

Review of Viet Nam's National REDD+ Action Programme and its Implementation

Richard MCNALLY

NGUYEN, The Chien

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These are the views of the authors and do not necessarily represent the views of UN-REDD Viet Nam Phase II Programme

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Acronyms

BDS	Benefit Distribution System
COP	Conference of Parties
FAO	Food and Agriculture Organization of the United Nations
FCPF	Forest Carbon Partnership Facility
FLEGT	Forest Law Enforcement, Governance and Trade
FORMIS	Forest Management Information System
FPD	Forest Protection Department
FPDP	Forest Protection and Development Plan
FREL/FRL	Forest Reference Emission Level and Forest Reference Level
FSC	Forest Stewardship Council
GHG-I	Green House Gas Inventory
GIZ	German International Cooperation
GoV	Government of Viet Nam
ICD	International Cooperation Department (MARD)
ICRAF	World Agroforestry Centre
IPCC	Inter-governmental Panel on Climate Change
JICA	Japan International Cooperation Agency
MARD	Ministry of Agriculture and Rural Development
MONRE	Ministry of Natural Resources and the Environment
MPI	Ministry of Planning and Investment
NAMA	Nationally Appropriate Mitigation Action
MRV	Measurement, Reporting and Verification
NAMA	Nationally Appropriate Mitigation Action

NFA	National Forest Assessment
NFI & S	National Forest Inventory and Statistics Programme
NFIMAP	National Forest Inventory, Monitoring and Assessment Programme
NFMS	National Forest Monitoring Services
NRAP	National REDD+ Action Plan
NRF	National REDD+ Fund
NRSC	National REDD+ Steering Committee
NSCC	National Standing Office on Climate Change
PaM	Policy and Measure
PFES	Payment for Forest Ecosystem Services
PRAP	Provincial REDD+ Action Plan
REDD+	Reducing Emissions from Deforestation and Forest Degradation, Sustainable forest management, conservation and enhancement of carbon stock
SBSTA	Subsidiary Body for Scientific and Technological Advice
SIS	Safeguard Information System
STWG	Sub- Technical Working Group in REDD+
UNDP	United Nations Development Programme
UN - REDD	United Nation Programme on Reducing Emission from Deforestation and Forest Degradation
UNFCCC	United Nations Framework Convention on Climate Change
VNFF	Viet Nam Fund for Forest
VFA	Voluntary Partnership Agreement
VNFOREST	Viet Nam Administration of Forestry
VRO	Viet Nam REDD+ Office

Executive Summary and Recommendations

Viet Nam's National REDD+ Action Plan (NRAP) was approved under Prime Minister *Decision 799/QĐ-TTg*, dated 27th June 2012. At that time Viet Nam was at the forefront of introducing REDD+, producing one of the first NRAPs in the world. The NRAP has served a critical purpose in raising awareness on REDD+ and has provided an important platform for support from international donors to invest in REDD+ activities in the country.

This report provides a review of the first phase of NRAP implementation, 2011-2015; as well as an evaluation of the NRAP's relevance and suitability seen in the light of recent developments under the UNFCCC and the country's progress in implementing REDD+. This evaluation provides a basis to recommend and prioritise elements of the NRAP for the coming 2016-2020 period. The review of Phase 1 and the evaluation of the suitability and relevance of the NRAP with recommendations for Phase 2 (2016-2020) are based on a literature review and interviews with over 40 key stakeholders.

In reviewing the first phase of the NRAP we assessed the 23 outcome indicators, divided into eight key areas, which are included in the Table at the end of Decision 799/QĐ-TTg. We have applied a simple traffic light method to indicate whether the outcome indicators have been met (green), are in progress (orange) or have not been met (red).

It should be acknowledged that because Viet Nam was a pioneer in NRAP development, the document was produced with little guidance from the UNFCCC and experiences from other countries. It should also be noted that the expectation was that the NRAP would have been reviewed and the indicators updated well before the end of Phase 1, which was not the case; *this is clearly a major reason why some of the indicators are no longer relevant.*

Progress against outcome indicators

Table 1: Progress of NRAP Phase 1 outcome indicators

No.	Key elements of the NRAP	Progress
1	Capacity building for REDD+ activities in Viet Nam	
2	Identifying Forest Reference Emission Levels/Reference Levels	
3	Establishment and operation of the Measurement, Reporting and Verification system	
4	Financial management mechanism of the National REDD+ Action Programme	
5	Establishment of the Safeguard Information System	
6	Improving the legal framework relevant to the Programme implementation	

7	Monitoring and evaluation of the National REDD+ Action Plan	
8	Awareness raising and capacity building for forest owners and other related parties	

As shown in Table 1 there has been important progress in the development of the four design elements of REDD+: the National REDD+ Action Plan, the Forest Reference Emission Level (FREL/FRL), the Measuring, Reporting and Verification (MRV) system and the Safeguard Information System (SIS). The focus on the design elements, the ‘REDD+ readiness’, is understandable given that the NRAP was developed in 2012. However, as a result REDD+ has become associated with a highly technocratic language which in some cases has created misunderstandings and an inability to understand its relevance to peoples’ everyday work. Far less attention has gone out to determining the most cost-effective and strategic interventions for achieving the greatest impact. In short, what the key elements should be of REDD+ implementation.

The NRAP was developed early on in the REDD+ readiness process in 2011-2012, therefore it does not adhere to international best practice, nor does it provide an overall action plan for the implementation of REDD+ in Viet Nam¹. In the light of developments within the UNFCCC, learning lessons from REDD+ implementation in Viet Nam and across the world, Viet Nam’s NRAP needs to be urgently revised. The NRAP should be expanded and improved in a cyclical manner as countries progress towards more comprehensive REDD+ responses. *It is recommended a new revised NRAP is produced (most likely through a Prime Minister Decision) with a clear activity and monitoring plan in an accompanying Annex.*

Although NRAPs can take various forms, the NRAP must be developed in a participatory and coherent manner. The NRAP should provide the overall vision and direction for REDD+ in the country. There are a number of weaknesses in the current NRAP. Again it should be stressed that this is partially the result of the NRAP being developed early on, in the context of still incomplete guidance from UNFCCC and during the early stages of REDD+ readiness in Viet Nam. Over the past years, many lessons have been learnt through demonstration activities which can help to inform the revised NRAP.

Key issues along with suggestions of how they can be addressed in any future NRAP are outlined in the recommendations below.

Recommendations for the revised NRAP

- *The NRAP needs to be developed through a more participatory process, providing the basis for a shared vision for REDD+ in the country*

The NRAP was not developed in a highly inclusive or participatory manner. It is critical that any revision, likely through an updated Prime Minister decision, is developed through a more inclusive and participatory process, reflecting a wider support base. As REDD+ [and NRAP] implementation is at least partially dependent on international support and finance, it will be necessary to follow

¹ Examples of good practice for NRAPs are described in the UNREDD module of the REDD+ Academy

international good practice in designing policy and plans in order to access results-based finance. Building on the results achieved and lessons learnt, a process of reviewing and updating the NRAP provides the opportunity to bring groups back together to help forge a shared vision for REDD+ implementation in the county. It is recommended that a revision of the NRAP is carried out as high priority in 2016. A summary of the steps and outputs to develop a revised NRAP is provided at the end of this summary.

- *The NRAP needs to clearly fit and support the wider context of sustainable development in the country*

The NRAP is primarily framed within the *National Strategy on Climate Change* with the overall goal to reduce GHG emissions. Although this is understandable, it does mean that linkages between the NRAP and the broader sustainable development or ‘green growth’ agenda are currently lacking. Implementation of REDD+ requires forest sector development, as well as engaging those sectors which are competing for [forest] land, in order to forge more sustainable development (and subsequent low emissions development).. Improved planning plays a key role in this regard. Improved integration of the NRAP into an overall vision of sustainable development, building on ongoing planning processes, will also help bring wider appeal and understanding of the NRAP. Without such integration there is the fear that the NRAP [and Provincial REDD+ Action Plans (PRAPs)] become standalone strategies without clear links to other development priorities and do not support interventions needed across sectors.

- *The NRAP should provide clarity on key REDD+ design elements and focus more on priority elements for REDD+ implementation*

In order to provide clear guidance and ensure consistency across REDD+ Programmes and projects it is important that the basic components of the design elements² of REDD+ are clearly articulated or referenced within the NRAP. A lack of clear guidance has sometimes led to conflicting and confusing messages. With the FREL/FRL in the process of being submitted to the UNFCCC there is a need to review and update the MRV Framework and to produce a preliminary draft of the overall design of the Safeguards Information Systems. In particular it is not clear whether the current MRV Framework is the accepted approach endorsed by the government. It is important that this document is updated in early 2016 and endorsed and made available through the UNFCCC REDD+ Web Platform. There is also the need to ensure closer alignment in the development of the different design elements, which is currently lacking.

With important progress in the development of the design elements the revised NRAP Phase 2 needs to provide more guidance and focus more on the critical elements for *REDD+ implementation*. A focus on REDD+ implementation will also make the plan more widely understood and relevant.

² The design elements are the Forest Reference Emission Level (FREL/FRL), the Measurement, Reporting and Verification (MRV) system, the Safeguard Information System (SIS) and National REDD+ Action Plan. The Warsaw REDD+ Framework requests countries to provide information on the key design elements of REDD+ on the UNFCCC REDD+ Web Platform in order to be able to receive result based payments (decision 11/CP.19).

- *The NRAP needs to better define how REDD+ will be implemented: scope and scale*

In terms of “scope” most countries are focusing on one or two REDD+ activities³ covering more over time. Viet Nam will cover all five REDD+ activities. This is ambitious and it is not clear whether the proposed monitoring and MRV systems proposed for each of the five activities are sufficiently robust at this stage, nor if an assessment of the additional costs and benefits of covering all five activities has been carried out. More consideration could go out to focusing down on certain activities first, and covering all five activities over time. In terms of the “scale” the NRAP proposes to cover at least eight provinces in Phase 1 and nationwide implementation in Phase 2. As part of the implementation, PRAPs are to be developed. However this is quite a costly process with much replication of existing plans. For the NRAP to provide greater guidance to subnational interventions it is recommended that priority REDD+ activities (including policies and measures) at the level of the agro-ecological zone are provided, given that the forest transition differs across these zones. This would ensure clearer guidance and linkages between the NRAP and PRAPs. However, such an approach was not supported by all, so it is recommended to further explore different options.

- *The NRAP needs to define appropriate policies and measures based on a strong analytical base, understanding the drivers and barriers, as well as the costs and benefits of the choices*

The need for introducing Policies and Measures (PaMs), based on a detailed drivers assessment, is clearly articulated under UNFCCC *decision 1/CP.16 Paragraph 73*; and *decision 15/CP.19*. Although there have been various studies^{4,5} there still remains a lack of a comprehensive understanding of the drivers of deforestation and forest degradation and the barriers to ‘+’⁶, and of the ‘best interventions’ to address them. In the current NRAP there is little coverage of PaMs and those interventions highlighted are focused within the forest sector and ignore indirect drivers. It is recommended that a more detailed drivers assessment is carried out at the national level and at the level of the agro-ecological zone. Given the likely limited REDD+ financing available it is critical that a thorough assessment is carried out of what would be the most effective and efficient options and hence where to focus REDD+ investment. To do this it is necessary to estimate the costs and benefits of different options as well as their socioeconomic, political and institutional feasibility. Initial strategies may, for example, only address the most significant REDD+ activities and/or drivers of deforestation and forest degradation or barriers to ‘+’. A thorough analysis of lessons learnt and best practices on PaMs in the context of past and current Programmes is important.

³ (i) reduced emissions from deforestation; (ii) reduced emissions from forest degradation; (iii) conservation of forest carbon stocks; (iv) sustainable management of forests; and (v) enhancement of forest carbon stocks.

⁴ McNally, R.H.G (2012), Report on Forest Policy, Drivers of Deforestation and the REDD Readiness Strategy for Viet Nam: Input for the World Bank Forest Carbon Partnership Facility: Viet Nam Readiness Preparation Plan

⁵ Pham, T.T., Moeliono, M., Nguyen, T.H., Nguyen, H.T., Vu, T.H. 2012. The context of REDD+ in Viet Nam: Drivers, agents and institutions. Occasional Paper 75. CIFOR, Bogor, Indonesia.

⁶ The ‘+’ represents conservation of forest carbon stocks; sustainable management of forests; and enhancement of forest carbon stocks.

- *The NRAP needs to more clearly build upon current policies and practices and identify additional activities which need to be introduced and funded*

It is necessary to assess potential synergies or inconsistencies between country sector strategies in the forest, agriculture, infrastructure or other sectors and the envisioned REDD+ strategy and recommended PaMs. In the case where there are already relevant policies and plans it is important that these are recognised and built upon or aligned as part of the REDD+ strategy. This holds in particular for the Forest Protection and Development Plan (FPDP) 2011-2020, which already has established targets on forest cover, forest planting and so forth. This will also help understand whether current policies and plans respond to the priority needs of REDD+. Current policies and plans will also often have a domestically assigned budget and annual operating plan. The NRAP [and PRAPs] implementation on the other hand is currently supported by international donors, but has no clear structure within government systems and no assigned domestic budget. For some decision makers this creates the perception of parallel processes and overlap in activities through different funding agents. It is critical that these processes merge. The *additional* interventions identified, specific to the NRAP, can also be used as a means to approach possible donors for further funding.

- *The need for clear monitoring and evaluation system for the NRAP*

The Table at the end of the current NRAP contains several inadequate outcome indicators, in particular with regards to REDD+ implementation. Appropriate indicators need to be developed based on the necessary analytical assessments and agreement on the priority strategies and PaMs. These should again be in a supporting Table at the end of any revised decision. Based on the assessment of the overlap with existing plans and policies, the existing plans should also be highlighted in the monitoring framework. This is because progress on REDD+ activities will depend on progress in these already supported policies and plans. It also helps to further define what is already ongoing, which activities are being targeted under the NRAP and who is responsible for monitoring and evaluation. Policies and plans which are already set are the responsibility of different ministries and departments with clear reporting functions and financing already in place. For those interventions which are the focus of the NRAP investment, clear outcome indicators would need to be developed and relevant ministries and departments assigned responsibility for implementation. There also needs to be greater overall oversight of the NRAP implementation by the National REDD+ Steering Committee (NRSC).

- *Institutional arrangements need to be reviewed, streamlined and strengthened*

The institutional arrangements to provide oversight of the NRAP implementation need to be reviewed and strengthened. The Sub Technical Working Groups (STWGs) need to be streamlined and focused on how they can support the government in implementing REDD+. It is also critical that there is greater coordination across these Working Groups. The Viet Nam REDD+ Office (VRO) needs to play a more hands-on role in ensuring the STWGs become more focused and useful. The VRO has a pivotal role to play in ensuring that the

NRAP is implemented and that it aligns with existing policies and plans. The office is currently expected to cover an extensive range of topics with a small staff base. It is therefore critical that there are continuing ideas and efforts to strengthen the VRO.

As part of the revised NRAP the role and responsibility of the NRSC for overall oversight of the NRAP must be stressed and operationalized through a very clear description of the roles and responsibilities of each member. Given the multi-sectoral focus of REDD+ it is important that other ministries play an active role in this committee. This will require greater outreach given the continued lack of understanding around REDD+. The same can be concluded with respect to efforts to facilitate closer links with the private sector and support public – private cooperation models. A review needs to be carried out to provide recommendations on how this can be improved.

The NRSC ultimately should report results to the National Standing Office on Climate Change (NSCCC), chaired by the Deputy Prime Minister. However, a lack of NRSC meetings and progress has meant that there has been little interaction between these two committees. Looking forward there is a need to strengthen this link and ensure REDD+ is being discussed at the highest levels.

Priority elements of NRAP for 2016

Based on the issues raised above, it is recommended that the following activities are undertaken in 2016.

Timeline	Key activities
<i>Dec 2015</i>	Agree to produce an updated NRAP (2016-2020)
<i>Jan 2016- Nov 2016</i>	Develop and share an outline for the NRAP development process; including stakeholder workshops; review process, legal requirements, proposed timelines etc. Revise current NRAP based on recommendations and information developed below. Produce a first draft by August 2016. Following a review process, submit document for approval.
<i>Jan- March 2016</i>	Revise and seek approval for the Measurement, Reporting and Verification Framework; request the MRV STWG to provide an initial revision. Produce summary guidance to be included in the updated NRAP.
<i>Jan- September 2016</i>	Produce a preliminary draft of the overall design of the Safeguards Information Systems; request the STWG to review a first draft based on existing submissions.
<i>Jan- April 2016</i>	Undertake a comprehensive analysis of direct and indirect drivers of deforestation and forest degradation and barriers to ‘?’; both at the national level and at the level of the agro-ecological zone (building on current efforts).

	Prioritise key drivers and barriers.
April- June 2016	<p>Based on the above analysis identify REDD+ priority options (policies and measures); undertake preliminary cost/benefit, multi-criteria analysis; prioritisation exercise; stakeholder engagement.</p> <p>Prioritise a number of policies and measures to be included in the NRAP (with associated indicators).</p> <p>Undertake a review of the potential synergies or inconsistencies between country sector strategies in the forest, agriculture, infrastructure or other sectors and the envisioned strategy and the recommended policies and measures.</p> <p>Integrate this information into the section on policies and measures within the revised NRAP.</p>
March 2016	<p>Undertake an institutional review (this should include reviewing the Sub Technical Working Groups, the Viet Nam REDD+ Office and the National REDD+ Steering Committee).</p> <p>This review must provide recommendations to enhance the working arrangements across ministries and departments. A summary of how this will work should be included or referenced in the revised NRAP.</p>
July-August 2016	<p>Develop clear indicators for delivery under the NRAP; both for current targets and new targets and indicators.</p> <p>Produce a monitoring and evaluation framework, with activities and outcome indicators for the period 2016-2020, to be included in the Annex of the NRAP.</p>
July 2016	<p>Produce a financing strategy to target different funding sources to support key activities identified under the NRAP.</p> <p>Target possible funding sources for different NRAP activities and the investment plan for the activities.</p> <p>Summarise the financing approach in the revised NRAP.</p>
Aug-Oct 2016	<p>Produce a dissemination and outreach strategy for the new NRAP and its integration with ongoing efforts (such as the PRAP).</p> <p>Develop suitable and relevant communication materials for different audiences.</p>
Nov 2016	New NRAP decision approved.

SECTION 1: INTRODUCTION

1.1 Background

Viet Nam has been actively engaged in REDD+. An important milestone in the development of REDD+ in the country was the approval of the National REDD+ Action Programme (NRAP) for the period of 2011- 2020 under Prime Minister *Decision 799/ QD-TTg*, dated 27th June 2012. The NRAP is one of the four design elements which have been agreed by the UNFCCC as prerequisites for REDD+ implementation in order to access Results-Based Payments (*Decision 1/CP.16, paragraph 71(a)*), in accordance with *Decisions 12/CP.17 and 11/CP.19*).

The NRAP assigns the Ministry of Agriculture and Rural Development (MARD) as a focal point for implementation in cooperation with other line ministries, pilot provinces, and other stakeholders. As set out in the NRAP, activities will be implemented in two phases; Phase 1: 2011-2015 and Phase 2: 2016-2020. At the time of the production of the NRAP it was envisioned that it would be reviewed and updated based on developments under the UNFCCC and on lessons learnt from pilot activities in the country, as well as from other countries. This report provides a review of the first phase of NRAP implementation, 2011-2015; as well as an evaluation of the NRAP's relevance and suitability. This evaluation provides a basis to recommend and prioritise elements of the NRAP for the coming 2016-2020 period.

1.2 Objectives of the Assignment

More specifically the objectives of the assignment are fourfold.

1. To review the first phase of NRAP implementation, 2011-2015;
2. To analyse and evaluate the NRAP's relevance and suitability seen in the light of recent developments under UNFCCC and the country's progress in implementing REDD+. The results will be presented at the National REDD+ Steering Committee (NRSC) meeting in November, 2015⁷;
3. To recommend and prioritise elements of NRAP for the coming period beyond 2015; and
4. To draw out recommendations and a roadmap towards a revision/update of the NRAP.

