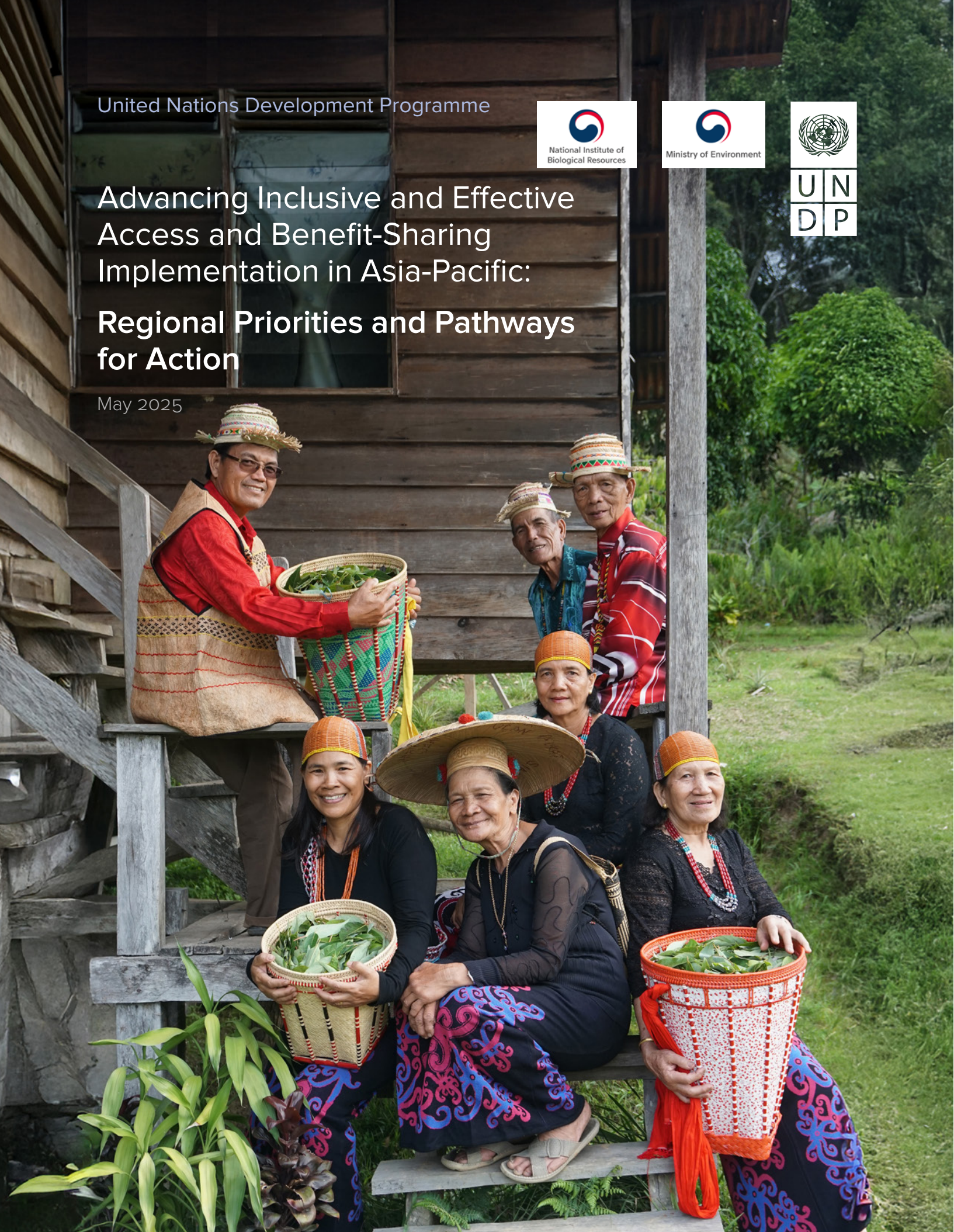


United Nations Development Programme



Advancing Inclusive and Effective Access and Benefit-Sharing Implementation in Asia-Pacific: Regional Priorities and Pathways for Action

