



MINISTRY OF ENVIRONMENT
AND TOURISM



SOCIAL INCLUSION AND GENDER DYNAMICS FOR REDD+ SYNTHESIS

UN-REDD Mongolia National Programme

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BACKGROUND

a) Objectives of the synthesis

This synthesis presents key findings and recommendations from a study of the “Analysis of Social Inclusion and Gender Dynamics for REDD+ in Mongolia”. It is intended to encourage policy discussion in the environment sector and concurrently, contribute to improve policy coordination and implementation on the same topics across other sectors.

b) REDD+ in Mongolia

As a signatory to the United Nations Framework Convention on Climate Change’s (UNFCCC) Paris Agreement (2015), Mongolia has shown its commitment and potential to reduce its forest carbon emissions and enhance and sustainable forest management and carbon stocks by becoming a partner country of the UN-REDD Programme in June 2011.

The UN-REDD Mongolia National Programme (NP) supports the Government of Mongolia to meet the REDD+ requirements set out in the UNFCCC Warsaw Framework in order to access results-based payments. Current efforts seek to align the national REDD+ strategy with related sector policies such as Mongolia’s Sustainable Development Vision (2016), State National Programme on Food and Agriculture (2015), State Policy on Mineral Resources (2014), and Green Development Policy (2014). The NP also makes significant effort to promote social inclusion and gender aspects in its programme design, implementation and monitoring and evaluation, particularly in relevant REDD+ thematic areas such as safeguards, stakeholder engagement, drivers of deforestation and forest degradation and barriers to sustainable management of forests and carbon stock enhancement, forest governance and land tenure.

c) Social inclusion and gender dynamics in REDD+

The NP recognizes men, women and youth as a key change agents for the long term success of REDD+. Due to social, economic, cultural inequalities and regulatory impediments, men, women, poor and vulnerable people continue to experience exclusion that limits their ability to participate fully, contribute to and benefit from REDD+ actions. Furthermore, different roles, rights and responsibilities between women and men in forest resource use can lead to different outcomes. Activities that are impervious to these differences can worsen existing social and gender inequalities. As such, improving gender and social inclusion can lead to increased efficiency, efficacy and sustainability¹ of REDD+ actions introduced in Mongolia.

¹The Business Case for Mainstreaming Gender in REDD+. 2011. UN-REDD Programme.

KEY FINDINGS

d) Policies, laws and regulations for social inclusion of men, women and youth

The Constitution of Mongolia (1992) states that “Men and women have equal rights in the political, economic, social, cultural life and family relations...everyone shall be free from any types of discrimination...” (Article 16 and 14). This intent is reflected in the country’s numerous policies, laws and regulations such as its Sustainable Development Vision (2030), Green Development Policy (2014), Law on Promotion of Gender Equality (2011), Law on Forest (2012) and Law on Land (2002). In addition, Mongolia is also signatory to international human rights treaties notably the International Convention on the Elimination of All Forms of Racial Discrimination; International Covenant on Civil and Political Rights; International Covenant on Economic, Social and Cultural Rights as well as the Convention on the Elimination of All Forms of Discrimination against Women.

While its policies, laws and regulations do not discriminate between men and women from different backgrounds, there are barriers and challenges in effective implementation and enforcement. A series of interconnected barriers identified in the study are a lack of methodology to mainstream social and gender considerations into sector specific policies and programmes, with the exception of the Environment Sector Gender Strategy, leading to sector-based sex-disaggregated data that are not consistently available. Furthermore, while capacity building initiatives are plentiful, these have not been able to keep up with the high turnover of trained government officials.

e) Social inclusion and gender dynamics for proposed REDD+ policies and measures in Mongolia

Based on a review of current social and gender trends, and provisions in its policies, laws and regulations, Table 1 below presents an analysis of the extent to which proposed policies and measures (PAMs) for REDD+ in Mongolia are socially inclusive and gender responsive. It highlights potential gaps and risks that may arise if corrective actions are not taken before the finalization and adoption of the PAMs.