The full Terms of Reference are provided in *Annex 1*. The assignment was **undertaken between August and December, 2015.**

1.3 Methodology

A three step approach was adopted for carrying out this task:

Step 1: A review of relevant literature

Various sources of literature were gathered and examined in order to help review the first phase of NRAP implementation; most importantly key legal documents,

⁷ It was not possible to hold this meeting in November and it has been rescheduled for a later date.

updated information on REDD+ related projects and Programmes in Viet Nam, as well as the latest guidance from the UNFCCC. Key legal documents, include those covering forest management, protection and development, climate change and REDD+, land use planning, payment for forest environment services, timber and non-timber logging policies, ethnic minority groups, strategic environmental and environmental impact assessment as well as legal documents related to those sectors which cover the drivers of deforestation, in particular agriculture. A full list and summary of relevant legal documents is provided in *Annex 2*.

Given the existence of numerous international projects and Programmes supporting REDD+ activities in Viet Nam [many of which were developed after the NRAP], it was necessary to access and digest the relevant documents providing information on these projects, their activities, produced outputs, and planned outputs, in order to understand alignment with the current NRAP. A list of all the sizeable REDD+ relevant projects are summarised in *Annex 3*.

There have also been a number of important decisions which have been produced under the UNFCCC since the Viet Nam NRAP was developed. It is therefore important that the NRAP is revised in light of these developments, in particular from COP 19 where the Warsaw Framework for REDD+ was adopted and Paris Agreement in COP 21 in December 2015. The key UNFCCC and Paris Agreement decisions are summarised in *Annex 4*.

Step 2: Carry out semi-structured interviews

A semi-structured questionnaire with questions broken down into six thematic areas was produced. This was used to guide the interviews and help to identify critical information in discussions with key personnel. However, it became apparent a more open format to interviewing would be beneficial as new information was gathered. Therefore the team did not stick rigidly to the questions but raised new questions based on responses. It became apparent that most interviewees had a number of key issues they wanted to share and discuss in greater detail. The interview schedule and people interviewed is shown in *Annex 6*. The bulk of interviews were carried out in Hanoi, with interviews also held in Ha Tinh and Quang Binh provinces. A total of 38 people were interviewed as well as various groups in the provinces. The provinces were chosen based on the fact they are priority provinces for REDD+, that they are recently embarking on the PRAP process, and that an NRSC mission was planned to meet with these provinces.

Step 3: Presentation and write up report

The final step was to pull all this information together into a presentation and report. The draft report was sent to UNDP/VRO for review as well as the presentation. This report is structured into four main sections. Section two provides a background to the development of the NRAP in Viet Nam and assesses Phase 1 against the 24 outcome indicators contained within the Annex to decision 799. Based on the assessment above, as well as further guidance from UNFCCC and learning lessons from countries' efforts in developing NRAPs, it is possible to assess the suitability and relevance of Viet Nam's NRAP in order to provide recommendation on the content and structure of a future NRAP. Such

recommendations are presented in Section three. Finally, Section four provides suggested activities in order to revise Phase 2 of the NRAP, 2016-2020.

SECTION 2: A REVIEW OF THE NATIONAL REDD+ ACTION PLAN

2.1 The forest situation in Viet Nam

Between 1943 and 1993 much of Viet Nam's forests were cleared, with forest cover declining from an estimated 43% to 28%.⁸ Since then Viet Nam has made considerable efforts to increase overall forest cover through targeted national policies and Programmes [for example, *decision No. 327* and *decision No. 661/QĐ – TT dated July 29 1998*). For the past two decades Viet Nam has achieved net reforestation. Plantations and natural regeneration has helped increase the total forest area to an estimated 13.3 million ha in 2010, from 9.2 million ha in 1992.⁹ In December 2014, forest cover in Viet Nam had attained 40.4 %. The overall trend is shown in *Figure 1*. This highlights that both 'enhancement of carbon stocks' and the 'sustainable management of forests' are important activities which contribute to climate change mitigation in the forest sector. Although the area of forests has increased considerably, over two-thirds of Viet Nam's natural forests are considered poor and newly regenerated.¹⁰

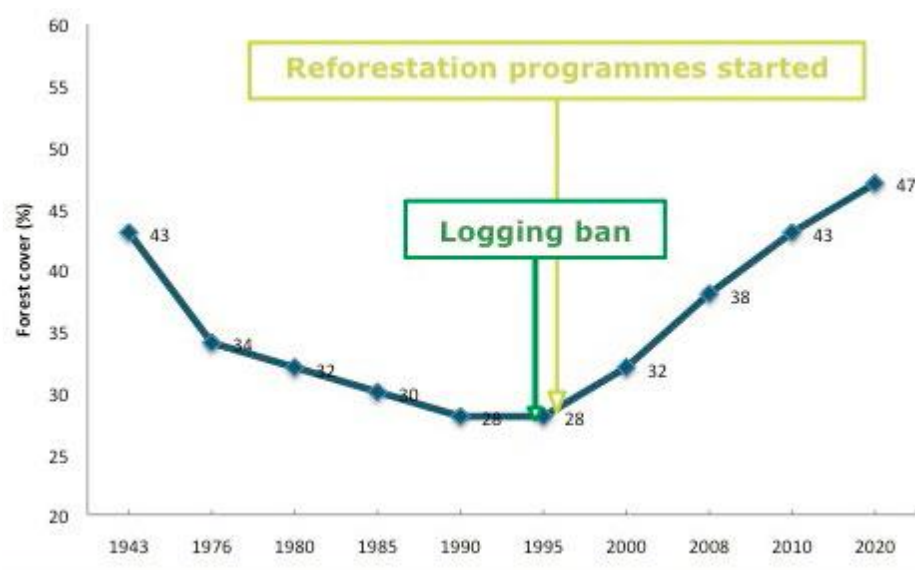


Figure 1: Forest cover in Viet Nam

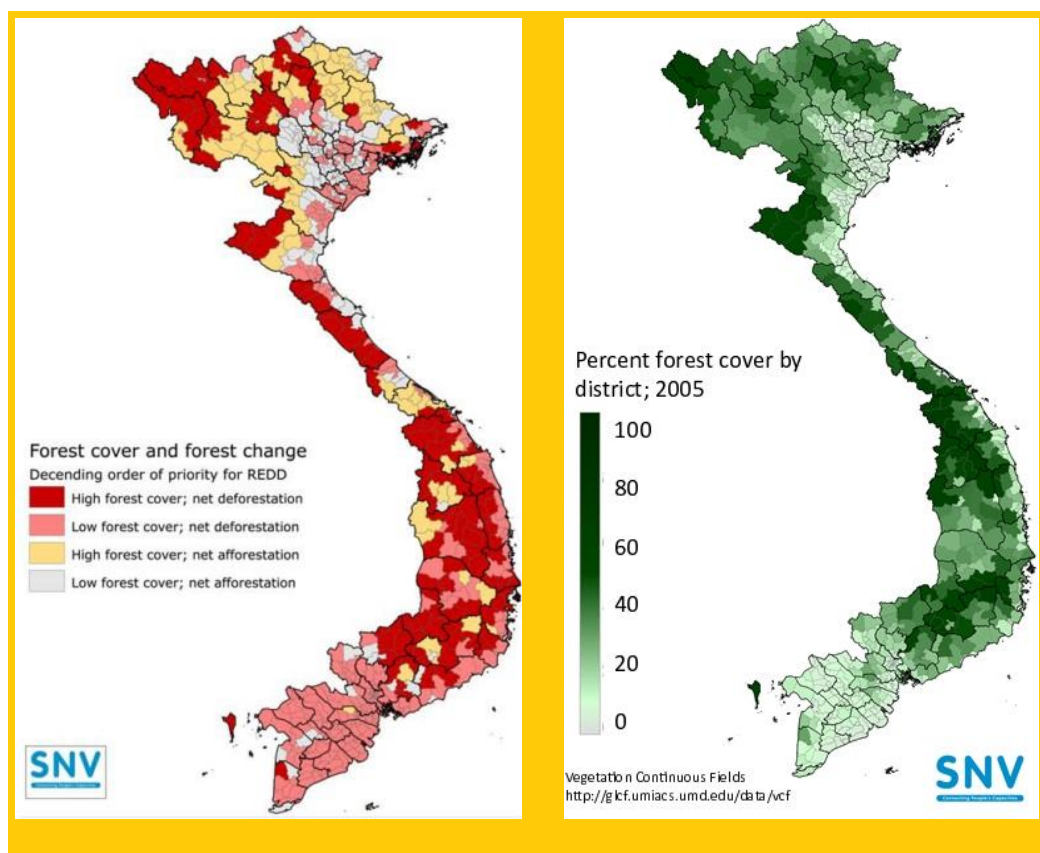
While the total area of forests shows a slight net increase, at the sub national level [province, districts] there continue to be areas undergoing serious deforestation and forest degradation. Studies have been undertaken by JICA and SNV to identify hotspots of deforestation and degradation. The results are shown

⁸ Vo Quy and Le Thac Can (1994) Conservation of forest resources and the greater biodiversity of Viet Nam. *Asian Journal of Environmental Management*, 2(2), 55–59

⁹ Decision No. 1828/QĐ-BNN-TCLN of MARD dated 11th August 2011 on national forest data for 2010

¹⁰ World Bank (2005) Viet Nam Environmental Monitor – Biodiversity, World Bank, Washington DC

in the maps below, with the darker areas showing higher levels of deforestation.¹¹



Maps 1 and 2 showing forest cover change

Such studies highlight that while some provinces experience an overall increase in forest areas, others are subject to sizeable deforestation and/or forest degradation. Given this situation, all of the five forest-related activities which jointly compromise REDD+ (as set out in *UNFCCC Decision 1/CP.16 Paragraph 70*) are relevant.

UNFCCC Decision 1/CP.16 Paragraph 70

Encourages developing country Parties to contribute to climate change mitigation actions in the forest sector by undertaking the following activities, as deemed appropriate by each Party and in accordance with their respective capabilities and national circumstances:

- (a) Reducing emissions from deforestation;
- (b) Reducing emissions from forest degradation;
- (c) Conservation of forest carbon stocks;
- (d) Sustainable management of forests; and

¹¹ Mant, R., Swan, S., Anh, H.V., Phuong, V.T., Thanh, L.V., Son, V.T., Bertzky, M., Ravilious, C., Thorley, J., Trumper, K., Miles, L. (2013) Mapping the potential for REDD+ to deliver biodiversity conservation in Viet Nam: a preliminary analysis. Prepared by UNEPWCMC, Cambridge, UK; and SNV, Ho Chi Minh City, Viet Nam.

⁷ JICA (2009), Progress Report: The study on Potential Forests and Land Related to "Climate Change and Forests" in The Socialist Republic of Viet Nam, JICA

(e) Enhancement of forest carbon stocks.

2.2 The Evolution of REDD+ in Viet Nam

Viet Nam has been one of the leading countries working on REDD+. A timeline of key milestones in the development of REDD+ are shown in *Box 1*.

Box 1: Timeline of key REDD+ developments in Viet Nam

In December 2008, the National Target Programme to Respond to Climate Change (NTP-RCC) via the Decision number 158/2008/QĐ-TTĐ is approved by the Prime Minister. Under the NTP-RCC structure, MARD is responsible for all climate change activities in the forestry sector, including REDD+.

In September 2009, upon the *Decision No. 2614/QĐ-BNN-LN* dated September 16th 2009, the National Network and Working Group for REDD were established. Subsequently six Sub-Technical Working Groups (STWGs) were established and functioning under the technical support of UN-REDD Viet Nam Phase I Programme and other relevant projects: Measurement, Reporting and Verification (MRV), Benefit Distribution System (BDS), Local Implementation, Governance, Safeguards, and Business Sector Engagement. These six STWGs have been chaired by one Government representative and co-chaired one International or local NGO.

In January 2011, MARD established the National REDD Steering Committee (NRSC) via the Decision number 39/QĐ-BNN-TCCB dated January 7th 2011, chaired by the Minister of MARD, with tasks such as developing policies, steering and coordinating government agencies, overseeing the formulation and implementation of a Viet Nam REDD+ Programme, and monitoring.

In January 2011, VNFOREST established the Viet Nam REDD+ Office (VRO) as the NRSC Secretariat to play the key coordination role REDD+ under Decision number 18/QĐ-TCLN-VP dated January 19th 2011, assigned with day to day management of REDD+ issues and supporting the NRSC.

In March 2011, the Minister of MARD issued *Directive No. 809/CT-BNN-KHCN* to request relevant agencies at the central and local levels to integrate climate change activities, including REDD+ activities, into their strategies, master plans (e.g. SEDP, FPDP) and actions, for the period 2011-2015.

In December 2011, the National Strategy on Climate Change via Decision 2139/QĐ-TTĐ dated December 05th 2011 was approved by the Prime Minister. This Strategy sets out a target of 20% reduction of GHG emissions in the agricultural sectors. This includes 'Strategic Task 4', covering forests. This Task has many components, including the target of increasing overall forest cover to 45%.

In December 2011, MARD issued *Decision 3119/QĐ-BNN-KHCN* dated *December 16th 2011*, "On approving Programme of GHG emissions reduction in the Agriculture and Rural Development sector up to 2020". More specific targets were set including in forestry to meet a 20% reduction.

Under MARD's instruction, a number of Provincial People's Committees (PPC) are establishing inter-agency REDD+ Task Forces.

In June 2012, the National REDD+ Action Programme (NRAP) was approved through *Decision 799/QĐ-TTg* dated September 27th 2012, laying out how Viet Nam will implement the three stages of REDD+ through 2020.

In September 2012, *Decision 1393/QĐ-TTg* of the Prime Minister dated September 25th 2012 approving the National Green Growth Strategy, which under the section on agriculture recognises the need to speed up afforestation/reforestation and implement Programmes to reduce greenhouse gas emissions through REDD+ and sustainable forest management.

In addition to the above legal decisions there have been many other laws, circulars, decisions and decrees, particularly in the forest sector, which have a bearing on the delivery of the National REDD+ Action Programme. These are summarised in *Annex 2*.

MARD has received technical assistance for a number of ‘REDD+ readiness’ Programmes and demonstration projects, including the World Bank Forest Carbon Partnership REDD+ Readiness Grant and the UN-REDD Viet Nam Programme: first phase (2009-2012) and second phase (2013-2018). There have also been many other international projects supporting REDD+ in Viet Nam; the larger Programmes and their relationship to the NRAP are summarised in *Annex 3*.

2.3 Development of the National REDD+ Action Plan

The NRAP is one of the four design elements which have been agreed internationally under the UNFCCC as prerequisites for REDD+ implementation and to access Results-Based Payments (RBP) (*Decision 1/CP.16, paragraph 71(a)*), in accordance with *Decisions 12/CP.17 and 11/CP.19*). The four design elements are presented in Box 2.

Box 2: The four design elements of REDD+

1. A national strategy or action plan.
2. A national forest reference emission level and/or forest reference level or, if appropriate, as an interim measure, subnational forest reference emission levels and/or forest reference levels, in accordance with national circumstances and in accordance with relevant methodological provisions adopted by the COP and according to decision 12/CP.17.
3. A robust and transparent national forest monitoring system for the *monitoring and reporting* of REDD+ activities with, if appropriate, subnational monitoring and reporting as an interim measure following the relevant methodological guidance adopted by the COP and in accordance with decision 11/CP.19.
4. A system for providing information on how REDD+ *safeguards* are being addressed and respected throughout the implementation of REDD+ activities, while respecting sovereignty, based on the guidance established by decision 12/CP.17.

Viet Nam was one of the first countries to develop an NRAP. To support its development a team of national and international consultants were tasked with producing a background discussion document. After various iterations “*Viet*

Nam's National REDD+ Action Programme: Discussion Document (February 2011) was produced. This discussion document reviewed developments in REDD+ in Viet Nam along with the requirements under the UNFCCC decisions.

The discussion document provided input to a legal drafting team under MARD, who, following various consultations, prepared a preliminary draft NRAP. This preliminary draft, in turn, was circulated in late 2011 to specific stakeholders, including international partners, national ministries and local authorities. However, it should be noted that it was not distributed widely outside the government and the time available for input was short. This raised concerns particularly from some development agencies. A semi-final draft of the NRAP was submitted to the Government Office for final review, and subsequently approved as *Decision No: 799/QD-TTg* by the Prime Minister in June 2012 to become the basic legal framework for REDD+ preparation and implementation. Given the structure of legal documents in Viet Nam, the text was scaled back and altered considerably from the discussion document. The expectation was that the NRAP would undergo further iterations based on the changing situation with REDD+, in accordance with international negotiations and national circumstances, and based on lessons from ongoing activities. An unofficial translation of the *Decision 799* is found in Annex 8; Box 3 below provides a shortened summary.

Box 3: Summary of Viet Nam's Nation REDD+ Action Programme

Viet Nam's National REDD+ Action Plan (NRAP) was approved on June 12th 2012 as part of the Prime Minister's *Decision No.: 799/QD-TTg 'On Approval of the National Action Programme on Reduction of Green-house Gas Emissions through Efforts to Reduce Deforestation and Forest Degradation, Sustainable Management of Forest Resources, and Conservation and Enhancement of Forest Carbon Stocks" 2011 – 2020.*

The NRAP consists of 13 pages divided into six main sections and a five page Table at the end listing the main activities and expected outcomes.

Section I outlines the perceptions, objectives, scope and target of the Programme. The Programme is introduced as part of Viet Nam's efforts towards climate change mitigation with the overall goal to reduce GHG emissions from the forestry sector across the whole country. This action plan is broken down into two time periods: 2011-2015 and 2016-2020. In phase 1 the expectation is to be piloting REDD+ activities across 8 provinces. Key activities and expected outcomes are presented in the Table at the end of the document.

Section II describes the main tasks, broken down across the two time periods. In the first period the main tasks are capacity building and institutional development for REDD+ management, defining the baseline emissions levels, establishing and operating an MRV system, establishing a REDD+ Fund, implementation of REDD+ pilots and strengthening cooperation between REDD+ and Forest Law Enforcement, Governance and Trade (FLEGT). In the period 2016-2020 activities build on the first phase in order to finalise mechanisms, policies, organizational structures and technical capacity to

ensure the management, coordination and effective operation of projects and activities under the National REDD+ Programme. It is envisioned in this time period that REDD+ activities are ongoing and contributing to Viet Nam GHG targets with Viet Nam receiving result- based payments. This section includes: review and drawing of the experience from REDD+ implementation in the pilot provinces and newly introduced international practices for revising and improving the Programme that will be expanded at the nation-wide scale in the next phase.

Section III on solutions highlights some more specific areas where particular efforts need to be focused. These include: improving the legal framework to facilitate REDD+ implementation, institutional improvement and human resource development, reviewing and supporting the allocation of forest land and reviewing and improving land use planning and linkages to key development plans, such as Forest and Development Plans. Other areas include support to forest inventory development, awareness raising for local people and greater international cooperation to diversify financial resources.

Section IV is about funding. Funds will be derived from the state budget available for the implementation of the National Programme on Climate Change and the Forest Protection and Development Plan 2011 – 2020, and from other relevant Programmes and projects as well as through potential support from donor governments, NGOs etc. Of these possible resources, international funding is expected to play the leading role.

Section V provides details on the implementation mechanisms authorising MARD as the leading Agency, establishing a high level National REDD+ Action Programme Steering Committee (Chaired by the Minister of MARD) as well as highlighting the role of the Viet Nam REDD+ Office, as well as the responsibilities of other Ministries and other key groups.

The final section, *Section VI*, provides information on monitoring and evaluation.

