



WORKSHOP REPORT: LINKING SOCIAL INCLUSION AND SAFEGUARDS IN THE REDD+ CONTEXT IN MONGOLIA

Mongol-Kuwait Nature Conservation Center, Ulaanbaatar

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UN-REDD
PROGRAMME



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ACRONYMS

ADB	Asian Development Bank
CEDAW	The Convention on the Elimination of All forms of Discrimination against Women
FHH	Female Headed Household
FUG	Forest User Group
GDP	Gross Domestic Product
GDI	Gender Development Index
GII	Gender Inequality Index
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German International Development Agency)
GoM	Government of Mongolia
MET	Ministry of Environment and Tourism
NGDP	National Green Development Policy
NSO	National Statistical Office
HDI	Human Development Index
LPGE	Law on Promoting Gender Equality
LGO	Local Government Office
NCGE	National Committee on Gender Equality
NRM	Natural Resource Management
PEF	Private Enterprises in Forestry
REDD+	Reducing Emissions from Deforestation and Forest Degradation and the role of conservation, sustainable management of forests, and enhancement of forest carbon stocks
SME	Small and Medium Enterprise

BACKGROUND

Reduced Emissions from Deforestation and Degradation (REDD+) under the United Nations Framework Convention on Climate Change (UNFCCC) provides an opportunity to support Mongolia's efforts to reduce deforestation and help to maintain and protect its natural forest. In preparation for REDD+ implementation, and as an effort to mitigate ensuing impacts from REDD+ actions, the Cancun Agreements (Decision 1/CP. 16) of the United Nations Framework Convention on Climate Change (UNFCCC) call countries to address and respect a set of seven safeguards. The UN-REDD Programme's support and tools are designed to enable countries to take a flexible country approach to safeguards that reflects different national circumstances, contexts and capacities in order to respond to the requirements of the UNFCCC on REDD+ safeguards.

Mongolia plans to undertake a series of activities that will develop a country approach to safeguards and lay the foundations for the development of a Safeguards Information System (SIS) that meets UNFCCC requirements in the remaining period of the National Programme. Safeguards under Mongolia's National Programme are considered cross-cutting, forming part of Outcome 2 (on the development of a national strategy/action plan) and Outcome 4 (on the development of a national forest monitoring system and associated activities).

Furthermore, one of the fundamental issues identified during the engagement process in Mongolia is the need to involve disadvantaged groups, including women, ethnic minorities, vulnerable communities, youth, etc. The engagement process can only be effective if there are mechanisms established at the national level and within the provinces for the upcoming Forest and Climate Change Strategy to ensure its sustainability, wherein men, women, youth and ethnic groups are equitably involved in and can benefit from REDD+. This would also respond to one of the safeguards *(d) The full and effective participation of relevant stakeholders, in particular indigenous peoples and local communities, in actions referred to in paragraphs 70 and 72 of this decision.*

WORKSHOP OBJECTIVES

The workshop had three main objectives:

- Provide participants with an initial understanding of the safeguards and their relevance to REDD+ in Mongolia;
- Demonstrate how social inclusion and gender equality are important safeguard considerations; and
- Obtain inputs regarding the next steps for safeguards and social inclusion.

PARTICIPANTS

The workshop was attended by 51 participants (25 women) from government departments, civil society organisations such as NGOs and industry associations, local-level participants from forest user groups (FUGs) and communities, and international projects and agencies. Please see the participants list in Annex 1.

WORKSHOP CONTENT

Please see Annex 2 for the workshop agenda.

1. Introductory session

Opening remarks were given by Chris Dickinson (Chief Technical Advisor, UN-REDD Mongolia Programme), on behalf of Ms Tungalag, the National Programme Director. Chris noted that social inclusion and safeguards are important elements in the development of the Mongolia Forests and Climate Change Strategy, and are interlinked with the 'policies and measures' (PAMs) being designed for forest management.

An **ice-breaker** was facilitated by Altantsooj Bazarvaani (UN-REDD National Consultant on Social Inclusion), where participants introduced themselves at their tables and discussed their expectations for the workshop. These expectations included:

1. Knowledge

- What stage of REDD+ is Mongolia currently in?
- Learn from other countries experience on safeguards.
- Definition/concept of safeguards and how it links to policy.
- Learn more about best practices in social inclusion and gender.
- Definitions of social inclusion and gender.
- Understand gender issues in natural resource management.