May 2025



Introduction

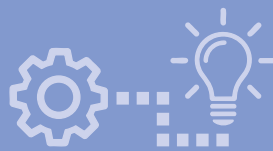
The Asia-Pacific region is home to immense biological and cultural diversity, with Indigenous Peoples and Local Communities (IPLCs) playing a key role in conserving and sustainably using genetic resources. In recent years, countries across the region have made significant strides in ratifying and aligning with the Nagoya Protocol on Access and Benefit-Sharing (ABS), seeking to regulate access to genetic resources and ensure fair and equitable benefit-sharing. However, progress in implementation remains uneven, with persistent gaps in legal frameworks, compliance systems, institutional coordination, and the inclusion of women and IPLCs.

To support evidence-based regional dialogue and programming, UNDP's Bangkok Regional Hub conducted a multi-step consultative process to identify implementation gaps and emerging priorities in ABS governance with a focus on gender and IPLC inclusiveness. This process included:

- A comparative review of ABS policies, laws and institutional frameworks in five countries (Bhutan, Cambodia, Malaysia, the Philippines and Thailand);



- ■ A regional workshop to validate findings and explore opportunities for knowledge exchange;



- ■ ■ A targeted survey involving stakeholders from six countries (including the Republic of Korea), focusing on policy challenges, gender and social inclusion, and regional collaboration opportunities.



The findings presented in this Policy Brief draw on these complementary sources of data and engagement. Together, they offer a snapshot of the current state of ABS implementation in the region and provide targeted recommendations to strengthen institutional capacity, promote inclusive governance and scale up regional cooperation.

Key Findings from Stakeholder Exchanges and Engagement

Inclusion, Participation and Gender Equity in ABS

Across the Asia-Pacific region, inclusion of women and Indigenous Peoples and Local Communities (IPLCs) in ABS governance remains a major challenge. Despite playing central roles in biodiversity conservation, sustainable harvesting, and traditional knowledge systems, women and IPLCs continue to face barriers in fully participating in ABS decision-making and benefit-sharing arrangements.

According to the regional survey conducted with participants to the regional workshop in March 2025, limited awareness and capacity-building opportunities are the most frequently cited barrier to participation by women and IPLCs. Respondents also highlighted economic constraints, restrictive cultural norms, and gender biases in institutional structures as key challenges. These findings align with the broader regional assessment, which concluded that gender equality and IPLC rights are insufficiently reflected in national ABS laws and institutional frameworks.

While women are actively engaged in various segments of ABS-related value chains—as traditional knowledge holders, harvesters, and entrepreneurs—their representation in formal decision-making and innovation systems remains limited. The comparative review of national frameworks confirms that few countries have established robust mechanisms to ensure gender-responsive benefit-sharing or meaningful IPLC participation in ABS processes. In Bhutan, for example, while community engagement is emphasized in bioprospecting agreements, the inclusion of women in governance roles is not always systematic.

Encouragingly, the survey identified several emerging good practices. In some countries, gender is treated as a cross-cutting issue in national ABS projects, and women have been included in ABS agreements or project governance structures. These examples show that inclusive models are possible but remain the exception rather than the norm.

The need for targeted interventions to address these disparities is clear. Survey respondents prioritized practical measures such as providing gender-sensitive capacity-building, supporting women-led businesses in ABS value chains, and developing fair benefit-sharing mechanisms. They also proposed regional cooperation strategies—such as the establishment of training programs and dedicated funding mechanisms—to empower IPLC representatives and women across countries.

Key Findings – Inclusion, Participation and Gender Equity in ABS

- Awareness and capacity gaps are the most common barriers to IPLC and women's participation in ABS processes.
- Women are active in ABS value chains but underrepresented in decision-making and innovation.
- National ABS frameworks generally lack strong provisions for gender and IPLC inclusion.
- Promising practices exist but remain limited and fragmented across countries.
- There is strong support for regional training, funding and cooperation mechanisms to promote inclusive ABS governance.