Finally, at the back there is a table listing proposed activities and projects for the implementation of the National REDD+ Action Programme

2.4 Methodology to assess the NRAP and its implementation

In order to assess the NRAP it is necessary to first understand whether it was able to meet the overall outcome indicators which it set out to achieve. The question of whether these were the right objectives and overall suitability of the NRAP are examined in the next section (Section 3). To understand if the NRAP and its activities have been achieved it is necessary to refer to the Table in Decision 799 which provides a break down of expected outcomes from implementation of the NRAP. Progress can be measured against these 24 outcome indicators. The main intervention areas and expected outcomes as outlined in Decision 799 Table are shown in Table 2 below. Based primarily on reports and interviews the team used a basic traffic light approach to assess each of the eight intervention areas and 24 indicators.

Green	The output indicator has been met	
Orange	The output indicator has not been fully met but there is ongoing progress	
Red	The output indicator has not been met and progress is not sufficient	

Table 2: NRAP Phase 1 outcome indicators

Intervention Area 1: Capacity building and institutional development for management of REDD+ activities in Viet Nam

- (1) Meetings, seminars/workshops and training courses to provide knowledge and expertise for relevant staffs of the forest sector and line departments at central and provincial levels arranged
- (2) REDD+ dissemination and communication training provided to staffs and civil servants of the forest sector and line departments at central and provincial levels
- (3) Trainings/workshops on MRV, REL/RL identification for relevant technical staffs at central level and in pilot provinces provided
- (4) Capacity of key staffs who are participating in REDD+ negotiation upgraded
- (5) Trainings/workshops inside and outside Viet Nam

Intervention Area 2: Identifying baseline emission level applicable for RELs/FRLs

- (6) REDD+ reference scenario at national level defined
- (7) REDD+ scenarios for pilot provinces prepared

Intervention Area 3: Establishment and operation of MRV system

- (8) National MRV that satisfies UNFCCC requirements available
- (9) MRV system for Viet Nam REDD+ prepared and piloted in 8 provinces
- (10) The design, methodology and mechanism for implementing the national forest inventory Programme revised and supplemented
- (11) Baseline data for REDD+ monitoring in pilot provinces compiled
- (12) Monitoring gas emission and leakage in pilot provinces
- (13) Results of REDD+ implementation in pilot provinces (emission reduction, increased carbon stocks and emission leakage) verified

Intervention Area 4: Financial management of the NRAP

- (14) National REDD+ Fund established
- (15) Provincial REDD+ Funds developed
- (16) REDD+ performance-based payment system in pilot provinces became operational

Intervention Area 5: Improving legal framework relevant to the Programme implementation

- (17) Legal documents on lands, forest protection and development, investment, financing, land tenure and other legal documents relevant to REDD+ revised, supplemented, newly formulated in accordance with laws and international agreements Viet Nam has joined

(18) The system of criteria and standards for silvicultural interventions applicable in forest development; guiding the preparation of sustainable forest management plans, forest inventory, assessment and monitoring needed for accounting emission reduction by REDD+ developed

(19) Regulations on reduced impact logging (RIL) and the system for monitoring logging practice, defining and tracing timber chain of custody, ensuring timber legality in logging, transportation, processing and exporting developed

Intervention Area 6: Monitoring and evaluation the National REDD+ Action

(20) Legal document specifying criteria for monitoring REDD+ implementation, regulating REDD+ database management at central and local levels prepared

(21) Monitoring and evaluating the National REDD+ Action Programme

Intervention Area 7: Establishment of the safeguard information system

(22) The safeguard information system at national level established and becomes operational

Intervention Area 8: Awareness raising and capacity building for forest owners and other related parties

(23) Awareness and REDD+ implementing capacity raised

(24) Support mechanisms proposed and piloted

2.5 Assessment of the NRAP and its implementation

Intervention Area 1: Capacity building and institutional development for management of REDD+ activities in Viet Nam (Indicators 1-5)

(Indicator 1) Meetings, seminars/workshops and training courses to provide knowledge and expertise for relevant staffs of the forest sector and line departments at central and provincial levels arranged

Over the past five years there have been numerous seminars/ workshops and training courses. A list of the types of trainings can be found on the Viet Nam REDD+ website.¹² Most recently the UN-REDD Programme held a five day training course under their REDD+ Academy initiative. The REDD+ Academy has 12 modules providing an overview of key REDD+ issues, including national REDD+ strategies, national forest monitoring systems, MRV and monitoring, reference emission levels, safeguards and safeguard information systems, governance, stakeholder engagement, and climate finance. There have also been extensive trainings held in the provinces, primarily through internationally supported projects; for example the LEAF Programme has supported over 40 trainings in Lam Dong and Nghe An, while the Forest Carbon Partnership Facility (FCPF) has held multiple trainings this year in its priority provinces.

It is clear that an extensive amount of training has been arranged but concerns have been raised by many interviewees with regards the contents of the trainings;

¹² <http://Viet-Nam-redd.org/Web/Default.aspx?tab=event&zoneid=107&subzone=158&lang=en-US>

with the trainings ‘being highly technical and confusing’ and not very relevant. Concerns were also raised with respect to who was receiving the trainings – generally perceived as suitable for a small group of technical experts. The general feedback was that the trainings provided need to be tailored to the issues that people are working on or concerned about and they need to be in a language people understand.

(Indicator 2) REDD+ dissemination and communication training provided to staffs and civil servants of the forest sector and line departments at central and provincial levels

The UN-REDD Programme and FCPF in particular have been providing REDD+ dissemination and communication training in order to build capacity at the central and local levels. This has mainly been provided in two periods. During the early phases of UN REDD Phase I Programme and this year under the FCPF project and UN REDD Phase II Programme. Various fact sheets and communication materials have been produced around REDD+ and climate change, benefit distribution systems, measurement reporting and verification etc. The Viet Nam REDD+ website is regularly updated.¹³

The general feedback is that there continues to be high levels of confusion around REDD+; the continued focus of REDD+ around the four design elements has only added to this confusion. The language of REDD+ continues to be alien to most stakeholders and there continues to be insufficient effort to try and communicate in a language and activities which people can easily relate to. There is a real need to tailor communication to different audiences. For local communities REDD+ may be about increasing incomes; for high ranking officials it may be more about accessing international finance, for VNFOREST officials it needs to relate to their existing plans and policies which they establish; while provincial authorities would need to know how it fits with what they are already mandated to implement. Therefore even though it could be argued this indicator has been met in terms of providing materials it is questionable if the message is being communicated in the most appropriate or useful manner. After over five years of REDD+ there is still a high level of confusion concerning what exactly is REDD+ and how it relates to what the government is already doing. Such confusion is common in many countries. Clearly getting this message across better will be critical. A review and update of current communication materials is suggested. The confusion is not helped by different approaches and advice coming from different projects and donors. Agreeing on the key design elements of REDD+ will help overcome this problem and ensure consistency of message. Also placing more emphasis in the NRAP Phase 2 on REDD+ *implementation*, will make REDD+ more relevant and understandable to the target audiences.

(Indicator 3) Trainings/workshops on MRV, REL/RL REL/RL identification for relevant technical staffs at central level and in pilot provinces provided

¹³ <http://Viet Nam-redd.org/>

There have been a number of trainings/workshops covering the topic of MRV and RELs. This has been the subject of discussions in the Sub Technical Working Group on MRV which has met on eight occasions since 2010; as well as among its members holding smaller technical discussions. There have also been numerous trainings at the provincial level, with the support of international projects, such as LEAF and JICA. It can therefore be concluded that this indicator has generally been met.

(Indicator 4) Capacity of key staffs who are participating in REDD+ negotiation upgraded

Training courses have been held to equip the staff of the Ministry of Agriculture and Rural Development and other relevant ministries with the necessary information to actively partake in international negotiations, especially on climate change and REDD+. The most recent trainings took place from 11th to 14th November, 2015. Such trainings are important to increase awareness and improve the skills of negotiators. General sentiment, however, is that the capacity of Viet Nam in the negotiations is severely lacking and that further upgrading is needed. Also, there has been a significant staff turnover which means those individuals who may have the expertise in negotiations are no longer available.

(Indicator 5) Trainings/workshops inside and outside Viet Nam

As highlighted previously there have been numerous trainings/workshops often supported through international projects both inside and outside Viet Nam. The issue raised was not so much the number of workshops but the relevance of the content of such workshops, which needs to be reviewed.

In summary, given the assessment of the individual outcome indicators the overall assessment for the intervention area 1 is scored as orange. It was noted that although this intervention area refers to institutional development the outcome indicators for this are lacking. We return to this issue in the next section on recommendation for the future NRAP.

Intervention Area 2: Identifying Reference Emission Levels (indicators 6 & 7)

(Indicator 6) REDD+ reference scenario at national level defined

There has been considerable discussion and debate on the merits of setting the forest reference emissions level (FREL)/ forest reference level (FRL) at different levels; national versus subnational versus project level. The UNFCCC clearly stipulates the need for a national FREL/FRL, with the possibility of interim subnational RELs. *Decision 12/CP.17* elaborates modalities relating to forest reference emission levels and/or forest reference levels as referred to in *decision 1/CP.16, paragraph 71(b)*. In Warsaw, *decision 13/CP.19*: agreed guidelines and

procedures for the technical assessment of submissions from Parties on proposed forest reference emission levels and/or forest reference levels (see Box 4).

Parties must submit their FREL/RELS onto the UNFCCC REDD+ information hub in order to be eligible for results based financing. On January 14th Viet Nam submitted its FREL to the UNFCCC.

Box 4: Summary of Decision 13/CP19

- Guidelines and procedures for the technical assessment of submissions from Parties on proposed forest reference emission levels and/or forest reference levels.
- Decides that each submission of forest reference emission levels and/or forest reference levels shall be subject to a technical assessment.
- Invites Parties and relevant international organizations to support capacity-building for development and assessment of forest reference emission levels and/or forest reference levels.
- Adopts the guidelines and procedures for the technical assessment, as contained in the annex to the decision.
- Requests the secretariat to prepare a synthesis report on the technical assessment process, for consideration by the Subsidiary Body for Scientific and Technological Advice after the first year of technical assessments.

Viet Nam has a history of implementing national forest inventories (NFI) since 1991, providing nation-wide data of its forest resources. This provides necessary data to develop a FREL/FRL at the national scale. After much debate there is now an approach to setting the national reference emissions level. Some of the key elements are shown in Box 5 below:

Box 5: Key elements of Viet Nam's FREL/RL submission

- Viet Nam presents both removals and emissions and the sum of both (net removals/emissions) rather than presenting only net emissions/removals. This separation allows a clearer representation of the trends in both emissions and removals over time and facilitates an improved way of monitoring the different policies and measures of enhancing forest carbon stocks and reducing emissions from deforestation and forest degradation.
- It also allows for a clearer way to adjust FRLs for national circumstances, in particular the 661 Programme.
- In addition, to reduce the uncertainty of emissions and removals estimates, Viet Nam will stratify its Emission Factors/Removal Factors into six ecological regions;
- All five REDD+ activities are included in the FREL/FRL; and
- Two carbon pools will be covered - above ground biomass and below ground biomass. Changes in deadwood, litter and soil organic carbon stocks from deforestation will not be reported due to lack of a reliable time series of data for the whole country, and also since these are not considered significant pools.

Although further efforts are needed to adequately adjust the FREL/FRL based on better data to determine the national circumstances, having an agreed approach for the first time will help considerably in framing the REDD+ and ensure more consistency across future interventions. It will also provide the basis to develop the other key elements of the REDD+ architecture, as the FREL/FRL is a central design element with which the other design elements must align.

(Indicator 7) REDD+ scenarios for pilot provinces prepared

Currently provinces are developing Provincial REDD+ Action plans (PRAPs). These include: Ca Mau, Lam Dong (completed), Binh Thuan, Ha Tinh, Bac Kan and Lao Cai (supported under the UN REDD Viet Nam Phase 2 Programme); Thanh Hoa, Ha Tinh, Nghe An, Quang Binh, Quang Tri, Thua Thien Hue (supported through the World Bank Forest Carbon Partnership Facility and the Viet Nam Forests and Deltas Programme) and Dien Bien, Son La, Lai Chau and Hoa Binh (under JICA SUSFORM and SNRM projects). Therefore a total of 15 provinces are in the process or have completed their PRAPs which set out suggested REDD+ interventions in the province. In the case of Lam Dong and Dien Bien they have already developed PRAPs through the support of international projects.

The NRAP indicates the need for piloting in at least eight pilot provinces so it can be argued that this indicator has been met or is in the advanced process of being met.

Overall we conclude that intervention area 2 has basically been met.

Intervention Area 3: Establishment and operation of MRV system (indicators 8-13)

(Indicator 8) National MRV that satisfies UNFCCC requirements available

The Viet Nam Measurement, Reporting and Verification (MRV) Framework document was produced in 2011. The most recent version is Draft 3, Version 1.¹⁴ This document focuses on the mechanisms through which GHG emissions and removals from the forestry sector will be measured, reported and internally verified (i.e. the national MRV System). The document focuses on three key elements of the MRV system: (i) the generation of the activity data and the establishment of a land monitoring system (LMS) to assess forest area and forest area changes through assessment of forestry and non-forestry land; (ii) the estimation of emission factors building on the national forest inventory (NFI) (see outcome 10 below) and through development of country-specific allometric equations and conversion/expansion factors; and (iii) information from the above two components to compile a GHG-I for REDD+, forming part of the country's National Communications to the UNFCCC - the "reporting" element of MRV.

¹⁴ Measurement, Reporting and Verification (MRV) Framework document with reference to safeguards information and monitoring of policies and measures: Version 1 Draft 3 / September 2011

Under UNFCCC *decision 10/CP.19* data and information should be provided through a technical annex to the biennial update reports.

This framework document is intended to address the requirements as set out by the UNFCCC and continues to be consistent with the latest requirements on MRV under the UNFCCC (see Box 6). The framework also provides information on safeguards, and monitoring of policy and measures in the context of monitoring/collection and provision of information. This is consistent with *decision 11/CP.19* which acknowledges that Parties' national forest monitoring systems may provide, as appropriate, relevant information for national systems for the provision of information on how safeguards are addressed and respected.

Box 6: Summary of decision 14/CP.19: Modalities for measuring, reporting and verifying

- Decides that measuring, reporting and verifying anthropogenic forest-related emissions by sources and removals by sinks, forest carbon stocks, and forest carbon stock and forest-area changes is to be consistent with the methodological guidance provided in *decision 4/CP.15*, and any guidance on the measurement, reporting and verification of nationally appropriate mitigation actions by developing country Parties as agreed by the COP
- Decides that data and information should be provided through a technical annex to the biennial update reports, underlining that the submission of the technical annex is voluntary and in the context of results-based payments
- Further decides to include two additional LULUCF experts in the technical team of experts for the international consultation and analysis of results-based actions reported in a technical annex to the biennial update reports, and agrees that these LULUCF experts will develop a technical report on their analysis of the technical annex and identified areas for technical improvement
- Also agrees that results-based actions that may be eligible to appropriate market-based approaches that could be developed by the COP may be subject to any further specific modalities for verification

Although the existing MRV Framework provides clear guidance on establishing a national MRV system some of its recommendations appear not to be sufficiently implemented. For example, developing clear institutional mandates for the coordination of administrative and technical duties (in particular between MARD and MONRE), the development of the LMS, the structure of the future NFI (see outcome 10 below) and a clear process to adequately generate and submit data to the UNFCCC biennial reports. It is also not clear whether this Framework document is the agreed MRV approach by the government given that some of its recommendations appear to go beyond what the government is committed to do. The document states that it *'is endorsed by the Viet Nam REDD+ Office. It is however a living document and will be improved in accordance with international negotiation process, further guidance from the COPs and process of the REDD+ implementation in Viet Nam as well as through consultations with key stakeholders.* The MRV Framework document needs to be updated and approved in early 2016. Decision 9/CP.19 recalls that in order for Parties undertaking the results-based actions referred to in decision

1/CP.16, paragraph 73, to obtain and receive results-based finance, those actions should be fully measured, reported and verified. It is important the MRV Framework is both consistent with the FRELs and fully represents what the government is actually committed to introduce.

(Indicator 9) MRV system for Viet Nam REDD+ prepared and piloted in 8 provinces

The MRV system will be developed at the national level, as the FREL/FRL will be established at this level. There will not be separate MRV systems prepared for each province. However, in the case of the FCPF Carbon Fund there will be a regional RL [covering the six provinces of the North Central Agro-ecological zone] and a regional MRV system. Given the needs of the Methodological Framework under the Carbon Fund there may be some additional requirements in developing the MRV system. This indicator needs to be updated.

(Indicator 10) The design, methodology and mechanism for implementing the national forest inventory Programme revised and supplemented

Since 1990 the Forest Inventory and Planning Institute (FIPI) has been implementing the National Forest Inventory Monitoring and Assessment Programme (NFIMAP) which tracks the overall forest cover and forest conditions across the country by undertaking a National Forest Inventory (NFI) on a five-year cycle. So far, four cycles have been completed [the fourth cycle was carried out between 2006-2010]. This Programme includes two main tasks: forest area monitoring and assessment of forest trends and forest quality inventory. For the first task, FIPI applies remote sensing technologies while for the second task, a systematic permanent sample plot system is employed.

As for the annual monitoring of forests and forestry land use changes, these functions and tasks are assigned by VNFOREST to the Forest Protection Department (FPD). These are based on an initial database on forestry land area derived from the results of the 1998 General Forest Statistics and Inventory Programme, which have apparent deficiencies in accuracy. Local forest rangers collect information on changes of forests and forestry land use and update these changes to the database. The means of information collection are not standardized and very few districts/communes use remote sensing in combination with GPS measurement as a basis for annual updates. The lack of technical training and equipment also leads to low quality of information. The data collected is then reported to the Provincial People's Committee and up to MARD for releasing of annual data on forest and forestry land.

On 15 April 2013, the Prime Minister issued *decision No. 594/QD-TTg* approving the Project on “*Nation-wide general investigation and inventory of forests for the period from 2013 to 2016*”. The National Forest Inventory and Statistics (NFI&S) Programme is currently conducting a nationwide update of forest management units. This would provide updated information from which the annual monitoring of forests could be completed. There is now an ongoing debate whether there is a continued need for the NFIMAP given the existence of

the NFI&S. In order to implement a National REDD+ Programme, Viet Nam needs to develop a NFMS (see Box 7) that includes a system for measurement, reporting and verification of emission reductions. The NFIMAP 5 would provide this, in combination with the LMS, for example. The information generated under the NFI&S is not suited for assessing forest cover and forest conditions at the national level and is therefore not designed as a NFMS. It is therefore crucial that there is agreement to introduce NFIMAP 5 or whatever system provides an appropriate NFMS. Recommendations on streamlining the NFI methodology are outlined in the National Forest Assessment Project, supported by FAO. Further information on this project is provided in *Annex 3*.

Box 7: Summary of decision 11/CP.19: Modalities for national forest monitoring systems

- Affirms that the activities referred to in this decision are undertaken in the context of the provision of adequate and predictable support to developing country Parties.
- Decides national forest monitoring systems should be guided by the most recent IPCC guidance and guidelines, as adopted or encouraged by the COP.
- Also decides that national forest monitoring systems should provide data and information that are transparent, consistent over time, suitable for MRV, and build upon existing systems while being flexible and allowing for improvement.
- Acknowledges that Parties' national forest monitoring systems may provide, as appropriate, relevant information for national systems for the provision of information on how safeguards in decision 1/CP.16, appendix I, are addressed and respected.

(Indicator 11) Baseline data for REDD+ monitoring in pilot provinces compiled

A REDD+ monitoring framework is currently being developed across the six UN REDD Programme supported pilot provinces in order to track progress with implementation of demonstration activities and to ascertain whether they lead to measurable positive outcomes. During the full REDD+ implementation phase, the REDD+ monitoring tool will be fully integrated into a comprehensive monitoring system for all Policies and Measures (PaMs) under the NRAP. Monitoring of REDD+ demonstration activities may be done through a series of proxies or parameters (e.g. forest canopy changes, forest certification schemes, etc.). The specific approach adopted for monitoring REDD+ demonstration activities will depend on the nature and scope of each demonstration activity. Baseline data is currently being collected so this outcome is still in progress.