2. Participation

- Participation and roles of different stakeholders (e.g. communities, FUGs, etc.).
- How can local stakeholders get involved in REDD+ and natural resource management?
- Better ways to collaborate.
- Role of river basin organizations and other authorities in REDD+.
- Relevance for other projects and how to integrate into projects.
- Priorities for improving regulatory framework and how stakeholders can work together.

3. Forest management

- How can local communities and stakeholders address impacts from fire?
- During utilization of forest, what do we need to do from a safeguards perspective?
- What are potential issues/difficulties for REDD+ implementation in Mongolia?
- What is the regulatory framework for forestry and how/what to improve?
- How production forests can be used in sustainable way?

Khishigjargal Batjantsan (Programme Manager, UN-REDD Mongolia Programme) provided an **overview of REDD+ Mongolia**, outlining the five activities of REDD+, its three stages, and the requirements of the Warsaw Framework. He introduced the UN-REDD Mongolia Programme and the ongoing work on the Forests and Climate change Strategy, including main drivers of deforestation and degradation, and some of the draft PAMs to address these drivers, noting that these would include measures to promote adaptation to climate change as well.

Emelyne Cheney (UN Environment Regional Advisor) gave an **introduction to the REDD+ safeguards**, covering the requirements under the UNFCCC and the 7 Cancun safeguards, which are designed to reduce social, environmental and governance risks, and enhance benefits from REDD+. She noted that the safeguards are broad principles applied to the entire country throughout REDD+ implementation, not just to particular projects or geographical areas. Emelyne also outlined the role of the safeguards information system (SIS) and the ‘country approach to safeguards’, which aim to help countries meet the safeguards requirements.



An **introduction to issues of social inclusion and gender dynamics in REDD+** was provided by Altantsooj (UN-REDD National Consultant on Social Inclusion). The assignment will analyse rules, laws and policies for social inclusion of men, women and youth to identify entry points to strengthen and integrate these considerations into REDD+ PAMs, REDD+ stakeholder engagement mechanisms, REDD+ safeguards, and Forest and Climate Change Strategy. Additionally, it will identify responsible parties, outputs, timing and resources needed for each of these entry points. After explaining what social inclusion and gender dynamics are, Altantsooj emphasized that understanding different uses and roles of forest users will help identify and address inequalities in management, decision-making, land ownership, as well as decrease vulnerabilities to environmental degradation among men, women, youth and ethnic groups. Ethnic groups in particular face poor access to information and education. Preliminary reviews of the Sustainable Development Vision 2030, Green Development Policy, Law on Promoting Gender Equality 2011, revealed gaps in knowledge and consistent methodology to integrate social inclusion. Sector coordination in planning, implementation, monitoring and evaluation is also weak.

2. Group exercise

A large portion of the workshop focused on a **group exercise to identify potential benefits and risks, and measures to reduce risks and enhance benefits** (with a focus on social inclusion and gender issues), for two draft REDD+ actions: a) promoting sustainable management of forests by allowing

thinning by FUGs; and b) establishing a programme to supply sustainable and affordable fuelwood to households.

An **introduction to the exercise** was given by O. Bilguun (Governance Officer, UN-REDD Mongolia Programme), outlining the steps and working through two examples: the benefits and risks of moving to the city; and a REDD+ example, the benefits and risks of reforesting degraded forest areas, using native species.

The participants worked in four groups, two groups examining the same PAM. The draft PAMs used in the exercise were:

1. Promoting sustainable forest management, by allowing sustainable thinning by FUGs

- Clarify the legislative framework to allow thinning activities
- Provide training to FUG members
- Ensure that fees for FUGs to use the forests reflect actual benefits generated and protection services provided by the FUG activities.
- Support from Inter Soum Forestry Units to develop forest management plans and subsequent supervision.

2. Establish a programme to deliver affordable and sustainable fuelwood to households

- Government to set up infrastructure to ensure production of sustainable fuelwood, transport it to urban areas and distribute it at an affordable price.
- FUGs and PFE could be contracted to produce a fixed amount of fuelwood to an agreed price per m³ based on the available resources within their area.
- Private companies contracted shall sell the products at a fixed affordable cost.
- Government could subsidize affordable sustainable heating for households. Such a program could also be targeted households with lesser income.