Photo: UNDP Bhutan

Access to Genetic Resources and Benefit Sharing, Bhutan.

Institutional and Legal Priorities for ABS Implementation

Strengthening national legal and institutional frameworks remains a foundational challenge for effective ABS implementation across the Asia-Pacific region. While most countries surveyed have ratified the Nagoya Protocol and have taken steps to align national policies with its principles, significant gaps persist in the areas of legal clarity, institutional coordination, and compliance enforcement.

The comparative regional assessment found considerable variation in the maturity of ABS frameworks. Some countries, like Cambodia and Bhutan, have taken proactive steps to draft or finalize ABS legislation and issue Internationally Recognized Certificates of Compliance (IRCCs), while others are still refining regulatory mechanisms or face overlapping mandates among institutions. Common obstacles include weak inter-agency coordination, lack of centralized oversight, and insufficient enforcement capacity—issues that were consistently flagged by stakeholders during the regional workshop.

The survey findings reinforce these observations. When asked about the most urgent national priorities for improving ABS governance, respondents overwhelmingly pointed to the need to enhance coordination between ministries and competent national authorities. The absence of clear lines of authority often results in fragmented implementation, delayed ABS processes, and confusion among users

and providers of genetic resources. Strengthening enforcement mechanisms and improving IRCC issuance systems were also seen as critical priorities, with respondents emphasizing the importance of clear guidelines for Prior Informed Consent (PIC) and Mutually Agreed Terms (MAT).

The integration of Digital Sequence Information (DSI) into national ABS policies emerged as another area of concern. As noted in both the survey and the regional report, most countries have yet to include DSI in their legal frameworks, leaving a gap in benefit-sharing regimes in an increasingly digitized bioprospecting landscape. Respondents cited the risk of misappropriation of genetic resources in digital form and called for the development of regional guidance and national legal tools to regulate DSI access and use. The Cali Fund, adopted under the Convention on Biological Diversity in 2024, was highlighted as a potential avenue to support the inclusion of DSI in national frameworks.

Compliance monitoring also remains weak across much of the region. According to the regional review, few countries have fully operational checkpoints or enforceable sanctions to prevent unauthorized access or ensure benefit-sharing obligations are met. The survey respondents supported regional actions such as establishing ABS monitoring networks and developing standardized frameworks for IRCC issuance as ways to improve compliance at both the national and transboundary levels.

Key Findings – Institutional and Legal Priorities for ABS Implementation

- Legal and institutional ABS frameworks remain uneven, with many countries facing coordination and enforcement challenges.
- Improved inter-agency coordination and the establishment of centralized ABS authorities are seen as top national priorities.
- Integration of Digital Sequence Information (DSI) into ABS laws is lacking, posing risks for equitable benefit-sharing.
- Few countries have robust compliance monitoring systems or consistently issue IRCCs.
- Stakeholders support regional harmonization efforts to strengthen IRCC issuance and legal enforcement mechanisms.



Photo: UNDP Malaysia

Access and Benefit-Sharing of Biological Resources, Malaysia.

Regional Collaboration, Knowledge-Sharing and Financing

As countries across the Asia-Pacific region advance in implementing ABS frameworks, there is a growing recognition of the value of regional cooperation to complement national efforts. Shared challenges—ranging from technical capacity gaps to limited access to funding—highlight the importance of cross-border collaboration in strengthening ABS governance and creating more equitable benefit-sharing systems.

Findings from the regional consultations indicate strong stakeholder interest in developing regional platforms for training, exchange, and joint initiatives. The most frequently supported measures included organizing regional ABS workshops, creating an online knowledge-sharing hub, and launching targeted awareness campaigns aimed at businesses and IPLCs. These suggestions mirror the recommendations from the regional review, which emphasized that technical knowledge, enforcement practices, and benefit-sharing models remain fragmented across countries and would benefit from structured regional exchange mechanisms.