(Indicator 12) Monitoring gas emission and leakage in pilot provinces

With the decision to introduce a FREL/FRL at the national level, monitoring of GHG would not be needed at the provincial level. There is currently no

monitoring of GHG emissions at the provincial level except for the activities of some international projects, such as LEAF. A national FREL/FRL will account for leakage within the country while adequate monitoring of PaMs should be able to pick up possible leakage at the local level. It is suggested that this outcome indicator is removed/revised in light of developments.

(Indicator 13) Results of REDD+ implementation in pilot provinces (emission reduction, increased carbon stocks and emission leakage) verified

Current delays in REDD+ implementation implies that this outcome indicator has not been reached.

In summary, for intervention area three we score as orange. Although there have been some important advances in developing the MRV system there continue to be a number of key issues which need to be resolved in order to ensure an appropriate MRV system is in place.

Intervention Area 4: Financial management of the National REDD+ Action Programme (Indicators 14-16)

(Indicator 14) National REDD+ Fund is established

The UNFCCC does not provide guidance on how REDD+ funds should be established and managed, but what is clearly stipulated is the need for results-based finance (see Box 8: *decision 9/CP19*). The results must be expressed in tCO₂e per year, and measured, reported and verified independently against the FREL/RL to meet international standards and requirements. The REDD+ Fund therefore needs to be designed with these elements in mind. *Decision 9/CP 19* also recognizes the importance of incentivizing non-carbon benefits for the long-term sustainability of the implementation of the activities referred to in decision *1/CP.16, paragraph 70*. This provides the opportunity for non-performance based payments, in particular for activities which integrate mitigation and adaptation, and indicates the need for flexibility in how REDD+ funds are designed. Further analysis of funding opportunities is required in order to structure the REDD+ Fund accordingly and enhance Viet Nam's access to multiple funding streams.

Box 8: decision 9/CP.19: Work Programme on results-based finance

- Reaffirms that results-based finance may come from a wide variety of sources, public and private, bilateral and multilateral, including alternative sources.
- Recalls that for developing country Parties undertaking the results-based actions should have all of the elements referred to in decision 1/CP.16, paragraph 71, in place, in order to receive finance and agrees that the most

recent summary of information on how all of the safeguards have been addressed and respected before they can receive results based payments.

- Encourages financing entities, including the Green Climate Fund in a key role, to channel adequate and predictable results-based finance in a fair and balanced manner.
- Decides to establish an information hub on the REDD Web Platform, to publish information on the results and corresponding results-based payments.
- Requests the Standing Committee on Finance to consider the issue of financing for forests in its work on coherence and coordination.
- Recognizes the importance of incentivizing non-carbon benefits for the long-term sustainability of the implementation of the activities referred to in decision 1/CP.16, paragraph 70.

Under the NRAP, *Decision 799*, the Prime Minister has assigned MARD, in coordination with the Ministry of Finance and other relevant ministries and agencies, to develop and issue regulations on the organization and operation of the National REDD+ Fund (NRF) in accordance with Vietnamese law and international rules. The decision also states that funds for the implementation of the NRAP will be mobilized from many sources, of which international sources will play a key role. MARD issued Notification No. 1682/TB-BNN-VP 03/04//2013 informing the conclusion of the task of establishing a Viet Nam REDD+ Fund by the Minister. Accordingly, VNFOREST directed the related agencies to develop a proposal for the Viet Nam REDD+ Fund. A draft proposal on the establishment of the Viet Nam REDD+ Fund for the period 2015-2020 was circulated in October this year and was formally approved in December through Decision 5337/QD-BNN-TCLN dated 23/12/2015. Concerns have been raised over whether the proposed structure of the fund will meet different donor and/or international requirements, for example around safeguard requirements and results-based payments. There is also a lack of clarity on how it aligns with other funds, in particular the Green Climate Fund, which is likely to be a key entity to channel funds for REDD+. *Decision 9/CP 19* highlights the role of the Green Climate Fund. It is therefore important that efforts in developing the National REDD+ Fund are well coordinated with efforts to manage the Green Climate Fund [which will fall under the Ministry of Planning and Investment].

(Indicator 15) Provincial REDD+ Funds developed

According to the proposal on the National REDD+ Fund (NRF) for the interim period, provincial agencies will not have a fund allocation role but will receive funding to directly implement specific activities identified in the Provincial REDD+ Action Plans (activities under government mandate). This funding will not be co-mingled with regular budgetary resources. To ensure this, the mandate of the provincial Forest Protection and Development Fund (VNFF) will be expanded to receive funding for PRAP implementation in accordance with NRF regulations and operational manual. Such a modality has raised some concerns in that it will likely imply that funds for REDD+ only focus on interventions within the forest sector. However, to date this has not been developed and there is not going to be a separate Provincial REDD+ Fund. This indicator may need to be amended to reflect these changes.

A guidelines has been approved by MARD via the Decision No 5399/QĐ-BNN-TCLN on 25th December 2015 on piloting positive incentive delivery under the framework of UN-REDD Viet Nam.

(Indicator 16) REDD+ performance-based payment system in pilot provinces became operational

According to the NRF, funding can be provided to the following activities:

- a. Operate and manage the NRAP, including MRV, NFMS, SIS, and the institutional arrangements for REDD+.
- b. Support the development, revision and implementation of policies and Programmes at the national level to create an enabling environment for REDD+.
- c. Support training, education and research organizations and institutes to conduct research to facilitate REDD+ implementation.
- d. Support the development and implementation of PRAPs.
- e. Implement the benefit sharing plan of emission reduction Programmes that will have been approved by third parties recognized by the government.

The establishment of performance-based payments at the local level has been the main focus for the past five years of the Sub Technical Working Group on Benefit Distribution Systems. This has culminated into the above mentioned Decision 5399/QĐ-BNN-TCLN dated December 25th 2015 ‘On piloting positive incentive delivery under the framework of UN-REDD Viet Nam Phase 2 Programme’. The Decision provides details on how such a performance based system can be piloted to work in practice. It can therefore be argued this indicator is in progress though it is not operational.

It is noted that this focus on local payment systems appears to have been developed without clear integration with the other design elements of REDD+, in particular with decisions being made on FRELs/FRLs and MRV. More importantly, no thorough assessment has been carried out on whether direct payments at the local level would be a sufficient incentive for change in land or forest practices given the likely small payments which will be available. It also incurs high transaction costs. It is surprising that there has not been more focus and understanding on what are some of the other policies and measures which could have a major impact on deforestation and restoration in the country. This highlights the bigger issue of the need to better understand and articulate the key policies and measures (including their cost effectiveness) within the NRAP and PRAPs. Without this REDD+ funds could be used ineffectively and with limited performance, which will ultimately reduce future funds.

In summary, we can conclude that this indicator is partially met. The basic infrastructure to manage REDD+ Funds is being established. However there are concerns whether this is the most effective way to manage the funds and ensure performance as well as maximise the funding possibilities for REDD+ in Viet Nam. It is therefore recommended that as a follow up further assessments are carried out.

Intervention Area 5: Improving the legal framework relevant to the Programme implementation (Indicators 17-20)

(Indicator 17) Legal documents on lands, forest protection and development, investment, financing, land tenure and other legal documents relevant to REDD+ revised, supplemented, newly formulated in accordance with laws and international agreements Viet Nam has joined

Since the NRAP decision, a number of new legal documents relevant to REDD+ have been formulated. For example: the new *Land Law 2013* which recognises the responsibility of state land and land in production for ethnic minorities; *Decree 75/2015/ND-CP* dated 9th September 2015 on developing poverty reduction policies to support ethnic minorities for the period 2015-2020; *Joint Circular 80/2013/TTLT-BTC-BNN*, dated 14th June 2013, between the Ministry of Finance and MARD on management and use of state budget for forest protection and development;; *Decision 218/QĐ-TTg* of the Prime Minister, dated 7th February 2014, approving the Strategy to manage systems of SUFs, marine reserves, Viet Nam’s wetland areas towards 2020, with a vision towards 2030; *Directive 02/CT-TTg* of the Prime Minister , dated 24th January 2014, to take directions on reforestation replacing areas which have been used for other purposes; *Decision 1183/QĐ-TTg*, dated 30th August 2012, to approve the National Action Plan on climate change for the period 2012-2020; *Decision 1393/QĐ-TTg*, dated 25th September 2012, approving the National Green Growth Strategy; *Decision 1775/QĐ-TTg*, dated 21st November 2012, approving the plan on management of greenhouse gas emission and transactions on the world carbon market. The full list of relevant legal document and a brief summary are provided in Annex 2.

Although this is clearly an impressive list of legal documents it is not clear how the NRAP has influenced or how it aligns with policy development in the country. The NRAP must be based on a thorough analysis of drivers of deforestation and forest degradation and the barriers to ‘+’ in order to prioritise key policies and measures and to be able to monitor whether these have been introduced and ultimately lead to impact. This thorough analysis would allow to cross reference what PaMs are needed with what efforts are currently being introduced. If the lists are the same then this would imply that Viet Nam is well on track. However, it is clear from the interviews that different stakeholders have different opinions on what policies and structural changes are needed, and that according to some stakeholders current policies are insufficient or inadequately introduced to bring about the changes needed. There were also concerns raised that although there are many forward thinking policies, not all are being adequately implemented and their stated objectives met.

For this indicator, clearly legal documents on lands, forest protection and development, investment, financing, land tenure and other legal documents relevant to REDD+ have been produced after the NRAP was introduced. However it remains unclear how current policies and plans relate to the NRAP

(or the basic analysis which should underlie the NRAP) and which should be the focus of attention; priority areas which are deemed critical to deliver on REDD+.

(Indicator 18) The system of criteria and standards for silvi-cultural interventions applicable in forest development; guiding the preparation of sustainable forest management plans, forest inventory, assessment and monitoring needed for accounting emission reduction by REDD+ developed

There have been some updated relevant policies; for example *Circular no 38/2014/TT-BNN* dated on 3rd November 2014 by MARD guiding the management plan for sustainable forest management. This circular guides forest owners to apply the revised Vietnamese FSC standards according to FSC global guidance with 10 principles; 56 criteria and more than 200 indicators, which includes forest ecosystem services and safeguard information. However, procedures for forest rehabilitation and silvicultural techniques measures still use the forestry sector norms since 1993, 1998 (QPN 21-98, QPN 14-92) and to date none of these criteria and standards are accounting for emission reductions for REDD+. There is therefore a need to better understand how to integrate and account for emission reductions and enhanced removals of silvicultural interventions applicable in forest development.

(Indicator 19) Regulations on reduced impact logging (RIL) and the system for monitoring logging practice, defining and tracing timber chain of custody, ensuring timber legality in logging, transportation, processing and exporting developed

Timber harvested from natural forest has decreased over the past decade due to increasing concerns over environmental issues in the country (*Decision 2242/2014/QĐ-TTg* approving the scheme for strengthening the management of exploitation of timber of natural forest for the period 2014-2020). State Forest Companies (SFCs) exclusively implemented timber harvesting with recent bans on harvesting in natural forests. There are only two State Forest Companies who are permitted who abide by Sustainable Forest Management Certification (FSC).

MARD has released a number of key documents relating to forests and forest products, which need to be used by all stakeholders within the country. For example, *Circular 35/2011/TT-BNNPTNT* dated May 20th 2011 and *Circular 70/2011/TT_BNNPTNT* dated October 24th 2011 by MARD on ‘guiding the implementation of timber and non-timber forest product harvesting and salvaging’; ii) *Circular 01/2012/TT-BNNPTNT* dated January 4th 2012; *Circular 42/2012/TT-BNNPTNT* dated on 21st August 2012; and iii) *Circular 40/2015/TT-BNN-TT* dated 21st October 2015 by MARD on packaging legal forest products and examination of forest product origin. To date there is no regulation specifically targeting reduced impact logging (RIL), though it forms part of other guidelines such as FSC.

In 2010, Viet Nam started negotiating a Voluntary Partnership Agreement (VPA) with the EU. In 2014, VNFOREST shared the draft of a core element of the VPA, the timber legality assurance system (TLAS). This document details

technical information on the timber legality verification mechanisms and the timber supply chain controls that Viet Nam intends to implement once the VPA is initiated.

It is therefore important that there is close collaboration between the FLEGT efforts and REDD+. This so far has not taken place in any significant manner, although there has been discussion around the UNDP supported Participatory Governance Assessment (PGA) Framework. Deeper collaboration between FLEGT and REDD+ in Viet Nam is necessary. To date there has been little discussion of FLEGT as part of the STWG on governance. This needs to be changed. For this reason we deem this indicator partially met.

(Indicator 20) Legal document specifying criteria for monitoring REDD+ implementation, regulating REDD+ database management at central and local levels prepared	
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Currently no legal document exists. There are terms of reference in order to bring in a consultant to develop the REDD+ database. This may only be completed this year.

In conclusion it is not clear why the above three outcome indicators were chosen in order to monitor success in terms of the necessary legal framework to deliver REDD+. Any policies suggested must be based on a detailed analysis of drivers of deforestation and forest degradation in order to pinpoint a few key interventions. It is an omission within the current NRAP which is discussed in more detail in the next section. It is therefore suggested, at least in the early years of implementation, that greater attention is given to a few specific policies. Some ideas are outlined in the following section. These NRAP specific policies could, for example, become the focus of discussions of the Sub Technical Working Group on Governance which to date has been one of the most disjointed STWGs, even though it should be one of the most important. Although many legal documents have been produced since the NRAP was developed, it is not entirely clear if they are the most important policy areas to focus on. For this reason we score the intervention area as partially met.

Intervention Area 6: Monitoring and evaluation of the National REDD+ Action Programme (Indicator 21)	
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(Indicator 21) Monitoring and evaluating the National REDD+ Action Programme	
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The outcome indicators provide a means to monitor and evaluate the NRAP. It is the responsibility of the Viet Nam REDD+ Office and at the higher level, the National REDD+ Steering Committee (NRSC) to ensure that these indicators are being achieved and that the NRAP is being revised in a timely manner. However, there has been no clear mechanism to periodically monitor these indicators. As highlighted earlier there are capacity constraints within VRO and it has limited authority to ensure these indicators are being met. Given that many of the indicators have not been met it is clear that a major issue is the lack of

monitoring and evaluation of the NRAP and also who is responsible for ensuring any indicators are met. Suggestions on how this can be improved are provided in the recommendations section.

Intervention Area 7: Establishment of the Safeguard Information System (Indicator 22)

(Indicator 22) The safeguard information system at national level established and becomes operational

Much of the discussion on safeguards has taken place through the Sub Technical Working Group on Safeguards (STWG-SG). The STWG-SG was established in 2012 to provide an open forum to coordinate activities among stakeholders implementing and supporting in-country safeguards, as well as to deliver key outputs to support the government to meet safeguard requirements. The STWG-SG is chaired by VNFOREST and co-chaired by SNV. A key output from this group has been the development of Policies, Laws and Regulations (PLRs) gap analysis – a contribution to Vietnam Safeguard roadmap. Up to date, there are 2 versions of PLRs gap analysis. The revised one has been incorporated additional analytical findings together with feedback from stakeholders and has been completed in June 2014. The identification and detailed analysis of Vietnam’s legal framework demonstrated that Vietnam’s PLRs are largely consistent with the Cancun safeguards. However, specific legal gaps were identified and recommendations provided. These gap-filling recommendations should be sought to be addressed in order to ensure Vietnam’s legal framework is fully consistent with the Cancun safeguards and can therefore be utilized as Vietnam’s national policy response to international safeguards commitments. *Decision 12/CP.19* provides the latest guidance on meeting safeguard requirements (see Box 9). Based on this a preliminary draft the overall design of the Safeguards Information Systems is currently being produced. Although the safeguards STWG-SG has been highly active, there has been insufficient involvement from government offices. For the outputs from this group to be adopted it is important that the government plays a more prominent role.

Box 9: Decision 12/CP.19: The timing and the frequency of presentations of the summary of information on how all the safeguards referred to in Decision 1/CP.16, Appendix I, are being addressed and respected

- Agrees that the summary of information on how all of the safeguards referred to in decision 1/CP.16, appendix I, are being addressed and respected throughout the implementation of the activities referred to in decision 1/CP.16, paragraph 70, could also be provided, on a voluntary basis, via the REDD Web Platform.
- Decides that developing country Parties should start providing the summary of information after the start of the implementation of activities referred to in decision 1/CP.16, paragraph 70.

- Also decides that the frequency for subsequent presentations of the summary of information should be consistent with the provisions for submissions of national communications and, on a voluntary basis, via the REDD Web Platform.

The STWG-SG also needs to be more actively working with other STWGs in particular on MRV. *Decision 11/CP.19* acknowledges that Parties' national forest monitoring systems may provide, as appropriate, relevant information for national systems for the provision of information on how safeguards in *Decision 1/CP.16, Appendix I*, are addressed and respected. The MRV Framework discussed earlier outlines how this might be achieved.

Intervention Area 8: Awareness raising and capacity building for forest owners and other related parties

(Indicator 23) Awareness and REDD+ implementing capacity raised

To date most awareness raising and capacity building for REDD+ has taken place at the national level, targeting government officials. Projects from groups such as SNV, FFI, CERDA, GiZ, JICA, Winrock, SRD, as well as the UN REDD Programme and FCPF etc. (see Annex 3 for more detail of these projects) have also been supporting activities at the field level. However, much of these efforts continue to target government officials and not the local communities who are dependent on the forests. It was also highlighted that it is important that there is further clarification on who are the 'other related parties' (e.g. communities, CSOs etc) so as to better target support towards such groups. There is also the problem facing most of the large projects that the potential numbers of communes and the general remoteness and therefore difficulty in dealing with many forest communities. And conversely some of the smaller projects can only focus on a very limited number of communes.

There is general feedback that the message is being poorly communicated to local groups, leading to misunderstandings and in some cases expectations which are not being met. For local forest owners the issues of the design elements of REDD+ are not of importance; it can be argued that for poorer groups the issue of climate change is also not of immediate importance. Poorer groups have immediate needs and therefore are less able to factor long term trends into decisions affecting their daily lives. It is therefore paramount that the language of REDD+ is articulated in a language which responds to the needs and realities of these local forest groups. It is also vital that expectations are not unnecessarily raised. Much of the discussion so far has been about 'potential' benefits from REDD+, however these have not been forthcoming and this has created a sense of dissatisfaction and resentment towards REDD+. This again highlights the need for a more detailed understanding of the needs of different groups and the provision of viable and practical options when engaging such groups. The issue of how to improve the communications and options for forest owners and related groups, is discussed further in the next chapter.

(Indicator 24) Support mechanisms proposed and piloted

The focus of this intervention has been to develop mechanisms to support forest owners, communities, entrepreneurs and NGOs to participate in REDD+ implementation. These activities are being defined as part of the ongoing PRAPs and local level efforts. There are mainly two kinds of interventions; (i) direct interventions – which are the direct investment for forest protection and development, e.g. plantation, natural forest improvement, forest fire control mechanism etc.; and (ii) supporting activities – which are mainly to provide incentives to the local communities or forest owners to carry out type (i) activities. The supporting activities include, but are not limited to, provision of community development funds, capacity building on various aspects of livelihood activities etc. The support mechanism depends on PRAPs. They are still being developed. It is critical that these PRAPs align with the revised NRAP and also that the revised NRAP builds on lessons learned from the PRAPs.

The issue was also raised of the need for further clarification on how the perspectives of different groups are fairly reflected in the prioritised interventions and the need for financial support to allow CSOs to be more actively involved in REDD+ implementation.

Summary of NRAP implementation progress

No.	Key elements of the NRAP	Progress
1	Capacity building for REDD+ activities in Viet Nam	
2	Identifying Forest Reference Emission Levels/Reference Levels	
3	Establishment and operation of the Measurement, Reporting and Verification system	
4	Financial management mechanism of the National REDD+ Action Programme	
5	Establishment of the Safeguard Information System	
6	Improving the legal framework relevant to the Programme implementation	
7	Monitoring and evaluation of the National REDD+ Action Plan	
8	Awareness raising and capacity building for forest owners and other related parties	

Although the NRAP implementation may not have met all its stated outputs, it is should be noted that there have been many changes since its development and approval. It was also expected to be regularly updated and this has not happened. It is clearly important that Viet Nam updates its NRAP.