Table 1: Analysis of PAMs from the context of social inclusion and gender responsiveness

PAM	Key activities	Results of social inclusion and gender responsive analysis
PAM 1: Reduced Forest Degradation and Increased Resilience to Forest Fire	Activity 1.1: Implement a nationwide program of deadwood cleaning and sustainable forest harvesting / thinning to remove dead wood to reduce forests fire risk, enhance ecosystem health, provide materials for industry and reduce vulnerability of the forests to fire risk	<ol style="list-style-type: none"> 1) Risks of some ethnic minority groups, especially herders excluded from participating in this program because customary tenure rights on forest and forest products are not formally recognized. This could lead to conflict between commercial entities and the local herders. 2) Weakness in information sharing could lead to lack of equal participation resulting in loss of financial opportunities for disadvantaged ethnic and non-ethnic men, women and youth. 3) Lack of coordination between local environment and social protection departments could result in exclusion of ethnic, unemployed youth and women who should benefit from the programme. 4) MET gender sub council and the gender focal points may have limited capacity to implement environment sector gender strategy as well as gender awareness among staff members of forest and natural resource management remains limited and functions are inactive. Thus, efforts by decision makers, with limited understanding of gender issues could lead to this program being gender blind without careful consideration of men, women and different social groups needs and priorities.
	Activity 1.2: Develop and conduct behavior change and awareness raising for community groups, and other identified fire-causing parties, to reduce the incidence of anthropogenic caused forest fires	<ol style="list-style-type: none"> 1) Risk that such activities and the associated monitoring and evaluation tools for behavior change will not be gender sensitive or socially inclusive. Women's educational roles should be reflected in behavior change. To promote success of such awareness raising activities, it is important to understand cultural sensitive awareness raising tools for different social groups mindset and culture. 2) Lack of understanding about the different roles of men and women in fire-causing, prevention and management could lead to awareness raising activities that are gender blind.

PAM	Key activities	Results of social inclusion and gender responsive analysis
	Activity 1.3: Increase forest fire protection and control patrols and monitoring in high risk / vulnerable areas	<ol style="list-style-type: none"> 1) Ethnic minorities of working age population, and unemployed youth could be key stakeholders for the implementation of this activity but they may be marginalized. There may be unwillingness to participate because of additional workload and responsibilities, high dependency on social welfare and allowance such as child money, mistrust in local administration and limited access to information. This is particularly relevant to youth. These types of activities are generally carried out by men, while women are more involved in raising awareness for these activities. It is unclear whether these differences in roles and responsibilities are based on preferences or informed by culture and norms. 2) These types of activities are generally carried out by men, while women are more involved in raising awareness. It is unclear whether these differences in roles and responsibilities are based on preferences or informed by culture and norms.
PAM 2: Reduced Forest Degradation and Increased Resilience to	Activity 2.1: Improve the resilience of forests to forest pest insect outbreaks, through improving forest health by forest thinning, deadwood cleaning and silvicultural management practices.	<ol style="list-style-type: none"> 1) People, particularly those more vulnerable (e.g. women, ethnic minorities) may lack silvicultural management skills. Current participating agencies and stakeholders for this activity do not reflect social inclusion and gender equality concerns. 2) Weakness in information sharing could lead to lack of equal participation resulting in loss of financial opportunities for disadvantaged ethnic and non-ethnic men, women and youth.

