to safeguards and potential steps in Myanmar	Charlotte Hicks, UNEP-WCMC
2:25 – 2:45	Q&A	
2:45 – 3:30 pm	Group discussion/brainstorm: <ul style="list-style-type: none"> <li>- What other safeguards requirements beyond those of the UNFCCC are potentially relevant for Myanmar?</li> <li>- What other initiatives in Myanmar are relevant to developing its safeguards approach?</li> </ul>	UNEP-WCMC & group facilitators
3:30 – 3:45 pm	Coffee/tea break	
3:45 – 4:15 pm	Summary/discussion of results	
<b>Session 4: Wrap up</b>		
4:15 – 4:45 pm	Quiz by group—safeguards and safeguards requirements	UNEP-WCMC & PMU
4:45 – 4:50 pm	Closing of day	National Programme Coordinator, UN-REDD programme
<i>End of Day</i>		
<b>30 March – Workshop on REDD+ Safeguards Roadmap Development Day 2</b>		
<b>Time</b>	<b>Session</b>	<b>Person in Charge</b>
9:00 – 9:15 am	Recap from day 1 & overview of plans for day 2	NPC UN-REDD Programme
<b>Session 1: Goals and scope of the safeguards approach</b>		
9:15 – 9:35	How to define goals and scope of a country's safeguards approach – general considerations and examples from other countries	Cordula Epple, UNEP-WCMC

9:35 – 10:15	Group discussion / brainstorm on relevant considerations for determining the goals and scope of Myanmar's safeguards approach	UNEP-WCMC & group facilitators
10:15 – 10:30	Report back	Group facilitators and rapporteurs
10:30 – 10:45 am	Tea break	
<b>Session 2: Safeguards roadmap – stock take of existing activities and priorities for next steps</b>		
10:45 – 11:00	Purpose and possible content of the safeguards roadmap	Charlotte Hicks, UNEP-WCMC
11:00 – 11:45	Recap on country approach to safeguards, presentation of the CAST tool, and key results of an initial application of the tool for Myanmar	Cordula Epple, UNEP-WCMC
11:45 – 12:30	Plenary discussion of initial CAST results – prioritization of issues to address in Myanmar's safeguards roadmap, any gaps	UNEP-WCMC & PMU
12:30 – 1:30 pm	Lunch	
<b>Session 3: Safeguards roadmap – finalization</b>		
1:30 – 2:30	Joint drafting of content for the roadmap, including consideration of timing and responsibilities for tasks	UNEP-WCMC & PMU
<b>Session 4: Wrap up</b>		
2:30 – 3:00	Workshop recap – going back to record of participants' expectations and workshop goals, and consideration of any outstanding issues that were marked for follow-up during discussions	UNEP-WCMC & PMU
3:00 – 3:20 pm	Tea break	
3:20 – 3:30 pm	Workshop evaluation	
3:30 – 3:40 pm	Closing remarks	NPD UN-REDD Programme

## A.4 Lists of Participants

### Pre-meeting with TWG-SES, 28 March

No.	Name	Organization/Ministry
1	U Lar Sai	Naga CSOs
2	U Wanna	TNGL/KCWG
3	Daw Nyein Aye	SSID (MOALI)
4	Mr. Michael	CHRO
5	Moses Htun Salai	CHRO
6	Daw Theingi	FSWG
7	Daw Thein Htwe	DOSW
8	U Min Lwin	DOP, MOALI
9	U Khin Maung Latt	Metta Development Foundation
10	U Si Thu Aung	Forest Department
11	U Phyo Thu	MERN
12	U Aung Myo Sett	GAD/MOHA
13	U Pyae Phyo Maung	POINT
14	U Myo Ko	POINT
15	Daw May Zun Phyo	FOW
16	Mr. Franz Arnold	UN-REDD
17	Daw Khin Hnin Myint	UN-REDD
18	U Min Soe	UN-REDD
19	Kyaw Min Aung	UN-REDD
20	Ms. Charlotte Hicks	UNEP-WCMC
21	Ms. Cordula Epple	UNEP-WCMC