In the next section we will assess the overall relevance and suitability of the NRAP which will lead to future recommendations.

SECTION 3: RELEVANCE AND SUITABILITY OF THE NRAP

3.1 UNFCCC guidance on NRAP development

Based on the assessment in Section 2, as well as further guidance from UNFCCC decisions and learning lessons from countries' efforts in developing NRAPs it is possible to assess the suitability and relevance of Viet Nam's current NRAP (Phase 1) in order to provide recommendation on the content and structure of a revised NRAP (Phase 2). There are no detailed prescriptions in the UNFCCC decision texts regarding the actual content of a National Strategy/Action Plan and no template to follow. However, there is guidance under UNFCCC *Decision 1/CP.16 Paragraph 73 and 74* (see Box 10). Contrary to FREL/FRLs, there is no requirement for a technical assessment or any kind of endorsement from the UNFCCC. The Warsaw Framework only recalls the necessity of a NRAP for REDD+ and requests countries to post a link to their NRAP on the UNFCCC REDD+ Web Platform in order to be able to receive Results-Based Finance (*Decision 11/CP.19*).

Box 10: Decision 1/CP.16 Paragraph 73 and 74 related to the NRAPs

73. Requests developing country Parties, when developing and implementing their national strategies or action plans, to address, inter alia, the drivers of deforestation and forest degradation, land tenure issues, forest governance issues, gender considerations and the safeguards identified in paragraph 2 of appendix I to this decision, ensuring the full and effective participation of relevant stakeholders, inter alia indigenous peoples and local communities;

74. Decides that the activities undertaken by Parties referred to in paragraph 70 above should be implemented in phases, beginning with the development of national strategies or action plans, policies and measures, and capacity-building, followed by the implementation of national policies and measures and national strategies or action plans that could involve further capacity-building, technology development and transfer and results-based demonstration activities, and evolving into results-based actions that should be fully measured, reported and verified;

This text clearly highlights the importance of NRAPs to address the drivers of deforestation, land tenure, forest governance, gender considerations and safeguards generally. This was reaffirmed under *Decision 15/CP.19* (Box 11). Without a thorough understanding of the direct and indirect drivers of deforestation and forest degradation and the major factors needed to ensure forest restoration and conservation, it is not possible to determine the most

appropriate REDD+ policies and measures. As highlighted, in the assessment of indicators this is clearly lacking in the current NRAP.

Box 11: Decision 15/CP.19: Addressing the drivers of deforestation and forest degradation

- Reaffirms the importance of addressing drivers of deforestation and forest degradation in the context of the development and implementation of national strategies and action plans by developing country Parties;
- Recognizes that drivers of deforestation and forest degradation have many causes, and that actions to address these drivers are unique to countries' national circumstances, capacities and capabilities;
- Encourages Parties, organizations and the private sector to take action to reduce the drivers of deforestation and forest degradation;
- Also encourages all Parties, relevant organizations, and the private sector to share the results of their work on this matter, including via the web platform on the UNFCCC website.

Also, paragraph 1 of *Appendix 1 of 1/CP.16* provides general guidance that should be followed when implementing REDD+ activities, and should therefore be kept in mind while developing an NRAP. It states that the 5 activities of REDD+ should:

- Contribute to stabilizing GHG concentrations;
- Be country-driven;
- Be consistent with the objective of environmental integrity and take into account the multiple functions of forests and other ecosystems;
- Be undertaken in accordance with national development priorities, objectives and circumstances and capabilities and should respect sovereignty;
- Be consistent with national sustainable development needs and goals;
- Be implemented in the context of sustainable development and reducing poverty, while responding to climate change;
- Be consistent with the adaptation needs of the country;
- Be supported by adequate and predictable financial and technology support, including support for capacity-building;
- Be results-based;
- Promote sustainable management of forests.

The UNFCCC decisions leave flexibility to countries on both the NRAP design process and the NRAP document, provided the issues and principles highlighted above are addressed. This allows each country to search for the most appropriate (and cost-effective) strategic pathway towards REDD+ considering its specific national circumstances.

3.2 Countries experiences with NRAP development

The NRAP design process may be organized in different ways, within the wider readiness process as well as in relation to other relevant national sectoral and multi-sectoral planning processes. While there are no criteria by which to assess the quality of an NRAP (and no technical review mechanism to do so under the UNFCCC), below are a few key identified elements¹⁵ that have proven to be: (i) particularly helpful in some countries that have already engaged in this process; and (ii) important factors for donors in supporting REDD+ implementation:

Box 12: Key elements of successful NRAPs

1. Being evidence-based.
2. Addressing the main direct drivers of deforestation and degradation, as well as their underlying causes (indirect drivers), and possible barriers to the “+” activities of REDD+ (as well as their potential).
3. Presenting a credible while ambitious strategic vision for REDD+, with transformative policies and measures.
4. Demonstrating country commitment.
5. Backed by (high-level) political support.
6. Building or strengthening effective multi-sectoral coordination and cooperation mechanisms.
7. Ensuring a transparent and participatory design process; and
8. Articulating how the NS/AP differs from enhanced “business as usual” actions.

Under a review of NRAPs produced so far the following lessons were derived.¹⁶

1. *Developing a REDD+ NS/AP is about both process and product.* An emphasis on the process of inclusive and equitable consultation and engagement with relevant stakeholders will ensure a more robust and wider support-base for the strategy and will facilitate its endorsement and subsequent implementation.
2. *The NS/AP design process should be planned early during a REDD+ readiness process.* The sequencing of the various work streams (e.g. analytical work, consultations) can be challenging but is essential in ensuring efficiency in the NS/AP design process (and overall readiness).
3. *Strategic choices need to be made on each of the four Cancun design elements of REDD+ - The National Strategies/Action Plans (NS/AP); Forest Reference (Emissions) Levels (FREL/FRL); National Forest Monitoring Services (NFMS); and Safeguard Information System (SIS).* How each is designed may have strong implications for the other. Ensuring regular communication and feedback loops in the development and implementation of these essential design elements all along the readiness process is therefore critical and may contribute to a more efficient readiness process. The NS/AP document is an opportunity to strengthen the links between these design elements of REDD+ and demonstrate the overall coherence in the country approach to REDD+ as well as its capacity to achieve results.

¹⁵ These criteria are taken from the NRAP module of the REDD+ Academy.

¹⁶ These lessons were taken from the NRAP module of the REDD+ Academy

4. *Designing NS/APs is an iterative step-wise process.* NS/APs should be viewed as organic documents that continue to be expanded and improved upon in a cyclical manner as countries progress towards more comprehensive REDD+ responses: initial strategies may for example only address the most significant REDD+ activities and/or drivers of deforestation and forest degradation, while planning for subsequent improvements following a pragmatic stepwise approach, as well as adapting to a dynamic context.
5. *NS/APs should not be regarded as stand-alone documents.* Countries may find it useful to ensure they are developed and implemented, are relevant (e.g. REDD+ potential, political commitment, etc.), within the context of a country's national development planning process, and in line with other national and international efforts that are related to REDD+ (e.g. Green Growth Goals). Country ownership of the process and therefore the product, and careful integration with other development plans are key elements for success.

Based on the review of the NRAP outcome indicators, an assessment of the developments within the UNFCCC and lessons learnt on best practices for NRAPs, we can conclude with a number of key issues on the relevance and suitability of the NRAP, with suggestions for a revision to the NRAP.

3.3 Recommendations for revised NRAP (Phase 2)

The NRAP needs to be developed through a more participatory process, providing the basis for a shared vision for REDD+ in the country

The NRAP was not developed in a very inclusive and participatory manner. Recommendations through supporting background documents were not adequately reflected in the NRAP and there was minimal opportunity for stakeholders to input or review drafts of the NRAP. This was partially due to a strict deadline on the approval process.

Developing an NRAP must be about both process and product. An emphasis on the process of inclusive and equitable consultation and engagement with relevant stakeholders will ensure a more robust and wider support base for the strategy and will facilitate its endorsement and subsequent implementation. This lack of participation and broad endorsement has resulted in the NRAP and the evolution of REDD+ in general in Viet Nam being fractured amongst different groups with differing visions and ideas of how REDD+ should be implemented. It is critical that any revision of the NRAP, [likely through an updated Prime Minister decision] is developed through a more inclusive and participatory process, reflecting a wider support base. Other options for the legal status of the updated NRAP could be considered in order to ensure that such a participatory and inclusive process is followed. However, the NRAP must be endorsed across different sectors given the nature of REDD+.

As REDD+ [and the NRAP] is dependent on international support and finance, it is necessary to follow international good practice in designing policy and plans, in order to enable Viet Nam to access results-based finance. The NRAP must be cognisant of interests, particularly of those groups who will be providing the finance, as well as broader stakeholder interests. Building on the results achieved

and lessons learnt, a process of reviewing and updating the NRAP provides the opportunity to bring groups back together to help forge a shared vision for REDD+ implementation in the country. It is recommended that a revision of the NRAP is carried out as high priority in 2016. A summary of the steps and outputs to develop a revised NRAP is provided at the end of this section.

The NRAP needs to clearly fit and support the wider context of sustainable development in the country

The NRAP is primarily framed within the *National Strategy on Climate Change* with the overall goal to reduce GHG emissions. Although this is understandable, it does mean that linkages between the NRAP and the broader sustainable development or ‘green growth’ agenda within the country are lacking.

Implementation of REDD+ requires the sustainable development of the forest sector, as well as engaging those sectors which are competing for [forest] land, in order to forge a more sustainable development and subsequent low emissions development in the country. This interdependence between sectors implies that efforts to prioritise one sectors can have negative impact on others; for example, attempts to boost agricultural productivity and output, for example, may lead to increased demands for water and energy inputs, and cause deforestation. Finding synergies and/or balancing trade-offs across sector plans and targets is necessary. Improved planning plays a key role in this regard. Therefore the NRAP needs to make clearer linkages and be more aligned to the broader sustainable development or green growth agenda, supporting activities which balance objectives across different sectors, linking to overall land-use planning.

Better integrating the NRAP into an overall vision of sustainable development, building on ongoing planning processes, will also help bring wider appeal and understanding of the NRAP. Currently the NRAP is not clearly understood by many decision makers, nor is it clear how it links to current policies and plans in the country. Unless these links are made clearer there is the fear that the NRAP (and PRAPs) become standalone strategies without clear links to other development priorities and do not support interventions needed across sectors. Socio-economic Development Plans (SEDP), for example, are key cross-sectoral policy instruments for consideration of REDD+; in particular given the fact that the provincial SEDP is followed when preparing the provincial land use and Forest Protection and Development Plans. Careful integration with such development plans is a key element for success and should be clearly highlighted as part of the NRAP.

The NRAP should provide clarity on key REDD+ design elements and focus more on REDD+ implementation

The NRAP Phase 1 has prioritised activities to develop the ‘design’ elements of REDD+. These are the Forest Reference Emission Level (FREL/FRL), the Measurement, Reporting and Verification (MRV) system and the Safeguard Information System (SIS). The Warsaw REDD+ Framework requests countries to provide information on these design elements on the UNFCCC REDD+ Web Platform in order to be able to receive results-based payments (*decision 11/CP.19*).

With important progress in the development of the design elements, the revised NRAP Phase 2 needs to provide more guidance and focus on *REDD+ implementation*. A focus on REDD+ implementation will also make the plan more widely understood and relevant.

At the same time, in order to provide clear guidance and ensure consistency across REDD+ Programmes and projects in the country it is important that the basic components of these design elements are clearly articulated or referenced within the NRAP. To date there have been many discussions and workshops concerning these design elements. A lack of clear guidance has led to sometimes conflicting and confusing messages. The development of the FREL/FRL provides overall direction to all REDD+ interventions in the country. All other design elements, as well as the system of REDD+ payments, must closely align with this.

It is recommended that the revised NRAP has a section on the key design elements and provides a summary and overall guidance for each of them. This should include the key components of the FREL/FRLs, the MRV Framework and a summary of the Safeguard Information Systems. Relevant technical documents which have been endorsed can be referenced.

Although the current REDD+ MRV Framework provides guidance on establishing a national MRV system, some of its recommendations are not being sufficiently implemented. For example, developing clear institutional mandates for the coordination of administrative and technical duties, and the structure of the future National Forest Inventory. It is also not clear whether this Framework is the agreed MRV approach by the government. It is important that this document is updated in early 2016 and endorsed. A preliminary draft of the overall design of the Safeguards Information Systems also needs to be produced.

There is also the need to ensure closer alignment in the development of the different design elements, which currently is not taking place. Critically there needs to be greater interaction across the teams working on them. For example, the FREL/FRLs will influence the structure of the MRV Framework as well as the payment structure and safeguard systems. This highlights the need for the Sub Technical Working Groups (STWGs) to work in a more coordinated fashion.

The NRAP needs to better define how REDD+ will be implemented: scope and scale

Although NRAPs can take various forms, they must be presented in a coherent manner, clearly outlining the main elements for *REDD+ implementation*; in particular around scope, scale, policies and measures and financing. There could be many possible interventions introduced as part of REDD+ implementation; it is therefore vital that practical and cost effective options are chosen.

The “*scope*” relates primarily to which (or which combination) of the five REDD+ activities¹⁷ a country chooses to implement. Most countries are focusing on one or a few REDD+ activities. Brazil, for example, has started with reducing

¹⁷ (i) reduced emissions from deforestation; (ii) reduced emissions from forest degradation; (iii) conservation of forest carbon stocks; (iv) sustainable management of forests; and (v) enhancement of forest carbon stocks.

emissions from deforestation only, while already working on improving its capacity to measure forest degradation for integration at a later stage; Malaysia is focusing on sustainable forest management. According to the draft FREL/FRL submission the scope of the NRAP for Viet Nam will be all five REDD+ activities. This is ambitious and it is unclear whether the proposed monitoring and MRV systems proposed for each of the five activities are sufficiently robust at this stage, nor if an assessment of the additional costs and benefits of covering all five activities has been carried out.

Given the proposed scope of five activities it would be useful to break down REDD+ implementation along these five activities. A critique of the existing NRAP is that having the overall goal in terms of GHG emission reductions can make it quite abstract; that there is a need to translate the overall goal of emissions reduction targets into more tangible and relevant targets. One approach could be to break the NRAP down along the five REDD+ activities. More specific outcome indicators for each of the activities would need to be developed and monitored. Given that there are already government targets on some of these activities it is unclear how the NRAP relates to these existing plans and policies, including those outside the forest sector. We examine this issue further later in this section.

The “scale” of REDD+ refers primarily to the geographical area in which the country will take responsibility for implementing REDD+. The NRAP proposes at least eight provinces in Phase 1 and nationwide implementation in Phase 2. As part of the implementation, Provincial REDD+ Action Plans (PRAPs) are to be developed. However this is quite a costly process with much replication of existing plans. In order for the NRAP to provide greater guidance to subnational interventions it is recommended that priority REDD+ activities (including policies and measures) at the level of the agro-ecological zone are provided. In terms of forest transition Viet Nam is in a period of forest recovery, with increasing forest cover through reforestation and afforestation and low levels of deforestation. However, this trend is not consistent across the country with varying levels of forest recovery, deforestation and forest degradation; similarly, the drivers of deforestation differ from place to place. For example, the Northeast Agro-ecological region can be described as having gone through a period of deforestation and is now in a period of recovery, while the Central Highlands are still exposed to significant levels of deforestation and forest degradation. Therefore breaking down and providing guidance at the level of the agro-ecological zones, would help prioritise REDD+ interventions. This would provide a more manageable scale for subnational intervention while ensuring clearer linkages between the NRAP and PRAPs.

However, such an approach was not supported by all, so it is recommended to further explore different options.

The NRAP needs to define appropriate policies and measures based on a strong analytical base, understanding the costs and benefits of the choices

The NRAP has little evidence of deliberate national level design of incentives and policies for addressing drivers of deforestation and forest degradation. The need for introducing Policies and Measures (PaMs) based on a detailed drivers assessment, is clearly articulated under UNFCCC *decision 1/CP.16* Paragraph

73; while further guidance is provided in *decision 15/CP.19*. However, this is lacking in the current NRAP. There is a need to shift the focus of REDD+ in Viet Nam to understanding and addressing the drivers of deforestation and forest degradation, as well as barriers to '+'. Brazil provides an example of the importance of improved policy implementation, law enforcement and political will as the key ingredients for success.

Although there have been some studies^{18,19} there still remains a lack of a comprehensive understanding of the drivers of deforestation and forest degradation and the barriers to '+', and of the 'best interventions' to address them. In the current NRAP there is little coverage of PaMs and those interventions highlighted are focused within the forest sector and ignore indirect drivers. PaMs need to be more focused on building REDD+ into existing plans and strategies, across different sectors: climate change, forestry and agriculture etc. In the short term it may be strategic to consider which direct driver(s) and related indirect drivers should be addressed as a priority. In order to focus efforts it is suggested that more detailed drivers assessments are carried out at the national level and the level of the agro-ecological zone to help in better identifying hotspots and PaMs to address them.

The underlying assessments would provide a strong analytical foundation to the REDD+ strategy and initial options on PaMs, which would then need to be prioritised. There are clearly many different options but it is important the most effective options are chosen. To date, developing a local payment system continues to be the assumed measure to influence behaviour at the local level. However, there has been no thorough assessment on whether direct payments at the local level would be a sufficient incentive for change and should be the focus of interventions under REDD+. This measure is less effective if the likely payments are not going to be sufficient to cover a large area at a financial level to change behaviour. Given the current limited REDD+ financing available it is critical that a thorough assessment of what would be the most effective and efficient options and hence where to focus REDD+ investment is carried out. To do this it is necessary to estimate [at least crudely] the cost and benefits of different options [including benefits in terms of rural livelihoods, biodiversity conservation and other developmental aspects], as well as its socioeconomic, political and institutional feasibility. Initial strategies may, for example, only address the most significant REDD+ activities and/or drivers of deforestation and forest degradation, while planning for subsequent improvements following a pragmatic stepwise approach. It is recommended that a number of targeted investments are identified and assessed. Analysis of lessons learnt and best practices on PaMs implementation in the context of past and current Programmes would be important. Some examples could include: establishing a fund to support upfront costs to allow shrimp producers in Ca Mau to meet certification; provide additional financing, following the structure of the previous Viet Nam Conservation Fund, to incentivise co-management and conservation in and around protected areas under threat; introduce policies requiring longer rotation for forest extraction, fiscal incentives and rewards for provinces or districts for

¹⁸ McNally, R.H.G (2012), Report on Forest Policy, Drivers of Deforestation and the REDD Readiness Strategy for Viet Nam: Input for the World Bank Forest Carbon Partnership Facility: Viet Nam Readiness Preparation Plan

¹⁹ Pham, T.T., Moeliono, M., Nguyen, T.H., Nguyen, H.T., Vu, T.H. 2012. The context of REDD+ in Viet Nam: Drivers, agents and institutions. Occasional Paper 75. CIFOR, Bogor, Indonesia.

survival rates for forest planting; reforming SFCs to sell forest products and ecological services, engaging companies to trace production. Lessons from other countries are that they tend to focus on a few priority policy areas, at least initially.

The NRAP needs to more clearly built upon current policies and practices and identify additional activities which need to be introduced and funded

It is necessary to assess potential synergies or inconsistencies of country sector strategies in the forest, agriculture, infrastructure and other sectors with the envisioned REDD+ strategy and the policies and measures recommended. In the case where there are already relevant policies and plans it is important these are recognised and built upon or aligned with as part of the REDD+ strategy. If the PaMs identified correspond with the ongoing policies this would imply that no additional or changes to current policies need to be considered. The NRAP should make reference to the alignment between PaMs based on the identified drivers of deforestation and forest degradation and with existing national and sectoral strategies. Country ownership of the process and therefore the product, and careful integration with other development plans are key elements for success.