PAM	Key activities	Results of social inclusion and gender responsive analysis
insect pests and pathogens		<ul style="list-style-type: none"> 3) Lack of access to financial support to carry out forest thinning and deadwood cleaning activities. 4) Limited gender awareness among local Environmental and Tourism departments, and gender mainstreaming functions are inactive. The design of the programme could be a gender blind without careful consideration of men, women and different social groups needs and priorities.
PAM 3: Climate change resilience & ecosystem health improved through sustainable forest management in enterprise and forest user group management	Activity 3.1: Develop and implement a long-term sectoral plan for commercial thinning, sustainable harvesting and deadwood removal in production forests	<ul style="list-style-type: none"> 1) High likelihood of gender stereotypes in how roles and responsibilities are divided. It also reveals that there is currently no legal or formal recognition for informal tenure rights. As such, some communities or ethnic groups may be excluded from these plans and programs. 2) Weakness in information sharing could lead to lack of equal participation resulting in loss of financial opportunities for disadvantaged ethnic and non-ethnic men, women and youth. 3) Non-forest user groups and those without formal recognition for informal tenure rights may be excluded. 4) Limited gender awareness among local Environmental and Tourism departments and gender mainstreaming functions are inactive. The design of the programme could be a gender blind without careful consideration of men, women and different social groups needs and priorities.
	Activity 3.2: Develop and implement a program of pre-commercial thinning and forest management under Forest User Groups	
	Activity 3.3: Strategically locate and construct new roads to facilitate sustainable forest harvesting, implement strategic thinning and deadwood cleaning, and improve the accessibility for forest protection and management activities	<ul style="list-style-type: none"> 1) Ignorance of different needs, priorities of social groups could affect ethnic, youth and women's dependency on forest such as collecting nuts and berries for livelihood. 2) No coordination among sectors such as labor and social protection and Environment and Tourism departments to share upcoming programmes and exchange of data and information to address inclusion and gender equality issues.

PAM	Key activities	Results of social inclusion and gender responsive analysis
		<p>3) Unwillingness of respective sectors to improve coordination and implementation of inclusive and gender sensitive mechanisms.</p> <p>4) This activity could have significant positive impact on the roles of women, but currently, they are generally less involved in decision-making. They also do not always attend meetings because of heavy household responsibilities.</p> <p>5) These roads could also affect areas that are customarily used for grazing. Since this is not formally recognized, communities that are reliant on these areas could be affected if new roads are constructed through these grazing lands.</p>
	Activity 3.4. Develop and implement guidelines for sustainable forest management (e.g. certification), including reduced impact logging, road construction and sustainable harvesting	<p>1) Lack of understanding about the different roles of men and women could lead to design of guideline for sustainable forest management that are gender blind with high risk of exclusion of disadvantaged groups.</p>
PAM 4: Increase effectiveness of tree planting	Activity 4.2: Improve local planning and community-based agreements for tree planting regimes in areas of high anthropogenic disturbance	<p>1) High risk of exclusion of disadvantaged groups in the planning and implementation processes of any policies and programmes. Conflict with herders over access to designated areas for regeneration because tenure rights are not formally recognized.</p>

PAM	Key activities	Results of social inclusion and gender responsive analysis
and restoration regimes and build resilience to climate change		<p>2) Community participation is weak for local planning and implementation. Local communities are not used to actively participate in decision making and community development actions because of the weak system for information sharing and consultations.</p> <p>3) Poor coordination among the sectors (forestry, labor and social protection) amplifies existing lack of information sharing. It could lead to over inclusion of one group and exclusion of other groups.</p> <p>4) Unequal gender participation in decision-making may result in agreements that are not conducive for both men and women.</p>
	Activity 4.3: Establish increased planting cost-norms and performance-based incentives and penalties for tree planting by enterprises, forest user groups and management units.	1) Lack of understanding about the importance of social inclusion and gender responsiveness may lead to decisions on performance based incentives and penalties that are detrimental to women because of lack of decision making roles. Performance based incentives that do not consider customary practices may erode social and religious /spiritual values.
	Activity 4.4: Carry out natural regeneration and/or planting of native tree species, in degraded forest or poorly stocked forest areas, especially in areas of high ecosystem service provision	<p>1) Lack of understanding about the different roles between men and women could lead to design of regeneration/planting activities and agroforestry activities models and tools that have an unequal gender impact.</p> <p>2) Poor coordination and information exchange such as limited data on specific population groups between relevant sectors, e.g employment, enterprise development and agroforestry could lead to unequal distribution of the financial benefits from regeneration and agroforestry.</p>
	Activity 4.5: Develop and implement agroforestry models for ecosystem protection and income generation.	