Respondents also called for the creation of regional platforms to enhance the participation of IPLCs and women in ABS governance. These proposals included dedicated training programs, support for IPLC-led initiatives, and the development of guidelines on gender-responsive benefit-sharing. These priorities align closely with regional best practices identified

in the comparative report, which found that inclusive governance and community engagement were more effective when supported by consistent institutional support and peer learning opportunities.

Financing remains another major bottleneck for sustained ABS implementation. Across all sources of data—survey responses, stakeholder consultations, and regional analysis—insufficient domestic funding and reliance on limited donor support were cited as major constraints. Stakeholders emphasized the need to diversify financing sources through regional trust funds, partnerships with international donors such as the Kunming Fund and UNDP, and mechanisms to attract private sector investment into ABS-compliant value chains. The idea of establishing a regional certification and labeling initiative for bioproducts derived from genetic resources was also suggested to enhance market visibility and generate incentives for ethical ABS practices.

Furthermore, stakeholders provided a range of suggestions for collaborative ABS projects between two or more countries. These included joint capacity-building efforts on bioprospecting and R&D, development of transboundary ABS value chains, piloting tri-partite ABS agreements, and creating regional best-practice communities. Such initiatives would not only contribute to policy coherence but also promote innovation and trust across borders.

Key Findings – Regional Collaboration, Knowledge-Sharing and Financing

- There is broad consensus on the need for regional platforms for training, peer learning, and best practice exchange.
- Stakeholders support regionally coordinated efforts to enhance IPLC and women's participation in ABS governance.
- Sustainable ABS implementation is hindered by funding gaps; stakeholders advocate for diversified financing, including regional trust funds and private sector engagement.
- Collaborative project ideas include regional platforms, joint ABS value chains, and certification schemes to promote ABS-compliant products.



Photo: UNDP Philippines

Women in Pola, Oriental Mindoro, Philippines, are managing a mangrove nursery as their biodiversity-friendly enterprise.

Lessons from National ABS Implementation in the Asia-Pacific Region

While countries in the Asia-Pacific region are at varying stages in their implementation of the Nagoya Protocol, several of them have already developed practical approaches and institutional innovations that

offer valuable insights for the region. A comparative analysis on ABS implementation based on key criteria specified in relevant articles of the Nagoya Protocol has allowed us to establish a panoramic picture of the state of implementation in the region, as well as identify key differences as well as specific areas that constitute common challenges of these countries in ABS implementation at the national level (see table 1 below).

Table 1: Comparative analysis of ABS implementation on focus countries in the region

Criteria/Milestones	Bhutan	Cambodia	Malaysia	Philippines	Thailand
Ratification or Accession to the Nagoya Protocol	YES	YES	YES	YES	NO YET
Adoption of ABS-Specific Legal and Policy Frameworks	YES	YES	YES	IN PROCESS	IN PROCESS
Establishment of Competent National Authority (CNA)	YES	YES	YES	YES	IN PROCESS
Designation of National Focal Point (NFP)	YES	YES	YES	YES	YES
Development of ABS Permit System (Access Rules and Procedures)	YES	YES	YES	IN PROCESS	IN PROCESS
Recognition of Traditional Knowledge Associated with Genetic Resources	YES	YES	YES	IN PROCESS	IN PROCESS
Establishment of Checkpoints for Compliance Monitoring	YES	IN PROCESS	IN PROCESS	NO YET	IN PROCESS
Issuance of Internationally Recognized Certificates of Compliance (IRCCs)	YES	NO YET	NO YET	NO YET	NO YET
Adoption of Benefit-Sharing Mechanisms	YES	IN PROCESS	YES	YES	IN PROCESS
Sanctions and Compliance Mechanisms	YES	YES	YES	IN PROCESS	IN PROCESS
Participation in Regional or International ABS Cooperation	IN PROCESS	IN PROCESS	IN PROCESS	IN PROCESS	IN PROCESS
Inclusion of Digital Sequence Information (DSI) in ABS Legislation and Mechanisms	NO YET	NO YET	IN PROCESS	NO YET	NO YET

From legal reforms and regulatory development to inclusive benefit-sharing agreements and community engagement, these emerging experiences demonstrate both the diversity of implementation pathways and the potential for peer learning. The following examples from Bhutan, Cambodia, Malaysia, the

Philippines, and Thailand showcase how different contexts and governance systems can generate adaptable models for strengthening Access and Benefit-Sharing (ABS) systems.