In the interviews the issue was raised on numerous occasions that REDD+ is overlapping in particular with *Decision No. 57/QĐ-TTg* of the Prime Minister, dated January 09th 2012, approving the Forest Protection and Development Plan for 2011-2020, and that it is not always clear how the different plans and processes are aligned. In the case of the Forest Protection and Development Plan, there are already established targets on forest cover, forest planting and so forth, until 2020. It also has a domestically assigned budget and annual operating plan. NRAP (and PRAP) implementation on the other hand is currently supported by international donors, but has no clear structure within government systems and no assigned domestic budget. For some decision makers this is creating the perception of parallel processes, one supported domestically and the other through international support. To address this, in some cases there is simply the need for better communication, a better framing of the NRAP and REDD+ into the current policies and plans. For example providing a clear explanation of how the FPDP aligns with the NRAP, now and in the future. This could include reference to domestically supported actions and targets and additionally designed interventions and targets under the NRAP.

The additional activities identified, specific to the NRAP, can also be used as a means to approach possible donors for further funding. Unless Viet Nam makes it attractive and clear what donors are actually funding and how it will lead to more than business as usual emission reductions then it will be more difficult to attract a diversity of buyers/donors for both performance and non-performance based payments. At the moment there is a blur between domestic and international financing and it is therefore difficult to pinpoint what support is additional to current ongoing government efforts. It is also important to make this distinction given the recent submission by the Government of Viet Nam on Intended Nationally Determined Contributions (INDCs) which breaks down Viet Nam's contributions to emission reductions by national contributions and internationally supported contributions. Forestry/REDD+ is highlighted as a key

sector to meet these targets. It is also relevant in the context of possible future funding under Nationally Appropriate Mitigation Actions (NAMAs) and likely funding modalities under the Green Climate Fund, both of which have clearly identified REDD+/land use as a key sector to fund. To be able to potentially access these other funding sources, it is critical to work closer with the Ministry of Planning and Investment – the designated authority for the Green Climate Fund. It also requires flexibility in how the National REDD+ Fund is designed to be able to attract and capture funds from these different sources.

The need for clear monitoring and evaluation system for the NRAP

In the current NRAP there are inadequate outcome indicators in the adjoining Table, in particular with reference to REDD+ implementation. Indicators need to be developed based on the necessary analytical assessments and agreement on the priority strategies and PaMs. These should again be in a supporting Table at the end of the decision. Based on the assessment of the overlap with existing plans and policies, the existing efforts should also be highlighted in the monitoring framework. This is because progress on REDD+ activities will depend on progress in these already supported policies and plans. It also helps to further define what is already ongoing, which activities are being targeted under the NRAP and who is responsible for monitoring and evaluation. Policies and plans which are already set are the responsibility of different ministries and departments with clear reporting functions and financing already in place.

For those interventions which are the focus of the NRAP investment, clear outcome indicators would need to be developed and relevant ministries and departments assigned responsibility for implementation. These could, for example, be integrated into current plans such as the FPD or other plans. These indicators should still be embedded into current government systems and structures. Some of these will also fall clearly under the domain of the Viet Nam REDD+ Office to monitor. Doing this provides a stronger incentive for implementation and provides an overall monitoring framework, across ministries and departments.

Even when there are clearer outcome indicators and clearer lines of responsibility there still needs to be an oversight body to ensure it is adequately followed. Both the Viet Nam REDD+ Office and the National REDD+ Steering Committee must play this role. Institutional arrangements are discussed further in the next section.

Institutional arrangements need to be reviewed, streamlined and strengthened

The institutional arrangements to provide oversight of the NRAP implementation need to be reviewed and strengthened. Currently there are concerns at every level. The Sub Technical Working Groups (STWGs) [on Governance, Local Implementation, Benefit Distribution Systems, MRV, Safeguards and Private sector] were established to support REDD+ implementation. Although they have stimulated important discussions, some more successfully than others – e.g. the group on MRV, there is the general concern that these groups are discussing issues and topics which are not fully relevant. There is also the real concern that there is minimal interest and buy-in from government departments. The STWGs clearly need to be streamlined and focused on how they can support the

government in implementing REDD+. The output from these STWGs should be to provide recommendations and technical input to the Viet Nam REDD+ Office and ultimately to the National REDD+ Steering Committee. This allows for the flow of information between these technical and political bodies ensuring the transfer of knowledge and expertise to the necessary people. It is also critical that there is greater coordination across these Working Groups. The VRO needs to play a more hands on role in ensuring the STWGs become more focused.

The VRO also has a pivotal role to play in ensuring that the NRAP is implemented and that it aligns with existing government policies and plans. The office is currently expected to cover an extensive range of topics with a small staff base. It is therefore critical that there are continuing ideas and efforts to strengthen the VRO, such as to provide additional government officials and/or to recruit qualified technical experts - though this has so far proved challenging. A review of the best way to achieve this should be carried out. An interim solution would be to request some additional technical support from on going projects.

The National REDD+ Steering Committee (NRSC), chaired by the Minister of MARD, has only met two times in four years which would indicate that it is not very active. One reason for the lack of meetings has been the long time to get agreement on the formal operating procedures of the committee. The NRSC is expected to soon have a comprehensive Operation Regulation which will ensure that it meets twice a year which should provide much needed political support. As part of the revised NRAP the role and responsibility of the NRSC for overall oversight of the NRAP must be stressed and operationalised through a very clear description of the roles and responsibilities of each member.

Given the multi-sectoral nature of REDD+ it is important that other ministries play an active role in this committee. This may require greater outreach given the continued lack of understanding around REDD+. More generally the NRAP identified *'the need to better develop mechanisms to facilitate the coordination among state administrative agencies at all levels which are involved in REDD+, especially between agriculture and rural development and natural resource and environment departments in the development and implementation of REDD+'*. However, to date this is still clearly lacking. The same can be concluded with efforts to facilitate closer links with the private sector and support public – private cooperation models. A review needs to be carried out to provide recommendations on how this can be improved.

The NRSC ultimately should report results to the National Standing Office on Climate Change (NSCCC), chaired by the Deputy Prime Minister. However a lack of meetings of the NRSC and progress has meant that there has been little interaction between these two committees. Looking forward there is a need to strengthen the link to this Committee and ensure REDD+ is being discussed at the highest levels.

More generally, it is clear that there is a real need to review and streamline the institutional arrangements at all levels.

SECTION 4: PRIORITY ELEMENTS OF NRAP FOR THE COMING PERIOD BEYOND 2015

Based on the above issues raised the following activities should be undertaken in 2016.

Timeline	Key activities
<i>Dec 2015</i>	Agree to produce an updated NRAP (2016-2020)
<i>Jan 2016- Nov 2016</i>	<p>Develop and share an outline for the NRAP development process; including stakeholder workshops; review process, legal requirements, proposed timelines etc.</p> <p>Revise current NRAP based on recommendations and information developed below.</p> <p>Produce a first draft by August 2016.</p> <p>Following a review process, submit document for approval.</p>
<i>Jan- March 2016</i>	<p>Revise and seek approval for the Measurement, Reporting and Verification Framework; request the MRV STWG to provide an initial revision.</p> <p>Produce summary guidance to be included in the updated NRAP.</p>
<i>Jan- September 2016</i>	Produce a preliminary draft of the overall design of the Safeguards Information Systems; request the STWG to review a first draft based on existing submissions.
<i>Jan- April 2016</i>	<p>Undertake a comprehensive analysis of direct and indirect drivers of deforestation and forest degradation and barriers to ‘?’; both at the national level and at the level of the agro-ecological zone (building on current efforts).</p> <p>Prioritise key drivers and barriers.</p>
<i>April- June 2016</i>	<p>Based on the above analysis identify REDD+ priority options (policies and measures); undertake preliminary cost/benefit, multi-criteria analysis; prioritisation exercise; stakeholder engagement.</p> <p>Prioritise a number of policies and measures to be included in the NRAP (with associated indicators).</p> <p>Undertake a review of the potential synergies or inconsistencies between country sector strategies in the forest, agriculture, infrastructure or other sectors and the envisioned REDD+ strategy and the recommended policies and measures.</p> <p>Integrate this information into the section on policies and measures within the revised NRAP.</p>
<i>March 2016</i>	Undertake an institutional review (this should include reviewing the Sub Technical Working Groups, the Viet Nam REDD+ Office and the National REDD+ Steering Committee).

	This review must provide recommendations to enhance the working arrangements across ministries and departments. A summary of how this will work should be included or referenced in the revised NRAP.
<i>July-August 2016</i>	Develop clear indicators for delivery under the NRAP; both for ongoing targets and new targets and indicators. Produce a monitoring and evaluation framework, with activities and outcome indicators for the period 2016-2020, to be included in the Annex of the NRAP.
<i>July 2016</i>	Produce a financing strategy to target different funding sources to support activities identified under the NRAP. Summarise the financing approach in the revised NRAP.
<i>Aug-Oct 2016</i>	Produce a dissemination and outreach strategy for the new NRAP and its integration with ongoing efforts (such as the PRAP). Develop simple and relevant communication materials.
<i>Nov 2016</i>	New NRAP decision approved.

Annex 1 – Terms of Reference

TITLE	01 international consultant²⁰ to Review Viet Nam's National REDD+ Action Programme (NRAP) and its implementation
Project ID/title	00085319/UN-REDD Viet Nam Phase II Programme
Duty Station	Ha Noi with travel to pilot provinces (if necessary)
Duration of Appointment	28 work-days between August and November 2015
Reporting	National Programme Director (NPD), Viet Nam REDD+ Office (VRO) and UNDP Viet Nam

1) BACKGROUND

Viet Nam is one of the first Asian countries engaged to REDD+ by participating in the UN-REDD Programme, the World Bank FCPF, and numerous REDD+ intervention projects. Together with other projects, the UN-REDD Viet Nam Programme phase I, being carried out between 2009 and 2012, initially set up a basis for REDD+ implementation in Viet Nam. One of the main objectives/outputs of the Programme was to support the Government of Viet Nam (GoVN) to formulate the National REDD+ Strategy as requested by COP's Decision 1/CP.16. As a result, the National REDD+ Action Programme (NRAP) for the period of 2011- 2020 was approved by the Prime Minister on 27 June, 2012.

The NRAP contributes to the success of the National Strategy on Climate Change and the Green Growth Strategy. It assigns Ministry of Agriculture and Rural Development (MARD) to implement NRAP as a focal point in cooperation with line ministries, pilot provinces, and other stakeholders. The goals of the NRAP are to reduce emission from deforestation and forest degradation, enhance and conserve carbon stocks and protect biodiversity values. The NRAP is implemented in 2 phases, 1) 2011-15 with focus on awareness raising, capacity building, and pilot activities in at least 8 provinces, and 2) 2016-20, where Viet Nam will extend its capacity building, accomplish technical and institutional requirements for implementing REDD+, and implement demonstration activities on the ground (English NRAP version refer to http://Viet Nam-redd.org/Upload/Download/File/799-QD-TTg_En_3104.pdf).

During the more than 3 years of REDD+ implementation, the context of both international negotiation processes and national circumstances have changed:

In 2013, the COP19's decisions outlined "rules" enabling countries to proceed implementing REDD+ under UNFCCC. Various guidance have been established: results-based financing, timing and frequency of submitting safeguards summary of information, and FREL/FRL, modalities for MRV, and guidance on safeguards information system.

At the national level, there has also been changes and progress as about 21 provinces are now implementing REDD+ at pilot scale. Two provinces have now formulated and approved Provincial REDD+ Action Plans (PRAPs). On 10 January, 2015, the GoVN signed a Letter of Intent to allow further 6 provinces North Central region to participate in the Emission Reduction Programme of the Carbon Fund-FCPF. Similarly, the GoVN, with the support by JICA, intend to formulate PRAPs for 4 provinces in the Northwest region.

The review of the NRAP implementation, period 2011-15 is required to assess/evaluate the REDD+ implementation progress in Viet Nam. The experiences and results achieved from the pilot provinces and progress in negotiation process are in reference to the review.

²⁰ Assisted by a National Consultant simultaneously recruited by Viet Nam REDD+ Office (TOR Annex Ia-attached for reference)

2) OBJECTIVES

This assignment has the following major objectives:

1. To review the first phase of the NRAP implementation, 2011-2015;
2. To analyse and evaluate the NRAP's relevance and suitability seen in the light of recent developments under UNFCCC and the country's progress in implementing REDD+. The results will be presented at the National REDD+ Steering Committee (NRSC) meeting in November, 2015;
3. To recommend and prioritise elements of NRAP for the coming period beyond 2015;
4. To draw out recommendations and roadmap towards a revision/update of the NRAP.

To achieve the objectives above, the assignment will entail the following detailed qualitative and quantitative analysis and review:

- Contribution of NRAP to the success of the national climate change strategy, green growth strategy and Programme of greenhouse gas emissions reduction in the agriculture and rural development sector up to 2020;
- The progress in setting up the needed structures and processes to implement REDD+. Achievements/improvements in this regards since the approval of the NRAP;
- NRAP's "key tasks" in responding to the requirements of the COPs to implement REDD+, e.g. the measuring reporting and verifying, national forest monitoring system (NFMS), FREL/FRL, safeguards, etc.;
- Clarification of responsibilities among NRSC, MARD, VNFOREST/VRO, Ministries and agencies and relevant stakeholders for implementation of the NRAP;
- Other issues and elements considered to be added or omitted as to increase NRAPs value, suitability, operationality, and relevance.

The consultant will work under the supervision of National Programme Director (NPD) and the Deputy NPD who is also the Director of VRO. The consultant will work closely with the PMU, UNDP and the other UN implementing agencies, as well as other REDD+ stakeholders in Viet Nam, and will be based in the PMU (Hanoi) and travel to provinces (if necessary) report to the NPD, dNPD, CTA, and UNDP Viet Nam.

3) SCOPE OF THE CONSULTANCY

The international consultant, as a team leader, will work in a team with the [national consultant](#) to achieve the objectives mentioned above.

The international consultant's responsibilities are to:

- Conduct relevant desk study of most relevant documents and REDD+ progress in Viet Nam.
- Lead development of methodology and workplan for the team.
- Develop questionnaires or other tools for information collection and consultation with team member and others.
- Lead and take part in field work, if necessary.
- Lead development and finalize the report to ensure the quality of work for submission.

4) DURATION OF ASSIGNMENT, DUTY STATION AND EXPECTED PLACES OF TRAVEL

Duration: 28 work-days between August and November 2015.

Location: 16 days in Hanoi and possible additional travel to provinces. The remaining time: Home-based
In case of travel to the provinces is required, local travel arrangement will be made by the PMU or UNDP basing on the UN-EU cost norms.

5) FINAL PRODUCTS

The final products as below:

1. Work plan approved by the NPD/Director of VRO and UNDP Viet Nam;
2. Report of reviewing NRAP implementation including recommendation/suggestion to update/revise NRAP;
3. Presentation (results, scenarios, and suggestions) to the NRSC meeting in November, 2015; and revision of the report, if needed, after the meeting.

Annex 2 – List of Key Legal Documents

Legal Document	Key elements
Decision 2139/QĐ-TTg dated December 05, 2011 of the Prime Minister approving the national strategy for climate change	<ul style="list-style-type: none"> - Considers low-carbon economy and green growth as principles in achieving sustainable development; GHG emission reduction and removal to become a mandatory index in social and economic development. -It sets out the country’s Programmes to address climate change including those related to activities in the forestry sector. It contains provisions for the establishment, management, protection and sustainable development of 16.24 million hectares of forest by 2020, increasing forest cover to 45%. - Key tasks include: develop and implement REDD+ Programme; development of new and renewable energies; accelerate green production in agriculture.
Decision No. 1183/QĐ-TTg dated 30 August 2012 of the Prime Minister approving National target Programme to respond to climate change period 2012 – 2015	Key elements include: Update the climate change scenario in Viet Nam; Develop the database on climate change; and implement the action plan to response to climate change; Strengthen capacity on governance, regulation, policies for adaptation and mitigation in prioritized sectors; Improve international cooperation on climate change; Improve community knowledge on climate change
Decision 18/2007/QĐ-TTg dated February 05, 2007 of the Prime Minister approving Viet Nam's forestry development strategy in the 2006-2020 period	The main objective of the strategy is “to sustainably establish, manage, protect, develop and use 16.24 million ha of land planned for forestry; to increase the ratio of forest cover up to 42-43% by the end of 2010 and 47% by 2020; to ensure wide participation from various economic sectors and social organizations in forest development and increase their contributions to socio-economic development, environmental protection, biodiversity conservation and environmental services supply; and to reduce poverty and improve the livelihoods of rural mountainous people
Decision 1775/QĐ-TTg dated 21st November, 2012 approving the plan on management of greenhouse gas emission and transactions on world carbon market	<ul style="list-style-type: none"> - To implement the target of emission reduction and increase the greenhouse gas removal; apply potential mitigation technologies which reduce emissions and increase the capability of GHG removal in Viet Nam; - To establish the measuring, reporting and verifying system (MRV)

<p>Decision No. 5399/QĐ-BNN-TCLN dated December 25th 2015 of the MARD's Minister approving the Regulation on piloting REDD+ Benefits Distribution under the frame work of the UN-REDD Viet Nam phase II</p>	<p>The Objectives of the Decision are:</p> <ul style="list-style-type: none"> - To provide practical basis for the development of REDD+ benefit distribution mechanism and policies for the nationwide application for the implementation of REDD+ action programmes or REDD+ action plans. - To contribute to the reduction of greenhouse gas emission from deforestation and forest degradation, conservation and sustainable management of forest resources, and enhancement of forest carbon stocks in association with improving livelihoods of forest dependent people.
<p>Decision No. 5414/QĐ-BNN-TCLN dated December 25th 2015 of the MARD's Minister on approving the guidelines for PRAP development.</p>	<p>The Objective of the Decision are:</p> <ul style="list-style-type: none"> - To guide the process of PRAP development and this is the basic elements for implementation of the REDD+ activities at provincial level. - Contributing to mobilize its resources implementing REDD + program and Forest Protection and Development Plan
<p>Decision 3119/QĐ-BNN-KHCN dated 16 December, 2011 of the MARD's Minister approving the scheme of reducing GHG in agriculture and rural development sector by 2020.</p>	<ul style="list-style-type: none"> - The Programme's objectives are to promote green and safe agricultural production to produce low emission. - In the process, it aims to reduce total GHG emissions from the agriculture and rural development sector by 20% (18.87 million tons of CO₂e), while simultaneously ensuring that the agriculture and rural development growth target (also 20%) is reached, and the poverty rate is reduced according to the sectoral development strategy.
<p>Prime Minister Decree No 380/2008/QĐ-TTg, dated 10/4/ 2008, on Payment for Ecosystem Service policy and piloting PES models in Lam Dong and Son La province</p>	<ul style="list-style-type: none"> - The main objective of the piloting PES project is to strengthen market opportunity to enable payment ecosystem services; ensure the sustainability of financial resource for ecosystem reservation; raising awareness of community on value of ecosystems; improved livelihood condition and quality life standard for local people, attribute to social development. - The decree focuses on watershed protection benefits, reducing land erosion and ecology tourism.
<p>Decision 1393/QĐ-TTg dated 25th September, 2012 approving the National Green Growth Strategy</p>	<ul style="list-style-type: none"> - This strategy aims to facilitate the restructuring of Viet Nam's economy to promote the efficient use of natural resources, address climate change and drive sustainable economic growth. - The Green Growth Strategy will become the mainstream of sustainable economic development & strengthen social economic development, improve the quality through green employment, sustainable lifestyles, green infrastructure/building and restored natural capital.