### Roadmap Workshop, 29-30 March

No.	Name	Title	Organization
1	U Khin Maung Latt	National Agri & Forestry Sector Coordinator	Metta
2	Naing Lin Oo	Project Assistant	FREDA
3	Daw Patricia Wai	Coordinator	KMSS
4	U Zaw Han	Chairman	EGG
5	U Min Thiha Zaw		BANCA
6	Daw Thein Htwe	Staff Officer	Department of Social Welfare
7	U Ngwe Thee	Assistant Director	Forest Department
8	U Hla Myo Aung	Assistant Director	Forest Department
9	U Wana	Assistant Manager	KCWG
10	UMoses Htun Salai	Logistic Officer	CHRO
11	U Myo Min	Advisor	MFPMF
12	Daw Kay Khne Tint	Fishery Officer	Department of Fishery
13	Daw May Zun Phyo	Project Assistant	FOW
14	U Kyaw Min Thein	Deputy Director	Forest Department
15	Daw Aye Min Thin	PO	Planning Department
16	U Myo Ko	Programme Manager	POINT



17	U Pyae Phyo Maung	Volunteer	POINT
18	U Phyo Thu	Programme Officer	MERN
19	Mr. Franz Arnold	TS	UN-REDD
20	Daw Ei Theint	Deputy Staff Officer	DoA, MOALI
21	U Min Lwing	Assistant Director	DoP, MOALI
22	Dr. Yuya Aye	Staff Officer	FRI
23	Dr. Chaw Seing	Staff Officer	FRI
24	U Thet Nay Tun	Range Officer	Forest Department
25	U Saw Daniel	Assistant Director	Forest Department
26	U Aung Chein	Director	Forest Department
27	U Mg Myo Chan	BoD	ACS
28	U Ma Nge	Secretary	ECFD
29	U Kyaw Zin Htike	Manager	EGG
30	U Wei Phyo Oo	Staff Officer	DZDG
31	U Kyaw Htay	Director	Forest Department
32	U Kyaw Min Aung	Programme Assistant	UN-REDD
33	Daw Aye Chan May	Range Officer	FRI
34	U Toe Tet Zay Ya	Technician	ALARM
35	U Salai Yan Naung Tun		CSO
36	U Man Yaw Han		CSO
37	U Chit Hnin Oo	Junior Engineer	Mining Department
38	Daw Su Mon San	Range Officer	FRI
39	U Zaw Moe	Project Assistant	NAG
40	U Khun Win Shane Myat	Secretary	FLU
41	U Mg Oo	Assistant Director	Department of ethnic rights
42	U Min Soe	SE Officer	UN-REDD
43	Daw Nway Mon Aung	Range Officer	FRI
44	Daw Kyi Phyu Aung	Range Officer	FRI
45	Dr. Nyunt Khaning	Staff Officer	FRI
46	U Pyae Phyou Mg	Range Officer	FRI
47	Daw Aye Thida Naing	Assistant Director	Budget Department
48	U Aung Myint	General duty	REAM
49	Daw Khaing Lwin	Range Officer	Forest Department
50	U Phone Htut	Staff Officer	Forest Department
51	U Phyo Wai Kyaw	Volunteer	MFA
52	Daw Yi Cho	Staff Officer	ECD, MONREC
53	U Lar Sai	Volunteer	Naga CSO
54	Mr. Michael	Researcher	CHRO
55	U Khun Min Htike	Staff Officer	ECD, MONREC
56	Ms. Marie Claire	DRR Specialist	UNICEF
57	U Yar Zar Myo Thant	Assistant Director	DALMS
58	Daw Aye Win	Director	UAGO
59	Dr. Thaung Naing Oo	Director	FRI-FD
60	Mr. Craig Beatty	Programme Officer	IUCN
61	Daw Theingi	Policy Officer	FSWG
62	Ms. Li Jia	FLR Coordinator	IUCN
63	Ms. Charlotte Hicks	Programme Officer	UNEP-WCMC
64	Ms. Cordula Epple	Senior Programme Officer	UNEP- WCMC