PAM		Key activities	Results of social inclusion and gender responsive analysis
PAM 5: Maintain and enhance ecosystem services (for biodiversity, permafrost, water resources and soil) through enhanced forest protection & conservation strategies		Activity 5.1: Increase protected area network (national, aimag, soum) by identifying and establishing corridors, priority watershed conservation areas, community conservation areas	<ol style="list-style-type: none"> 1) Social groups such as youth, ethnic minority groups may not be contracted to manage protected area buffer zones due to poor dissemination and distribution of relevant information. This could lead to conflicts on land and resource utilization that are related to unfair distribution and uncertainty of coordination and utilization of resources. 2) Increase protected area network (national, aimag, soum) by identifying and establishing corridors, priority watershed conservation areas, community conservation areas
		Activity 5.2: Improve community user group management in protected area buffer zones and expand number of co-managed conservation areas	
		Activity 5.3: Develop and implement watershed protection plans for the Khangai and Khentii watersheds	<ol style="list-style-type: none"> 1) The action plan may not include social inclusion and gender sensitive tools leading to lack of community participation for planning and implementation. 2) Lack of effective collaboration among respective local administration e.g Environmental department and labor and social protection may lead to conflict with other land use plans may disproportionately affect different community groups.

PAM	Key activities	Results of social inclusion and gender responsive analysis
	Activity 5.4: Support protected areas and co-managed protected areas through building capacity and improved monitoring, and adaptation, water resources management and livelihood opportunities for surrounding communities	<ol style="list-style-type: none"> 1) Weakness in information sharing could lead to lack of equal participation resulting in loss of livelihood opportunities for disadvantaged ethnic and non-ethnic men, women and youth 2) Lack of recognition for different capacity building needs between men and women could lead to unequal distribution of responsibilities to support protected areas. Women may face additional burden due to higher responsibilities for household work.
PAM 6: Enhanced legal framework and capacities for dealing with illegal logging	Activity 6.1: Improved financial incentives for local community groups to participate in forest patrols and illegal activity monitoring and reporting	<ol style="list-style-type: none"> 1) Lack of understanding about the different roles between men and women could lead to design of activities that under utilize contribution from men and women leading to unequal distribution of financial incentives. 2) Long process to disburse financial incentives for reporting illegal activities could discourage local community participation. 3) Lack of confidentiality decrease the number of illegal activities reported.
	Activity 6.2: Change to policy framework and implementation of management strategies and systems allowing sustainable fuelwood harvesting for non-commercial use by households	<ol style="list-style-type: none"> 1) Lack of recognition for different capacity building needs between men and women could lead to unequal distribution of responsibilities in fuelwood harvesting. Women may face additional burden due to higher responsibilities for household work. 2) Women, elderly and children may be disproportionately impacted because of their roles in fuelwood collection and preparation. Policy changes that do not consider women's role may result in loss of income and available fuelwood for household use.
	Activity 6.3: Increase the supply of legally harvested wood from sustainable forest management areas	

PAM	Key activities	Results of social inclusion and gender responsive analysis
	and increase of amount of deadwood harvesting to meet demand in Mongolia	1) Without consultation to identify logging areas, conflict can arise between local community members, logging entities who are given logging permits to log FUG areas.
	Activity 6.4: Develop cooperation mechanisms with border army, justice department and police and in neighboring countries to reduce illegal logging and/or imports	
PAM 7: Initiate sustainable financing mechanisms and mobilize funding for environment sector.	Activity 7.1: Establish and implement 'payment for ecosystem services' (PES) mechanisms for water services/usage by downstream users.	1) Men and women may face restricted access to forest areas. This could create conflict for men and women who rely on these forest areas for food and income. 2) Benefits from PES may be unequally distributed between men and women who are managing the water services because women are rarely involved in decision making.
	Activity 7.2: Develop mechanisms for reporting, monitoring and enforcing the required proportion of natural resource taxes, which are allocated to aimags and inter soums, are spent on environmental activities (as required under Mongolian law)	1) Community participation is weak for local planning and implementation. Local communities are not used to actively participate in decision making and community development actions because of the weak system for information sharing and consultations this could result in loss of financial opportunities for disadvantaged ethnic and non-ethnic men, women and youth
AM 8: Incentives for forest protection and	Activity 8.2: Develop and implement community based livelihood interventions and support community microfinance system for local	1) Women are predominantly involved in tree planting, tree seedling and other tasks for reforestation and community microfinance system. Thus, it can be an advantage to support women's, as well as other marginalized groups living in forests, economic empowerment and access to finance. This can not only benefit and improve livelihood options for women and