Decision No.2242/QĐ-TTg dated 11/12/2014 on approving the scheme for strengthening the management of exploitation of timber of natural forest for the period 2014 - 2020	<ul style="list-style-type: none"> - This decision aims to improve the management and protection of natural forests and reduce their exploitation. -Part of this is a logging ban for all natural forest except for two FSC certified State Forest Companies and a subsidy to compensate companies suffering from this logging ban
Decree No. 99/2010/ND-CP, dated 24 September 2010, of the Government of Viet Nam (GoV) on the Policy on Payment for Forest Environmental Services	- This Decree provides the policy on payment of forest environment services which include: soil protection, restriction of erosion and sedimentation of reservoirs, rivers and streams; regulation and maintenance of water sources; forest carbon sequestration and retention, reduction of greenhouse gas emissions; protection of natural landscapes and conservation of biodiversity of ecosystems; and provision of spawning grounds, sources of feed and natural seeds and use of water from forests for aquaculture.
Decision No. 158/2008/QĐ-TTg dated in December 2008 on approving the National Target Programme to Respond to Climate Change (NTP-RCC).	The umbrella Programme is to address climate change and aims to address the impacts of, and identifies measures to, combat climate change and strengthen the capacities of the organisations involved. It is the key policy instrument to combat climate change that underpins REDD+ policy development in Viet Nam.
Decision 829/QĐ-BNN-TCLN dated 23rd April 2014 approving the Scheme "Alternative forest plantation for the conversion of forest use to other purposes"	This decision provides the ability for reforestation compensation for the converted forest areas to other purposes (mining, hydro power plant, infrastructure, etc.) according to the Law of Forest Protection and forest development.
Decision No. 120/QĐ-TTg dated 22nd January 2015 approving the Plan on coastal forest protection and development in response to climate change in the 2015-2020 period.	The aim of the Plan is to protect the current 310,695ha of coastal forest, 46,058ha of new plantation forests, achieving the total area of coastal forests up to 356,753ha in the year 2020 and coastal forest coverage from 16.9% in 2014 to 19.5% in 2020
Decree No. 05/2008/ND-CP dated on 14th January 2008 on forest protection and development funds.	<ul style="list-style-type: none"> - This decree provides for the establishment, management and use of Forest Protection and Development Funds - The establishment of a central-level Fund and of a Fund at the provincial level, it defines their internal organization and their tasks and powers.
Circular No. 85/2012/TT-BTC dated 25th May 2012 guiding the financial management	-This Circular guides the financial management regime for the Viet Nam forest protection and development fund that is established under the decision of, and managed by, the Ministry of Agriculture and Rural Development (central fund) and for provincial-level forest protection and development funds.

regime for forest protection and development funds	- The Circular provides for: financial sources of the funds; funds expenditures; financial management of administration work; conditions for Programmes, projects or non-project activities to receive support; financial planning;
Decision No. 594/QĐ-TTg dated 15/4/2013 on approving the Project Nation-wide general investigation and inventory of forests for the period from 2013 to 2016	The objective of the Programme under this decision is to identify the forest/forest land areas, total standing stock volumes belonging to forest owners and the establishment of forest management database.
Decision 57/QĐ-TTg dated 9th January of the Prime Minister on approving Plan for forest protection and forest development for the period from 2011 to 2020	The plan's objectives are: i) good protection of existing forest areas; utilize natural resources and planned forest land effectively and sustainability; ii) increase forest cover rate to 42-43% by 2015 and 44-45% by 2020 improve productivity, quality and value of the forest ; restructuring towards higher value added; meet the demand for timber and forest products for domestic consumption and export and iii) create jobs, improve incomes for local communities surrounding forest and contributing to hunger eradication, poverty reduction , security and defence.
Decision 1565/QĐ – BNN-TCLN dated 8 July, 2013 of the MARD's Minister "approval of scheme of restructuring the forestry sector"	Forestry sector restructuring scheme approved and Action Plan for implementation of forestry sector restructuring scheme
Decision No. 166/QĐ-TTg January 21, 2014 of the Prime Minister approval of the Action Plan on National Environmental Protection Strategy to 2020 and vision to 2030	This decision is focused on the management and development of the wetland ecosystem suitability in Viet Nam, including wetland ecosystems. This document identified that conservation and wise use of wetlands is important for Viet Nam's development.
1565/QĐ-BNN-TCLN dated 08/7/2013 of the Minister of MARD on approving Forestry Sector Reform	The sector re-structuring proposal includes the following main objectives: (i) to increase added values of forest products and environmental services; increase average production value to 4-4.5%; (ii) gradually meet the demand for timber and timber products for both domestic consumption and export; and (iii) to contribute to job creation, poverty alleviation, livelihood improvement, ecological environmental protection to sustainable development.
Circular no 38/TT-BNNPTNT dated 24th April 2007 guiding the order and procedures for allocation and lease of forests to or recovery	This circular guides the order and procedures for allocation and lease of forests and the required participation of HHs, communities in forest land allocation

<p>of forest from organisation, households, individuals and village population communities.</p>	
<p>Decision No. 750/QD-TTg approving the planning on development of rubber tree up to 2015, with a vision toward 2020.</p>	<p>This Decision approves the planning on the development of rubber trees. The Ministry of Agriculture and Rural Development, along with concerned ministries and branches and provincial People’s Committees, shall be responsible for guiding, directing and inspecting the implementation of the planning. The main planning targets are: i) By 2010, continue planting 70 thousand hectares for rubber acreage reached 650 thousand hectares nationwide; ii) By 2015, continued planting of 150 thousand hectares , to rubber acreage reached 800 thousand hectares nationwide; and iii) By 2020: The rubber area is stable of 800 thousand hectares</p>
<p>Decision No. 147/2007/QD-TTg on a number of policies for development of production forests in the 2007-2015 period.</p>	<p>-This Decision provides for the development of production forests through investment support provided by the State in the North-western region, the Central Highlands and mountainous districts of the central provinces in order to increase the income of foresters and contribute to environmental and ecological protection.</p> <p>-The Decision specifies the State policy on investment support which shall be granted to organizations, households, individuals and communities to plant forests and specifically for: afforestation and forestry extension; planting and management of breeding forests and nurseries; building of high quality seedling centres; nurseries; forestry roads; transportation of processed products in the north-western region.</p> <p>-The Decision further provides for the following matters: rights and obligations of organizations, households, individuals and communities in afforestation; sources of investment support capital; investment support projects and investment-deciding agencies; powers and responsibilities of afforestation support project-management units at all levels; and responsibilities of ministries, branches and localities.</p>
<p>Resolution no. 30a/2008/NQ-CP dated on 27th December 2008 on the support Programme for fast and sustainable poverty reduction in 61 poor districts.</p>	<p>-This resolution was passed in order to create a swifter change in the material and spiritual life of poor and ethnic minority people in poor districts, ensuring that they will reach the level of other districts in the region by 2020.</p> <p>-To support sustainable agro-forestry production; to build socio-economic infrastructure suitable to each district's characteristics; to restructure local economies and shift to effective production forms under</p>

	<p>planning; to build a stable rural society with national cultural identity; to raise people's intellectual level and protect the eco-environment; and to firmly maintain security and defence.</p>
<p>Decree 75/2015/NĐ-CP dated on 9th September 2015 of the Central Government on the mechanism and policy for forest protection and development in relation to quick and sustainable poverty reduction policies for ethnic minorities from 2015-2020</p>	<p>This Decree provides for mechanisms and policies to encourage forest protection, forest restoration, afforestation, development of non-timber products, incomes policies associated with poverty reduction, sustainability and support ethnic minorities period 2015-2020. The target villages would be able to access forest protection fees, just increased from VND 200,000 (approximately USD 9) per ha per year to VND 400,000 (approximately USD 18) per ha per year.</p>
<p>Decision No.1987/2012/ QD-BNN-TT dated on 21st August 2012 on approving a master plan to develop the coffee industry by 2020 and a vision towards 2030</p>	<p>The plan envisions slashing the coffee planting area nationwide to 479,000 hectares by 2030. The 500,000 hectares under coffee cultivation by 2020 is expected to churn out 1,113,000 tons of coffee and this output will be maintained until 2030</p>
<p>Decision No. 178/2001/QD-TTg dated on 12th January 2001 on the benefits and obligations of households and individuals assigned, leased or contracted forests and forestry lands</p>	<p>-This decision allows households and individuals which have been allotted with forests and forest land shall be funded by the State for their activities in managing, protecting and zoning forests for forestation purposes; they shall be authorized to harvest forest products, fruits and flowers and oil or resin or collect fallen and damaged trees; they shall exploit timber and bamboo (with restrictions)and revenues arising from them (85-90 percent off timber products), once taxes have been paid; they shall be allotted 20 percent of the forest land for agricultural production and aquaculture. -They must comply with the contract and use the forests as per the stated purposes otherwise they shall be compelled to pay compensation for any breach or damage.</p>
<p>Decision No. 661/QD-TTg dated on 29th July 1998 on the target, task, policy and organisation for implementation of the project on planting of five million hectares of forest.</p>	<p>-This Decree defines the target, tasks, principles, the policy and solutions of a project to plant five million hectares of new forests, and provides for its implementation and related organization. The target of the Programme is to plant five million hectares of new forest and to protect existing forest resources so as to ensure an increase in forest resources of forty-three percent. -Other objectives are use of bare land, hills and mountains, eradication of poverty and famine, and to increase the wood supply. -Guiding principles are set in article 2. New forest resources shall consist of two million hectares of protection and special-use forests and three million hectares of production forests. Trees include forest and perennial agricultural trees.</p>

	-Article 5 defines a policy regarding the allocation of land and the issue of land-use certificates.
Decision 2242/2014/QĐ-TTg dated 11 December, 2014 by Prime Minister on approving the scheme for strengthening the management of exploitation of timber of natural forest for the period 2014-2020	-General objectives: Strictly controlling the exploitation of natural forest, restricting the illegal timber exploitation and properly protecting the existing area of natural forest to proactively respond to climate change and environmental protection. -With this document the Government plan to stop the exploitation of timber of natural forests nationwide, except for two (02) areas (under the management of Dak To forestry one member limited liability Company in Kon Tum province and Long Dai industry one member limited liability Company in Quang Binh province) which have been approved for the schemes and issued with certificate of sustainable forest management from international organizations and exploitation on the areas of production forests which the State has allocated to households, individuals and rural communities.
Circular No. 01/2012/TT-BNNPTNT dated 4th January 2012 by the Minister Agriculture and Rural Development on document package of legal forest products and examination of forest product origin Nam	The Circular regulates the legal document package of forest products and examine the origin of timber and non - timber forest products in the territory of the Socialist Republic of Viet Nam.
Circular no 42/2012/TT-BNNPTNT by MARD amending and supplementing a number of article of the circular 01/2012/TT-BNNPTNT by MARD stipulating dossiers of lawful forest products and inspection of the origin of forest products	The content of this circular are to amend and supplement a number of articles of the Circular No.01/2012/TT-BNNPTNT. To replace phrases specified in the Circular No. 01/2012/TT-BNNPTNT Implementation provisions
Circular no. 20/2012/TT-BNNPTNT dated 7th May 2015 by MARD Guiding the PFES validation procedures	This Circular guides the PFES validation procedures for indirect payment according to the Decree No. 99 of the Government on PFES.

Annex 3 – Major REDD+ Programmes in Viet Nam

Programme/Project	Some key outputs for the NRAP
<p>UN-REDD Viet Nam Phase 1 Programme</p> <p><i>FAO/UNDP/UNEP</i> <i>Duration: Aug 2009 - June 2012</i></p>	<p>The UN REDD Programme supported overall REDD+ readiness in Viet Nam. Some of the major activities included:</p> <ul style="list-style-type: none"> • Review of methodologies for establishing <i>RELS/RLs</i> and RS and selection of a suitable method for national circumstances has been conducted. • A comprehensive <i>BDS</i> study was completed in 2010 that presented 17 policy recommendations. Further follow-up studies, such as on the use of opportunity cost analysis, piloting of payment scenarios, consultations with local communities on BDS and development of R coefficients have been completed to lay the basis for a legal decision. • Research has been done on the Forest Protection Development Fund and how it could be relevant for the set-up of the <i>National REDD+ Fund</i>. • The <i>MRV framework</i> document has been developed. The document focuses on description of the MRV System and its components, Safeguards, and monitoring of Policy and Measures. The final document has been endorsed by the National REDD+ Office. • Supporting development of equations for forest timber volume and forest growth, <i>biomass estimation and wood density</i>. • Two districts in Lam Dong are equipped with improved capacity to <i>mainstream REDD+ into wider development plans</i>. • The Programme has collaborated with the <i>FLEGT process</i>, including in the hosting of workshops to improve stakeholder knowledge on the situation of regional timber flows and measures for promoting SFM. • Support drafting of the <i>NRAP</i>. • Provided various <i>training, capacity building and awareness raising activities</i>.

<p>Support to the national assessment and long term monitoring of the forest and tree resources in Viet Nam</p> <p><i>FAO</i> <i>Duration March 2011- March 2014</i></p>	<p>NFA project designing an improved national forest inventory system to be implemented in Viet Nam during the next national forest inventory round between 2016 and 2020. It provides a cost efficient way to cover necessary information needs and fulfil international reporting requirements. It has helped Viet Nam in reviewing forest inventory parameters against emerging national and international reporting requirements (incl. REDD+), harmonising and updating the information on forests and trees and reviewing the forestry policy in the light of results from the forest resources assessment. Key activities undertaken as part of the project included:</p> <ul style="list-style-type: none"> • Carried out an assessment of information needs, available existing NFA related information, requirements and definition of inventory objectives including the integration with the NFIMAP objectives; • Developed design of the inventory, planning of the field survey, including sampling design, preparation of field and mapping manuals, purchase of equipment and capacity building; • Strengthen capacity of VNFOREST and FIPI strengthened to collect, analyse and disseminate information on forest resources, users and uses; • Prepared bases to develop national forest and land use maps at levels and scales based on harmonised classification of forest and land uses and related definitions that serves also REDD+ monitoring and the development of the national Forest Management Information System (FOMIS); • Developed very advanced mapping tools for high resolution SPOT-5 satellite imagery as a contribution to NFI and S Programme. • Established the Framework Programme on assessment and long-term monitoring of forest resources in Viet Nam.
<p>Study on potential forests and land related to climate change and forests</p> <p><i>JICA</i> <i>Duration: Sept 2009- March 2012</i></p>	<p>The project supported the identification of potential areas for A/R CDM projects and REDD+ in Viet Nam. This included supporting the establishment of an interim REL through reviewing, digitizing and validating historical NFI data.</p> <ul style="list-style-type: none"> • Development of digital maps: forest status maps in five time series of 1990, 1995, 2000, 2005, and 2010 were developed and distribution of the lands potentially suitable for REDD+ and afforestation/reforestation projects (e.g. A/R CDM) in the country displayed on the GIS map through processes of classifying the lands on the basis of satellite data analysis and data on volumes of forests, etc. • Development of emission factor and verification of data in the National Forestry Inventory (NFI). The emission factor was developed based on the cycle data of NFI and other relevant information. • Set interim RELs/RLs for REDD+ and estimating cost and beneficial effects associated with A/R-CDM and REDD+: The RELs/RLs for REDD+ is estimated on the basis of historical trends on decrease of forest biomass.

	<ul style="list-style-type: none"> • Preparation of “the Basic Plan for REDD+ Development in Dien Bien Province”: The basic plan is prepared to contribute to the development of the mechanism on REDD+ and other measures in the Province, and to clarify the process of developing the REDD+ pilot activities toward realization of their implementation. The plan is set for the readiness stage to contribute to establishment of Provincial REDD+ Programme in Dien Bien Province to be developed in the future. • Development of method on estimating forest carbon stock: “Biomass Conversion and Expansion Factor (BCEF)” for the natural evergreen broad-leaved forest in Dien Bien Province is developed based on the biomass survey.
<p>REDD+ pilot implementation in Dien Bien Province</p> <p><i>JICA 15th August 2010- 15th August 2015</i></p>	<p>The overall goal of this project is that participatory forest management and livelihood development are promoted in pilot sites in Dien Bien Province through the implementation of the Provincial REDD+ Action Plan (PRAP). This Programme was introduced in two phases. The first project was Dien Bien REDD+ Pilot Project (DB REDD+ PP) (2012-2013), which supported the development of the PRAP. The second project was the Project for Sustainable Forest Management in the Northwest Watershed Area (SUSFORM-NOW) (2010-2015), which supported the implementation of the PRAP. Key elements which the project has recently completed include:</p> <ul style="list-style-type: none"> • Development of the Dien Bien PRAP. This was the first PRAP in the country and was officially approved by the PPC on 26 May 2014. As part of this process a PRAP preparation handbook was produced which could serve as guidance for any Province to introduce a PRAP. • Provided technical support in the development of key REDD+ design elements including MRV/PFMS system; refinement of FRELs/ FRLs; safeguards; and BDS. The development of these REDD+ components at provincial level was undertaken in close coordination with the national authority to ensure alignment with the NRAP. • A series of technical training courses were organized for public servants and local communities to raise their awareness and enhance their capacities for REDD+ implementation. • Commune REDD+ Action Plans (C-RAPs), were also prepared based on consultation with local stakeholders to serve as local implementation arrangements under the PRAP. The project supported the piloting of REDD+ activities in two communes in accordance with the C-RAPs. Under these plans, village level forest management is promoted in combination with the land and forest allocation, PFES, and other existing public supports, linked to the improved provincial forest monitoring systems. • One feature of the project is the establishment and capacity building for village-level institutions for forest management and livelihood development, linked to provincial forest monitoring system and existing supports such as PFES. A village fund is established in each village to secure and provide continuous incentives to the villagers to participate in forest management.

	<p>Also, there is a new JICA TCP called Sustainable Natural Resource Management Project (SNRM) (2015-2020). Component 2 specifically focuses on REDD+ and sustainable management of forest in Dien Bien, Lai Chau, Son La, and Hoa Binh. This component is de facto second phase of SUSFORM-NOW, aiming at further replication of the experience in Dien Bien to other three Northwestern provinces.</p>
<p>USAID Lowering emissions in Asia's forests</p> <p><i>Winrock International, SNV, Climate Focus</i> <i>Duration Jan 2011-Dec 2015</i></p>	<p>The LEAF Programme helps to strengthen the capacity of countries to achieve meaningful and sustained reductions in greenhouse gas emissions from the forestry-land use sector in Southeast Asia. A focal country is Viet Nam, where it has supported a number of activities:</p> <ul style="list-style-type: none"> • A key achievement was the development of a Provincial REDD+ Action Plan in Lam Dong Province. This required technical support on historical forest cover change, accuracy assessments, current forest status, and analysis of raw data from National Forest Inventory plots in Lam Dong to develop province-specific emission factors. The PRAP includes six technical components including Reference Level, Scenarios Analysis, Safeguards, Improved Forest Monitoring and Measurement, Financial Management, and Policies and Measures. In addition a scenario analysis in the context of REDD+ in the province based on the forest reference level and forest protection and development planning to 2020 was completed. • Held multiple capacity building trainings and produced guidance particularly around measurement of carbon stocks, development of RELs, sub national accounting frameworks for REDD+, tools to support addressing drivers of deforestation, emissions factors and activity data requirements, participatory forest monitoring etc. Over 20 guidance documents can be found at http://www.leafasia.org/tools, some of which are in Vietnamese. • Support to development of the proposed national REDD+ fund. A VNFOREST endorsed plan was circulated inviting USAID LEAF and UN-REDD to continue to support development of the Fund together with inputs from a wider range of ministries before further consultation and submission to the Minister of MARD for approval.
<p>Nature Conservation and Sustainable Management of Natural Resources in Phong Nha Ke Bang National Park</p> <p><i>GIZ, KFW</i> <i>Duration: October 2007 to April 2016</i></p>	<p>The project 'Nature Conservation and Sustainable Management of Natural Resources in Phong Nha Ke Bang National Park' support park management and sustainable economic development in the buffer zone, by introducing a wide range of initiatives, including REDD+. Preparations for REDD+ in Quang Binh started in September 2012, with the establishment of a Provincial REDD+ Steering Committee.</p> <ul style="list-style-type: none"> • A key component of the REDD+ work has been to carry out a detailed study on the potential feasibility of the province to adopt a jurisdictional nested REDD+ project. An examination of current land cover, and historical forest change dynamics in the Province was carried out in order to assess the potential of the Province for REDD+. As part of this work, a complete biomass inventory (Tier 3) consistent with JNR requirements was undertaken across the Province. This data

	<p>was used and combined with historical changes in land cover and future baseline mapping in order to assess potential emission reductions and the scope of carbon stock enhancements in the Province.</p> <ul style="list-style-type: none"> – The findings of the study indicate in view of a financial standpoint under a provincial operation, in terms of avoided deforestation, in nearly all scenarios, costs of implementation far exceed the financial benefits in return. The lack of degradation data to be analysed as an emission reduction source hinders the ability of the Province to establish a potentially financially self-sustaining Programme. If additional research would reveal ways to accurately stratify and sample forest degradation, there would be scope for enhancing the overall potential credit yield of the Province. – While this study could not specifically address the issue, it is the opinion of the authors that improved forest management practices combined with avoided forest degradation would likely provide the most promising scope for future emission reductions leading to REDD+ financing. – This clearly has implications for all provinces which have high forest cover and low deforestation, where forest degradation and rehabilitation and sustainable forest management would be the forest activities of most interest. Many provinces in Viet Nam would yield the same results.
<p>Delivering environmental and social multiple benefits from REDD+ in South East Asia.</p> <p>SNV Dec 2010-May 2016</p>	<p>This Project has direct relevance to the NRAP through support safeguard requirements and ensuring alignment with UNFCCC. Key outputs include:</p> <ul style="list-style-type: none"> • Production of a range of knowledge products on how to deliver REDD+ environmental (with a particular emphasis on biodiversity) and social co-benefits produced. [This includes guidance on international and national measures to promote ‘high-biodiversity REDD+’ and a report on the linkages between biodiversity, carbon and forest management in the context of REDD+]. • Government-led environmental and social safeguard roadmaps produced as part of national REDD+ Programmes. This roadmap provides detailed guidance and recommendations on necessary actions and activities in order to meet the Cancun Safeguards. • Support and Co-chaired the Sub Technical Working Group on Safeguards. This process aims to support Viet Nam’s efforts in meeting the Cancun Safeguard requirements; as well as provides a forum for different agencies to better coordinate efforts on Safeguards. • In two provinces (Lam Dong and Ca Mau) supporting integration of social and environmental co-benefits into the Provincial REDD+ Action Plans. Various guidance has been produced. In Lam Dong the sustainable livelihoods framework was applied to study the benefits and potentially negative impacts of policies and solutions in PRAP.