The exercise involved five steps:

1. Make sure everyone in the group understands the draft PAM in question
2. Identify potential benefits and risks that may arise during PAM implementation
3. Link benefits and risks to REDD+ safeguards
4. Identify ways to enhance the benefits and reduce the risks, as well as key actors who would be involved in implementing these ways
5. Swap with the other group working on the same PAM to share the results, and leave comments/questions for the group

One PAM was assigned to two groups, who were asked to identify potential social benefits and risks arising from implementation of the PAM. Group members were actively engaged in identifying and linking those risks and benefits to REDD+ Safeguards. When the tasks were completed, the two groups working on the same PAM were asked to swap with one another to exchange results and comment on each other's work. Similarities, differences were identified by each group, including missed recommendations. The results of the exercise are provided below.

Groups 1 and two: Promoting sustainable forest management, by allowing sustainable thinning by FUGs

The groups consisted of government officers, NGO staff, local community members, members of Forest User Groups (FUGs) and members of the Forest and Sustainable Development Council¹.

Major benefits of the PAM were:

- Income generation and employment opportunities for FUGs
- Increased availability of fuelwood, other wooden products and non-timber forest products
- Increased cooperation between producer, private sector and markets
- Forest status will be improved, e.g. forests may become more healthy/resilient
- Human resources capacity and skills strengthened
- Forest related resources utilized in more efficient way

Major risks of the PAM were:

- Weak legal framework, and unsustainable policies at national and local levels
- Not enough specialized human resource and technical capacity
- Illegal logging increases
- Lack of knowledge among local community and local government makes implementation more difficult
- Increased competition between private sector and FUGs
- Occupational health and safety risks
- Technical guidelines for sustainable firewood collection are not appropriate and result in unsustainable forest management (leading to increased emissions)
- Weak involvement of women and disadvantaged groups
- Unsustainable fuelwood collection may increase emissions
- Increased expenses for FUGs
- Risk of reversals from policy instability

Groups 3 and 4: Establish a programme to deliver affordable and sustainable fuelwood to households

The two groups consisted of government officers, NGO staff, local community members and members of the Forest and Sustainable Development Council.

Major benefits of this PAM were:

- Poverty reduction
- Increased income for households
- Decreased cost of fuelwood
- Capacity building of FUGs
- Decreased air pollution
- Increased budget/tax revenues for government

Major risks identified by the groups were

- Violation of rights and interests of local people by private sector
- Increased income for community leads to greater threats on the forest

¹ The Council is similar to a CSO and Local Communities Forum to provide constituent-based input and support for the national REDD+ process.

- Success of the enterprise leads to unsustainable utilisation
- Increased competition among different groups
- Child labor
- Gender inequality
- Occupational safety and security
- Creation of/continuation of dependency on fuelwood and/or fuelwood subsidies
- Losses for other businesses/other fuel types
- Increased risk of forest fire
- Increased corruption

Some of the measures identified by the groups to enhance potential benefits and reduce potential risks included:

- Provision of training for FUGs and other stakeholders, to ensure sustainable practices, health and safety
- Support to purchase/maintain equipment
- Revision and amendment of regulations to provide clarity and enabling environment
- Encourage establishment of networks and/or SMEs by FUGs
- Sufficient monitoring by FUGs
- Seek complementary opportunities for women and vulnerable groups, so can benefit from PAM



After the exercise, Altantsooj and Charlotte Hicks (UNEP-WCMC Programme Officer) provided a short **summary of similarities and differences between the groups' findings and lessons** from the exercise. Key lessons included:

- A multi-stakeholder discussion is important for analysing benefits and risks of PAMs, as groups that are made up of people with similar backgrounds will tend to identify similar benefits and risks.
- We need to examine PAMs comprehensively: how they link to other PAMs as well as a part of a strategy, rather than in isolation. This helps to understand the overall impacts of cumulative PAMs, rather than separately, and to design PAMs so that they complement one another.
- Benefits and risks can sometimes be ‘two side of the same coin’, i.e. what looks like a benefit may also pose risks, and vice versa. For example, the thinning by FUGs may increase their profits but will also increase their expenses.
- We should try to be as specific as possible about how the PAM may result in benefits and risks for specific social groups, as this can help to comprehensively identify appropriate ways to reduce risks and enhance benefits.
- Uncertainty in the regulatory framework was an important risk identified by all groups, especially for the proposed PAM related to thinning. Clarification of the regulatory situation may be needed for some PAMs, prior to full benefits and risks analysis.