Empowering Local Communities through ABS Agreements in Bhutan

Bhutan's Access and Benefit-Sharing (ABS) model is rooted in strong constitutional conservation principles and community engagement. Since 2009, the National Biodiversity Centre has led to the development of an ABS framework that ensures the inclusion of Traditional Knowledge holders in bioprospecting and benefit-sharing processes. To date, Bhutan has signed 14 ABS agreements with national and international partners, resulting in the development of personal care, nutraceutical, and cosmetic products derived from plants such as *Cymbidium erythraeum* and *Zingiber cassumunar*. These agreements guarantee premium prices, profit-sharing, and community contributions to the national ABS Fund. Bhutan's experience demonstrates how structured collaboration between local communities, researchers, and private companies can drive inclusive innovation and conservation-based livelihoods.



Establishing a Comprehensive ABS Regulatory Framework in Cambodia

Cambodia has made significant progress in building a solid legal and institutional foundation for ABS implementation. In 2023, the government adopted a new ABS Sub-Decree and integrated ABS provisions into the Environmental and Natural Resources Code, creating a robust legal basis for regulating access to genetic resources and associated traditional knowledge. The Sub-Decree outlines detailed procedures for obtaining Prior Informed Consent (PIC), negotiating Mutually Agreed Terms (MAT), and issuing access permits. It also defines benefit-sharing modalities—setting minimum monetary benefit thresholds of 1–2%—and establishes clear compliance obligations for users and providers. Supported by successive UNDP-GEF projects, Cambodia's approach demonstrates how coordinated legislative reform and institutional strengthening can accelerate implementation of the Nagoya Protocol.



Bridging Federal and State-Level ABS Implementation in Malaysia

Malaysia offers a unique model of decentralized ABS governance under its Access to Biological Resources and Benefit Sharing Act (Act 795), which allows each state to retain sovereign rights over biological resources while the federal government serves as coordinator. In Peninsular Malaysia, implementation is supported by the MyABS platform and a national expert group on Digital Sequence Information (DSI). In Sabah and Sarawak, ABS is managed under distinct legal instruments—such as the Sabah Biodiversity Enactment and the Sarawak Biodiversity Regulations—each with dedicated councils, procedures for Prior Informed Consent (PIC) and Mutually Agreed Terms (MAT), and mechanisms to engage IPLCs. This decentralized approach allows ABS frameworks to reflect local governance systems and community realities, while maintaining national coherence and international compliance.



Partnering with Communities for Equitable Benefit-Sharing in the Philippines

The Philippines has developed innovative benefit-sharing models that empower Indigenous Peoples and Local Communities through participatory ABS agreements. Supported by the GEF/UNDP ABS Project (2021–2027), the country applied ABS principles to commercial ventures involving banaba (*Lagerstroemia speciosa*) and pili (*Canarium ovatum* and *luzonicum*). The government facilitated training for Indigenous Peoples and farmer cooperatives, helping them cultivate these native species and co-develop model benefit-sharing agreements with private companies. These agreements combine non-negotiable monetary benefits—such as upfront community payments and royalties—with negotiable non-monetary benefits, tailored to each context. This approach has strengthened community participation, enabled local economic opportunities, and grounded ABS practices in social equity and traditional knowledge.



Building Local Capacity through Community-Based ABS in Thailand

Thailand has taken meaningful steps to enhance community engagement in ABS through its Community-Based ABS (cABS) approach, spearheaded by the Office of Natural Resources and Environmental Policy and Planning (ONEP). One of the key innovations is the establishment of a Community Biobank, which supports the documentation, storage, and management of genetic resources and traditional knowledge at the local level. To ensure inclusive participation, Thailand has developed and disseminated ABS guidebooks and organized a series of community workshops that raise awareness on ABS rights, negotiation processes, and benefit-sharing mechanisms. These efforts have helped local communities better understand and assert their roles as resource providers, while strengthening national biodiversity governance from the ground up.