PAM	Key activities	Results of social inclusion and gender responsive analysis
management enhanced through development of economic incentives and livelihood opportunities	communities and entrepreneur groups (e.g. forest user groups)	<p>other marginalized groups, but also promote the sustainability of the activity, as it will promote wider stakeholder involvement and inclusion, and thus effectiveness and ownership of the activity as well. However, as women and other marginalized groups face barriers to engagement and involvement, explicit and concrete actions, which target these groups in this activity, will be necessary to ensure that they can access, take advantage of and benefit from such interventions and microfinance options.</p> <p>2) Weakness in information sharing could lead to lack of equal participation resulting in loss of opportunities for disadvantaged ethnic and non-ethnic men, women and youth to access microfinance and economic incentives.</p> <p>3) Ignorance of different needs, priorities of social groups and absence of understanding about importance of including ethnic groups, youth and women may restrict access to these incentives and opportunities.</p>
	Activity 8.4: Develop value chains and interventions for processing of non-timber forest products, fuel options, small scale furniture and crafts for local communities	<p>1) Accessibility to marginalized groups could be limited due to poor information sharing and dissemination.</p> <p>2) Poor and marginalized may not have required skills to start and operate SMEs.</p>

PAM	Key activities	Results of social inclusion and gender responsive analysis
	Activity 8.5: Development and implementation of improved pastureland management and livestock value chains in hotspot areas where forests are affected by grazing'	<p>3) Poor data and statistics of poor and marginalized group disaggregated by age and location combined with poor coordination amongst sectors could lead to women, youth, ethnic minorities needs, priorities may not be well-considered and integrated in the value chains and interventions for processing of non-timber forest products, fuel options, small scale furniture and crafts for local communities.</p> <p>4) Customary use of grazing areas by local herders may be affected because the rights are not formalized.</p> <p>5) Community participation is weak for local planning and implementation. Local communities are not used to actively participate in decision making and community development actions because of the weak system for information sharing and consultations.</p>
PAM 9 Reduced desertification and increased environmental protection in dryland forest ecosystem areas	Activity 9.1: Improved management and enhancement of natural regeneration in existing, degraded dryland forest areas	1) Responsible officers, organizations may ignore or not aware of the social inclusion and gender dimensions to be incorporated in the proposed actions and measures to promote sustainable firewood harvesting techniques.
	Activity 9.2: Protection of oasis and water sources through improved saxaul forest management	2) Poor coordination among the sectors (forestry, labor and social protection) amplifies existing lack of information sharing. It could lead to over inclusion of one group and exclusion of other groups.
	Activity 9.3: Promotion of sustainable firewood harvesting techniques in sensitive areas	3) Customary use of grazing areas by local herders may be affected because the rights are not formalized.
	Activity 9.4: Development of agroforestry and/or non-timber forest products value chains in dryland/saxaul areas	

PAM	Key activities	Results of social inclusion and gender responsive analysis
	Activity 9.5: Reforestation/afforestation scheme in priority desertification areas	
PAM 10: Support private sector & wood-based industry solutions	Activity 10.1: Support wood processing sector through linkage to sustainable supply of wood materials from sustainable harvesting	1) Responsible officers, organizations may ignore or not aware of the social inclusion and gender dimensions to be incorporated to the development of wood based industry. 2) Lack of understanding about the different roles and skills between men and women could lead to design of wood based processes under utilize contribution from men and women. This would discourage women from applying for jobs in wood based sectors. There might also be wage differences because of different level of skills.
	Activity 10.2: Promote technical skills for wood processing sector through training in specialist skills, including furniture and wood product design	
	Activity 10.3: Establish industrial centres of wood production for reduced costs and increased collaboration	
	Activity 10.4: Support the introduction of improved timber processing technologies for development of materials for the development of value-added timber products	

f) Knowledge and capacity gaps

The Law on Promotion of Gender Equality (LPGE) specifies that gender equality concepts should be mainstreamed into policies and legal documents at all levels, and special measures be taken towards building capacity on gender analysis. Consistent with the findings from this study, the evaluation report of the Mid-term Strategy and Action Plan for implementation of LPGE, however, found that implementation is weak mainly due to a high turnover in staff who have been involved or trained in the gender equality. There is also a tendency to view gender equality purely in numbers instead of analyzing different impacts policy design and implementation will have on men and women.