3. Discussion of upcoming work and next steps

The final part of the workshop focused on introducing upcoming work for the Programme on social inclusion, gender and safeguards, and soliciting questions and feedback from the participants.

For the **social inclusion and gender dynamics assignment**, Altantsooj began with a recap of social risks identified from the group exercise: limited access to information which could lead to corruption; unequal sharing of benefits due to monopoly by some FUGs; and conflict between FUGs over boundaries. Social benefits identified were better livelihoods resulting from increased job opportunities for the FUGs, and the opportunities for women and youth to spend more time in other areas due to time savings from fuelwood collection. She then requested participants to identify information gaps, such as additional national policies, laws and regulations (PLRs) to review, as well as other initiatives focusing on similar thematic areas. Participants highlighted the Environment Protection Law, and Law on Transparency to review. FUG participants suggested that field visits should be conducted to obtain information on the actual implementation of these PLRs. Discussions covered:

- What criteria are used to differentiate social groups, and the difference between equal participation and social inclusion. In response, Altantsooj and Celina Yong (UNDP UN-REDD Regional Stakeholder Engagement Specialist) explained that criteria assigned will be determined by objectives, for example, in a demographic study, income levels will be used to differentiate social groups. For REDD+, group categorisation will be based on the roles and responsibilities of different stakeholder groups, and how they will be impacted by PAMs. Social inclusion is a broader concept that seeks to improve ability and opportunity to take an equal and active part in society. Equal participation is an expected outcome of social inclusion.
- How gender is not restricted to women only, but also covers men and youths. Equally important is differentiating how these gender roles and opportunities take place in rural and urban areas.
- As the groups most vulnerable to climate change are probably in rural areas, it was asked whether the focus should be on them. If a PAM is aimed at reducing climate change vulnerability and promoting adaptation, then it should indeed be targeted at the most vulnerable areas or populations.



Charlotte provided an **overview of the safeguards approach proposed for Mongolia**. She outlined the components of the National Programme dealing with the REDD+ safeguards, which has two main outputs: a social and environmental safeguards framework for Mongolia; and a safeguards information systems. She also introduced the proposed steps to achieve these two outputs, which include a full benefits and risks analysis after the candidate PAMs have been finalised. The participants then had an opportunity to ask questions and discuss the proposed safeguards approach. Discussion included:

- Safeguard F on ‘reversals of emissions’ refers to the risk that an achievement under REDD+ will be reversed, or not sustained into the future. How can Mongolia deal with this risk due to frequent changes in government? Many countries face the risk of reversals due to a range of factors, including policy changes (as in Mongolia) and new or re-emerging drivers. Some countries try to address this by linking REDD+ to broader development visions or long-term goals, which may be less likely to change with new governments.
- Regarding examples of SIS from other countries, it was noted that these do not yet exist though some countries are very close. The Mongolia Programme will be drawing on lessons learned from a number of other REDD+ countries.
- As many information systems are now web-based, how can the SIS be established in a way that is inclusive for remote communities in Mongolia? Mongolia has a lot of experience with setting up information systems, and some of these are already able to bring in information from across the country, However it is also important to think about how an information system can deliver information in a transparent and effective way to such communities, as well as gathering information.
- Are the safeguards more about the design of PAMs, or about linking to systems like the national forest monitoring system (NFMS)? The REDD+ safeguards should be strongly linked to the development of the strategy and the PAMs; they can help to design better PAMs. The

SIS will also likely be linked to the NFMS, as this will be very relevant for providing information on particular safeguards, e.g. on reversals and displacement.

- Safeguards and tools like environmental impact assessment (EIA) have some similarities. However, EIA and environmental and social management plans are usually only applied to individual projects and to specific areas. The safeguards will apply to REDD+ implementation across the whole country.
- One of the goals of REDD+ is to promote an increase in forest cover. How can we support a long-term vision for forest enhancement in Mongolia, and the role of forest-dependent communities and FUGs? Forest enhancement is one of the five main activities of REDD+ and is indeed a long-term commitment. The extent to which enhancement is part of the Mongolia strategy is yet to be determined. It is also important to consider what forest-dependent communities and FUGs see as their long-term vision and role.

Wrap up

Revisiting the three categories of participants' expectations from the morning session, the workshop adequately covered most expectations in the **Knowledge** and **Participation** categories. For instance, participants gained sufficient information about REDD+ in Mongolia and its related activities, safeguards, SIS and some information on Social Inclusion issues related with REDD+ in Mongolia.