Towards a Shared Regional Learning Space

Although these national experiences reflect only early stages in what is often a complex and evolving implementation process, they also point to tangible achievements and promising practices that could be built upon at the regional level. By sharing experiences, successes, and institutional lessons, countries can collectively address common challenges such as legal uncertainty, enforcement gaps, and the effective participation of Indigenous Peoples and Local Communities (IPLCs). The diversity of approaches across the region—ranging from Bhutan’s structured benefit-sharing agreements to Malaysia’s de-centralized implementation model—can serve as complementary building blocks for a regional initiative focused on strengthening ABS governance. A platform for regional cooperation would not only foster mutual learning but also help unlock the full potential of ABS to support biodiversity conservation, innovation, and sustainable development across Asia-Pacific.



Photo: UNDP Cambodia

ABS Project Training, designed to build capacity and awareness among the various stakeholders, Cambodia.

Policy Recommendations

Effective Access and Benefit-Sharing (ABS) systems have the potential to unlock biodiversity-based innovation, empower local communities, and promote sustainable use of genetic resources, all critical enablers of the 2030 Agenda for Sustainable Development and the region’s green recovery. The set of policy recommendations outlined below offers a coherent and actionable roadmap to accelerate inclusive ABS implementation in Asia-Pacific. By addressing persistent gaps in legal frameworks, institutional coordination, gender and IPLC inclusion, and long-term financing, these recommendations support an integrated approach to biodiversity governance. Strengthened ABS systems will not only enhance compliance with the Nagoya Protocol but also generate tangible benefits for conservation, community livelihoods, health innovation, and climate resilience. Implemented together, these national and regional

actions can reinforce each other and help build the foundations for a more equitable, sustainable, and resilient Asia-Pacific.

The findings of the regional review, stakeholder survey, and workshop discussions converge on one core message: national and regional ABS efforts must be strengthened through more inclusive governance, better institutional coordination, and sustainable financing. While countries across the Asia-Pacific region are at different stages of implementing ABS frameworks, there is a growing consensus on the strategic actions needed to address shared challenges and unlock the potential of biodiversity for sustainable development.

The following recommendations aim to guide governments, regional bodies, and development partners in advancing equitable and effective ABS implementation:

For National Governments	For Regional Bodies and Cooperation Mechanisms	For Development Partners and Donors
<ul style="list-style-type: none"> ■ Strengthen legal and institutional frameworks by finalizing or updating ABS legislation, clearly defining the roles of competent national authorities and improving inter-agency coordination. ■ Improve enforcement mechanisms, including the issuance of IRCCs, monitoring checkpoints, and legal penalties for non-compliance. ■ Integrate Digital Sequence Information (DSI) into national ABS frameworks to address emerging gaps in traceability and benefit-sharing. ■ Promote gender equality and IPLC inclusion in ABS governance by developing gender-responsive policies, supporting community protocols, and investing in inclusive capacity-building initiatives. ■ Institutionalize ABS training and awareness for government agencies, research institutions, and community actors to increase knowledge, compliance, and trust. ■ Advance national actions identified: enhancing research and monitoring capacity (Bhutan), finalizing ABS legislation and monetary benefit-sharing modalities (Cambodia), revising bioprospecting guidelines (Philippines), improving compliance tracking (Malaysia) and finalizing biodiversity laws (Thailand). 	<ul style="list-style-type: none"> ■ Establish a Regional Community of Practice on ABS, as agreed during the regional workshop, to promote ongoing collaboration, knowledge exchange, and peer learning across countries. ■ Develop harmonized tools and regional guidance, including standard frameworks for IRCC issuance, DSI governance, and benefit-sharing models. ■ Facilitate joint capacity-building efforts, especially on ABS contract negotiation, enforcement procedures, and gender-responsive approaches. ■ Promote transboundary and collaborative ABS projects, including regional certification schemes, shared value chains, and joint platforms for showcasing ABS-compliant products. ■ Support digital platforms for sharing best practices, national experiences, and case studies to strengthen technical dialogue and innovation in ABS governance. 	<ul style="list-style-type: none"> ■ Prioritize long-term financing mechanisms for ABS through blended finance approaches that combine public funding, trust funds and private sector investment. ■ Support country-specific priorities through technical assistance and flexible funding, ensuring that efforts are tailored to national contexts while contributing to regional coherence. ■ Invest in gender-responsive and IPLC-led initiatives, including support for women-led ABS value chains, traditional knowledge documentation, and community-based monitoring systems. ■ Leverage emerging global funds, such as the Kunming Biodiversity Fund and the Cali Fund, to expand financial and technical support for ABS implementation across the region.