In general, the natural resource and forestry sector lacks clear definitions, tools and indicators for social inclusion and gender equality in the project management, implementation and monitoring and evaluation. Historically, the civil society has also been more focused on environmental protection, forest use and sustainable forest management, and less on gender equality and social inclusion. Thus, programs with strong focus on social inclusion of disadvantaged people in the sector are not prevalent.

KEY RECOMMENDATIONS

This section presents general recommendations² in three categories:

- *Development of the upcoming National Forest and Climate Change Strategy³(NFCCS):* These would be most appropriate for initiation early in the overall life of REDD+ in Mongolia.
- *Implementation of the National Forest and Climate Change Strategy:* These might best follow after the NFCCS has been established and shifts into implementation.
- *Stakeholder engagement mechanisms around REDD+ processes:* These represent stakeholder engagement activities that could occur and could generally be applicable in both the development and implementation phase of NFCCS.

g) Development of NFCCS:

- Improve information, sex and socially disaggregated statistics of groups dependent on natural resource, including forestry to identify target groups that might benefit from the strategy (on forest fire, illegal logging e.g.).
- Develop social inclusion and gender indicators in the monitoring framework of the strategy including of stakeholder engagement indicator: FUG member, forest dependent community member.

² http://reddplus.mn/eng/wp-content/uploads/2017/12/Social-Inclusion-Final_Report_Eng.pdf

³ The National Forest and Climate Change Strategy is a potential policy tool to incorporate policies and measures for REDD+ in Mongolia.

h) Implementation of NFCCS

- Mainstream social inclusion and gender aspects in the upcoming Environmental Sector Gender Action Plan to support implementation of the strategy.
- Develop criteria to promote inclusive participation of men, women and various social groups based on target groups identified.
- Identify target social groups by age, gender, location; specify target number and percentage).
- Consider women and men training needs and skills demand for sustainable forest management and livelihood opportunities for effective integration and benefit from forest related activities. Involve local community members, including those from marginalized groups (e.g. women, youth, ethnic minorities, etc.), in the livelihood opportunities for income generation and small-medium enterprises initiatives.
- Promotion of small scale financial incentives to run silvicultural management practices need to be adapted to the different roles and responsibilities of men and women in these practices.
- Strengthen the implementation of the existing socially inclusive and gender responsive programmes and activities to promote sustainable firewood harvesting techniques, agroforestry and afforestation and replantation schemes through, among others training unemployed and unskilled youths from ethnic and non-ethnic backgrounds.
- Training for Forest User Groups (FUGs):
 - a) Train FUGs to apply inclusive and gender considerations in daily operations.
 - b) Train FUGs in SFM; business planning and management to operate small scale businesses.
- Train women entrepreneurs on business development and management, finance and project management and implementation.

i) Stakeholder engagement mechanisms for REDD+ processes

- Identify key target stakeholders such as men, women and youths from different social groups in relation to each PAM that have roles as beneficiaries, implementers or developers.
- Design and conduct meetings with pre-identified target stakeholders, particularly those more marginalized, such as women, youth, ethnic minorities, etc., to identify focus and improvement areas in REDD+ or strategy development.
- Strengthen the feedback mechanisms between government agencies and CSOs on National Forest and Climate Change Strategy development and implementation. The government should develop clear process to respond to feedback such as independent monitoring results by CSOs.
- Raise policy, decision makers' and implementers' understanding of mainstreaming gender consideration in the environmental policy processes including the forestry sector
- Strengthen procedures and mechanisms to disseminate information to multi-stakeholders at all levels about strategy development and implementation.
- Build capacity and engage CSOs and NGOs to promote and monitor forest policy processes that are inclusive and gender responsiveness by working closely at the grassroots level with community members.



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