However, expectations related to **Forest Management** category were not met because these were not objectives of the workshop. Nonetheless, they would be covered in the future through workshops for PAMs development and related activities.

A general conclusion from the workshop is that social Inclusion and safeguards activities are complementary and could be implemented in parallel or in tandem.

Closing remarks were done by Kh.Khishigjargal, UN-REDD Mongolia National Programme Manager who thanked everyone for their attendance and active participation.



Annex 1: Participants list

No.	Name	Position and Organization	Contact details	Gender
Ministries representatives				
1	B.Otgonsuren	Senior Officer, Department of Forest Policy and Coordination, MET	otgonsuren1962@yahoo.com 99125806	male
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Research institutions				
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UNDP/ Programme Management Unit				
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20	Chris Dickinson	CTA UN-REDD Mongolia National Programme		male
21	O.Bilguun	UN-REDD Mongolia Programme Coordinator	bilguuno@unredd.mn	male
22	B.Batchuluun	Communication officer, UN-REDD Mongolia National Programme		male

No.	Name	Position and Organization	Contact details	Gender
23	B.Narantsatsral	Finance officer, UN-REDD Mongolia National Programme	96077771	female
Forest-Sustainable Development Council				
24	V.Eldev-Ochir	Head of "Eleet –UndurFUG, Khongor soum, Darhan Uul province	99865082, v.eldevochir@yahoo.com	male
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35	B.Baasanbyamba	Head, Foresters & Woodworking Manufacturers Association of Mongolia	99065094, dbaasanbyamba53@yahoo.com	male
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37	D.Ganselem	Natural Resource Community Association NGO	99151105, d.ganselem@yahoo.com	male
Additional guests				
38	N.Lhagvasuren	Heag of FUG association, Darkhan-Uul province	99080033	male
39	Oyungerel	FUG, Dadal soum, Khentii province	93215068	female
40	A.Ariunaa	Head of FUG association, Bayan-Uul soum, Dornod province		female
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43	Khishigsuren	Information Orkhon 21 century center NGO	99372699	female
44	Bolormaa	FUG		female



No.	Name	Position and Organization	Contact details	Gender
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46	Jin Hwa Ha	Gender specialist, UNDP CO		female
Regional staff				
47	Celina Yong	Regional Stakeholder Engagement specialist, UNDP/UN-REDD		female
48	Charlotte Hicks	Programme Officer, UNEP-WCMC		female
49	Emelyne Cheney	Regional technical advisor for UNEP		female
Technical staff				
50	Bazargur	Translator		male
51	Odgerel	Technician		female

Annex 2: Workshop agenda

TIME	SESSION	PERSON
18th January, 2017 / Wednesday		
Session 1: Welcome and Introduction		
08:30-09:20	Move to venue	
09:30-09:40	Welcome remarks	Chris Dickinson, CTA, UN-REDD Mongolia National Programme
09:40-10:00	Ice-breaker: Introduction of participants and their expectations - Table by table; share common expectations of each table.	Altantsooj, National Consultant on Social Inclusion
Session 2: Introduction to Social Inclusion and Safeguards in the REDD+ context		
10:00-10:20	Overview of REDD+ in Mongolia	B.Khishigjargal, Manager, UN-REDD Mongolia National Programme
10:20-10:40	Introduction to Cancun Safeguards and their Relevance to REDD+ in Mongolia	Emelyne Cheney, UN Environment regional advisor
10:40-11:55	<i>Coffee break</i>	
11:55-12:30	Introduction to Social inclusion and gender dynamics in the context of REDD+	Altantsooj, National Consultant on Social Inclusion
12:30- 12:50	Instructions for Group Discussions	Bilguun
12:50-13:30	Group Discussions – Applying social safeguards in the context of two REDD+ measures in Mongolia	Group facilitators
13:30-14:30	<i>Lunch</i>	
14:30-15:00	Group Discussions (cont) and carousel	Facilitators
15:00-15:20	Sharing group findings	Charlotte/Altantsooj
Session 3: Next Steps		
15:20-16:15	Identify information gaps for social inclusion	Altantsooj
16:15-16:45	Safeguards goals and approach in Mongolia	Charlotte
Session 4: Wrap up		
16:45-16:55	Review and next steps	Bilguun
16:55-17:00	Closing remarks	Chris / Jack
17:00-17:30	Afternoon tea & photo	
17:20-18:30	Move back to UB	



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