UNDP’s Role in Advancing ABS Implementation in the Asia-Pacific

With its long-standing presence in the Asia-Pacific region and its cross-sectoral expertise in biodiversity, governance, and inclusive development, UNDP is uniquely positioned to support countries in implementing the Nagoya Protocol on ABS. Since the adoption of the Nagoya Protocol and through technical assistance, capacity-building, policy advisory services, and

multistakeholder facilitation, UNDP has helped governments strengthen legal frameworks, empower Indigenous Peoples and Local Communities (IPLCs), safeguard for consistent gender mainstreaming and ensure equitable benefit-sharing (see table 2 on projects). Its experience managing ABS-related projects globally—many through GEF funding—enables it to offer regionally tailored and results-oriented support that aligns with national development priorities and global biodiversity commitments.

Table 2: ABS project in the Asia-Pacific supported by UNDP

Project	Country	Period	Donor
Building Access and Benefit Sharing (ABS) Framework for Biodiversity Conservation and Sustainable Use in Thailand	Thailand	2025–2029	GEF
Strengthening Biodiversity Governance in Sri Lanka through the Operationalization of a National Access and Benefit-Sharing Mechanism	Sri Lanka	2025–2027	KBF
Conservation of Biodiversity, its Sustainable Use, Fair and Equitable Sharing of Benefits in India (CONSERVE)	India	2024–2029	GBFF
Advancing ABS Implementation in Cambodia	Cambodia	2024–2028	GBFF
Implementing the National Framework on Access and Benefit Sharing of Genetic Resources and Associated Traditional Knowledge in the Philippines	Philippines	2021–2027	GEF
Developing a Comprehensive Framework for Practical Implementation of the Nagoya Protocol	Cambodia	2019–2023	GEF
Developing and Implementing the National Framework on Access to and Benefit Sharing of Genetic Resources and Associated Traditional Knowledge	China	2016–2022	GEF
Strengthening Human Resources, Legal Frameworks and Institutional Capacities to Implement the Nagoya Protocol (Global Access Benefit Sharing)	Global	2016–2019	GEF
Capacity Building for the Implementation of the Nagoya Protocol on Access and Benefit Sharing	Viet Nam	2015–2022	GEF
Strengthening the Implementation of the Nagoya Protocol on Access to Genetic Resources and Benefit Sharing in the Cook Islands	Cook Islands	2015–2019	GEF
Developing and Implementing a National Access and Benefit Sharing Framework	Malaysia	2014–2020	GEF
Implementing the Nagoya Protocol on Access to Genetic Resources and Benefit Sharing	Bhutan	2014–2019	GEF
Discovering Nature-based Products and Build National Capacities for the Application of the Nagoya Protocol on Access to Genetic Resources and Benefit Sharing	Fiji	2014–2020	GEF

GBFF: Global Biodiversity Framework Fund

GEF: Global Environment Facility

KBF: Kunming Biodiversity Fund

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The views expressed in this publication are those of the authors and do not necessarily reflect those of the United Nations, including UNDP, the Republic of Korea, or its National Institute of Biological Resources.

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