	<ul style="list-style-type: none"> Produced detailed guidance and Standard Operating Procedures for Participatory Forest Monitoring (PFM) methodologies and protocols; these were applied in one demonstration site (Lam Dong). User-friendly PFM training materials were also produced (and translated into Vietnamese).
<p>USAID Viet Nam Forests and Deltas</p> <p>Winrock international, SNV, SRD, Red Cross Oct 2012-Oct 2017</p>	<p>The Viet Nam Forests and Deltas Programme is supporting land-use practices which maintain forest resources and enhance environmental services (mitigation) while increasing resilience of people, places and livelihoods (adaptation). The sustainable landscapes component of this Programme is working in Thanh Hoa and Nghe An, focusing on the following activities:</p> <ul style="list-style-type: none"> Supporting a Provincial Green Growth Strategy (Thanh Hoa) by examining emission reduction strategies in the land use sector. A key element of this will be developing a sustainable bamboo plan and engaging private sector (LASUCO) to invest. Support is also provided to the development of improved efficiency in cook stoves and charcoal kilns as the use of woodfuel is a driver of forest degradation in the area. Support to Provincial REDD+ Action Plans in both Thanh Hoa and Nghe An. In Nghe An, a main focus is supporting the mainstreaming of climate change (both resilience and mitigation) through participatory commune plans as well as forest sector reform approaches. Such efforts align with existing processes and plans in the provinces. As Nghe An supports a large number of hydropower stations that generate 2 million USD in Payments for Ecosystem Service (PFES) VFD has undertaken a review of PFES implementation, and supports implementation of new methods of forest mapping and agreements in one watershed area. In Thanh Hoa PFES activities have focused on the Ba Thuoc watershed which covers 100,000 hectares, and is supporting efforts to distribute payments to communities. VFD have also been supporting development of reviews of the national policy of PFES after its first three years of implementation. Other activities in the forest sector include: support to improved forest management (IFM) in Pu Hoat Nature Reserve (75,000 ha); this includes monitoring, participatory boundary marking and co-management models tested; and community based forest management in Tuong Duong Protection Forest (140,000ha). For all these activities there are efforts to estimate potential emission reduction from IFM models. A tablet tool for improved forest monitoring developed by JICA will be tested in two districts.
<p>Forest Carbon Programme Facility Readiness Fund</p> <p><i>World Bank</i> <i>Duration: 2014-2018</i></p>	<p>The objective of the World Bank/FCPF REDD+ Readiness engagement in Viet Nam is to support Viet Nam to become ready for future REDD+ implementation by preparing the key elements, systems and policies needed in a socially and environmentally sound manner. This has four key components:</p> <ul style="list-style-type: none"> Component one is aimed to provide support for the Government to strengthen capacities for effective management, implementation and coordination of REDD+-related activities in Viet Nam by i) strengthening the capacities of NRSC

	<p>and VRO; and ii) providing technical support and analytical studies for the formulation of relevant national and sub-national policies and Programmes which are under preparation. The analytical studies will aim to better understand the drivers of deforestation, as well as recommendations to address them.</p> <ul style="list-style-type: none"> • Policies review, studies and development of user-friendly guidance materials on State Forest Company reform for REDD+ service provision. Pilot activities in two SFC are being introduced. • Stakeholder consultation and regional cooperation. Also as part of the implementation and improvement of the National REDD+ Action Programme, a SESA will be carried out to help integrate social and environmental considerations into policy-making processes, leading to sustainable REDD+ strategy options. • Project management, and monitoring and evaluation. This component supports a general monitoring and evaluation of the FCPF grant and coordinates with the M&E facilities of the NRAP.
<p>UNREDD Viet Nam Phase II Programme:</p> <p>UNDP, FAO, UNEP <i>Duration: 2013 – 2015</i></p>	<p>This aims to enhance Viet Nam’s ability to benefit from future results-based payments for REDD+ by piloting activities across six pilot provinces (Lam Dong, Ca Mau, Ha Tinh, Bac Kan, Binh Thuan and Lao Cai); as well as continuing to support capacity building and development of the basic infrastructure of REDD+ readiness in Viet Nam. It contains six outcome areas which are currently under implementation:</p> <ul style="list-style-type: none"> • Capacities for an operational NRAP are in place. In particular through support to the Viet Nam REDD+ Office and the National REDD+ Steering Committee and its Executive Board as well as support to facilitate cross ministerial dialogue to deliver NRAP. This includes working with those sectors driving deforestation Key outcomes include that Implementation guidelines for the NRAP are approved and rolled out and the National REDD+ Fund become operational. • The six pilot provinces enabled to plan and implement REDD+ actions. Across all six provinces this includes awareness raising, support to establishing REDD+ institutions and Provincial REDD+ Action Plans Site-based REDD+ Activity Plans in the six pilot provinces are finalized and approved and the activities mainstreamed into Forest Development and Protection Plans. There are also elements on improved land tenure arrangements, a monitoring framework and trial of participatory forest monitoring by communities. • Outcome 3: National Forest Monitoring System for Monitoring and Measurement, Reporting and Verification and National REDD+ Information System on Safeguards are operational. This includes developing the National REDD+ Information System, Land Monitoring System, Emissions Factors as well as supporting Institutional arrangements for compiling National REDD+ GHG-Inventory. A critical output will be the development of interim RELs. • Stakeholders at different levels are able to receive positive incentives. Activities include: national-level mechanisms and standards for distribution of REDD+ positive incentives researched and drafted, provincial level guiding principles and

	<p>criteria also agreed. This will feed into designing an integrated and non-discriminatory BDS for full REDD+ implementation.</p> <ul style="list-style-type: none"> • Mechanisms to address the social and environmental safeguards under the Cancun Agreement, established. For each safeguard, the national mechanisms required to respect and address the safeguard will be determined. The mechanisms will be tested in the six pilot provinces (mostly through Outcome 2) and the lessons learnt will feed back into the national approach. Finally formal Implementation guidelines will be issued. • Regional cooperation enhances progress on REDD+ implementation in the Lower Mekong Sub-Region. This includes cooperation between Governments in the Lower Mekong Sub-region on reducing illegal logging and trade and developing a Sub-regional strategy to address displacement of deforestation and forest degradation. This will require South-South Cooperation for REDD+ readiness activities in other countries in the Lower Mekong Sub-region. Finally there are plans to engage the wood processing industry in Viet Nam and other regional countries to sourcing legal and sustainably harvested timber.
<p>Forest Carbon Programme Facility Carbon Fund</p> <p><i>Duration: 2016- (dependent on being accepted)</i></p>	<p>In May 2014 Viet Nam submitted the Emissions Reduction Programme Idea Note in order to receive results based funding for the North Central Agro-Ecological region (includes Thanh Hoa, Ha Tinh, Quang Binh, Nghe An, Quang Tri and Hue provinces). This was accepted and Viet Nam is currently developing the full proposal necessary to achieve results based funding. The proposed ER Programme for the North Central Agro-Ecological Region supports a sustainable landscape approach through low-emissions development planning and interventions for land-based sectors (agriculture, forestry and energy). The main sectoral strategies to achieve this goal outlined in the ER PIN as follows:</p> <ul style="list-style-type: none"> • Support to a more conducive enabling environment through institutional strengthening and development of REDD+ compatible plans and policies (including the PRAPs) • Developing a more sustainable agriculture sector to improve livelihoods and reduce pressure onto the forests • Developing the forest sector, through: a) Production forestland allocation; wider use of innovative forest use rights and co-management approaches; b) sustainable production and forest certification; c) payment for forest ecological services; d) strengthened cooperation on law enforcement. • Improved energy strategy development through improved energy efficiency at all levels, including industrial wood and paper pulping, promotion of renewable energies in particular biogas. <p>Ongoing activities to support the detailed planning and finalisation of the ER Programme will concentrate on three main processes: (i) more detailed data collection to support the proposed intervention activities under the Programme; and (ii) collecting socio-economic information on the approximate 41 Districts (and an unknown number of communes); and (iii)</p>

complete the final design process of developing detailed activities a timeframe and resourcing of the activities (financial planning).

Annex 4- Key UNFCCC decisions on REDD+

Decision	Summary
<p><u>Decision 9/CP.19:</u> Work Programme on results-based finance to progress the full implementation of the activities referred to in decision 1/CP.16, paragraph 70</p>	<ul style="list-style-type: none"> • Reaffirms that results-based finance may come from a wide variety of sources, public and private, bilateral and multilateral, including alternative sources • Recalls that for developing country Parties undertaking the results-based actions should have all of the elements referred to in decision 1/CP.16, paragraph 71, in place, in order to receive finance and agrees that the most recent summary of information on how all of the safeguards have been addressed and respected before they can receive results based payments • Encourages financing entities, including the Green Climate Fund in a key role, to channel adequate and predictable results-based finance in a fair and balanced manner, and to work with a view to increasing the number of countries that are in a position to obtain and receive payments for results-based actions • Decides to establish an information hub on the REDD Web Platform, to publish information on the results and corresponding results-based payments • Requests the Standing Committee on Finance to consider the issue of financing for forests in its work on coherence and coordination • Recognizes the importance of incentivizing non-carbon benefits for the long-term sustainability of the implementation of the activities referred to in decision 1/CP.16, paragraph 70
<p><u>Decision 10/CP.19:</u> Coordination of support for the implementation of activities in relation to mitigation actions in the forest sector by developing countries, including institutional arrangements</p>	<ul style="list-style-type: none"> • Invites interested Parties to designate a national entity or focal point to serve as liaison with the secretariat and bodies under the Convention, on coordination of support, and may also be nominated to receive and obtain results-based payments • Recognizes that in order to address issues related to the coordination of support, a number of needs and functions were identified • Encourages national entities/focal points, Parties and relevant entities financing REDD-plus to meet, on a voluntary basis, to discuss the needs and functions identified to address issues relating to coordination of support; with the first meeting to be held in conjunction with SBI 41 (December 2014)

	<ul style="list-style-type: none"> • Requests the Subsidiary Body for Implementation, at the latest, at its forty-seventh session (November-December 2017) to review the outcomes of these meetings
<p><u>Decision 11/CP.19:</u> Modalities for national forest monitoring systems</p>	<ul style="list-style-type: none"> • Affirms that the activities referred to in this decision are undertaken in the context of the provision of adequate and predictable support to developing country Parties • Decides national forest monitoring systems should be guided by the most recent IPCC guidance and guidelines, as adopted or encouraged by the COP • Also decides that national forest monitoring systems should provide data and information that are transparent, consistent over time, suitable for MRV, and build upon existing systems while being flexible and allowing for improvement
<p><u>Decision 12/CP.19</u> The timing and the frequency of presentations of the summary of information on how all the safeguards referred to in decision 1/CP.16, appendix I, are being addressed and respected</p>	<ul style="list-style-type: none"> • Agrees that the summary of information on how all of the safeguards referred to in decision 1/CP.16, appendix I, are being addressed and respected throughout the implementation of the activities referred to in decision 1/CP.16, paragraph 70, could also be provided, on a voluntary basis, via the REDD Web Platform • Decides that developing country Parties should start providing the summary of information after the start of the implementation of activities referred to in decision 1/CP.16, paragraph 70 • Also decides that the frequency for subsequent presentations of the summary of information should be consistent with the provisions for submissions of national communications and, on a voluntary basis, via the REDD Web Platform
<p><u>Decision 13/CP.19:</u> Guidelines and procedures for the technical assessment of submissions from Parties on proposed forest reference emission levels and/or forest reference levels</p>	<ul style="list-style-type: none"> • Decides that each submission of forest reference emission levels and/or forest reference levels shall be subject to a technical assessment • Invites Parties and relevant international organizations to support capacity-building for development and assessment of forest reference emission levels and/or forest reference levels • Adopts the guidelines and procedures for the technical assessment, as contained in the annex to this decision
<p><u>Decision 14/CP.19:</u></p>	<ul style="list-style-type: none"> • Decides that measuring, reporting and verifying anthropogenic forest-related emissions by sources and removals by sinks, forest carbon stocks, and forest carbon stock and forest-area changes is to be consistent with

<p>Modalities for measuring, reporting and verifying</p>	<p>the methodological guidance provided in decision 4/CP.15, and any guidance on the measurement, reporting and verification of nationally appropriate mitigation actions by developing country Parties as agreed by the COP</p> <ul style="list-style-type: none"> • Decides that data and information should be provided through a technical annex to the biennial update reports, underlining that the submission of the technical annex is voluntary and in the context of results-based payments • Further decides to include two additional LULUCF experts in the technical team of experts for the international consultation and analysis of results-based actions reported in a technical annex to the biennial update reports, and agrees that these LULUCF experts will develop a technical report on their analysis of the technical annex and identified areas for technical improvement • Also agrees that results-based actions that may be eligible to appropriate market-based approaches that could be developed by the COP may be subject to any further specific modalities for verification
<p><u>Decision 15/CP.19:</u> Addressing the drivers of deforestation and forest degradation</p>	<ul style="list-style-type: none"> • Encourages Parties, organizations and the private sector to take action to reduce the drivers of deforestation and forest degradation. • Also encourages Parties to continue work to address drivers, and to share information.
<p><u>Decision 1/CP.18 paragraphs 25 - 40:</u> Agreed outcome pursuant to the Bali Action Plan</p>	<ul style="list-style-type: none"> • A work Programme on results-based finance to progress the full implementation of the activities. The decision recognizes the need to improve the coordination of support for the implementation of the activities and to provide adequate and predictable support, including financial resources and technical and technological support, to developing country Parties for implementation of those activities. • Requests SBSTA, at its thirty-eighth session, to consider how non-market-based approaches, such as joint mitigation and adaptation approaches could be developed. • Also requests SBSTA, at its thirty-eighth session, to initiate work on methodological issues related to non-carbon benefits.
<p><u>Decision 2/CP.17 paragraphs 63-73</u> Outcome of the work under the AWG-LCA on financing options for the full implementation of the results-based actions</p>	<ul style="list-style-type: none"> • It considers that appropriate market-based approaches could be developed by the COP to support the results-based actions by developing country Parties referred to in decision 1/CP.16, paragraph 73, ensuring that safeguards are met. It also notes that non-market-based approaches, such as joint mitigation and adaptation approaches for the integral and sustainable management could be developed; • Encourages the operating entities of the financial mechanism of the Convention to provide results-based finance for the actions referred to in decision 1/CP.16, paragraph 73.

<p>referred to in decision 1/CP.16, paragraph 73.</p>	<ul style="list-style-type: none"> • The decision sets out various activities in order to provide greater clarity on financing options for the full implementation of the results-based actions referred to in decision 1/CP.16, paragraph 73
<p><u>Decision 12/CP.17</u> Guidance on systems for providing information on how safeguards are addressed and respected and modalities relating to forest reference emission levels and forest reference levels as referred to in decision 1/CP.16</p>	<ul style="list-style-type: none"> • Decision 12/CP.17 provides guidance on systems for providing information on how all the safeguards referred to in decision 1/CP.16, appendix I are being addressed and respected. • This included that all developing country Parties undertaking the activities should provide a summary of information on how all of the safeguards referred to in decision 1/CP.16, appendix I, are being addressed and respected throughout the implementation of the activities. • The decision also elaborates modalities relating to forest reference emission levels and/or forest reference levels as referred to in decision 1/CP.16, paragraph 71(b). • Agrees that a step-wise approach to national forest REL and/or RL development may be useful, enabling Parties to improve the forest REL/RL. • Acknowledges that subnational forest REL/RL may be elaborated as an interim measure, while transitioning to a national REL/RL. • Invites developing country Parties, on a voluntary basis to submit proposed forest reference emission levels and/or forest reference levels. These will be assessed by a technical panel, in accordance with guidance from SBSTA.
<p><u>Decision 1/CP.16</u> provides a framework for Parties undertaking actions relating to reducing emissions from deforestation and forest degradation, conservation of forest carbon stocks, sustainable management of forests and enhancement of forest carbon stocks.</p>	<ul style="list-style-type: none"> • In paragraphs 68 - 79, Decision 1/CP.16 provides a framework for Parties undertaking actions relating to reducing emissions from deforestation and forest degradation, conservation of forest carbon stocks, sustainable management of forests and enhancement of forest carbon stocks. • It sets out the need to develop four elements: (i) a National Strategy or Action Plan; (ii) a national forest reference emission level and/or forest reference level or, if appropriate, as an interim measure, subnational forest reference emission levels and/or forest reference levels; (iii) a robust and transparent national forest monitoring system for the monitoring and reporting of the activities with, if appropriate, subnational monitoring and reporting as an interim measure; and (iv) a system for providing information on how the safeguards referred to in appendix I to this decision are being addressed and respected. • It also decides that the activities undertaken by Parties should be implemented in phases, beginning with the development of national strategies or action plans, policies and measures, and capacity-building, followed by the implementation and evolving into results-based actions that should be fully measured, reported and verified;

	<ul style="list-style-type: none"> • Annex 1 to the Decision provided the basic safeguards which should be promoted and supported – these became known as the “Cancun Safeguards”. • Also importantly this decision launched a process for further work to be undertaken by the SBSTA and the AWG-LCA.
<p><u>Decision 4/CP.15</u> Methodological guidance for activities relating to reducing emissions from deforestation and forest degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries</p>	<ul style="list-style-type: none"> • This decision provides methodological guidance to developing country Parties when implementing activities relating to decision 2/CP.13. In particular in relation to measurement and reporting, reference emission levels as well as recognising the need for the development of guidance for effective engagement of indigenous peoples and local communities in monitoring and reporting. • It also acknowledges the importance of reducing emissions from deforestation and forest degradation, and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries.
<p><u>Decision 2/CP.13</u> Reducing emissions from deforestation in developing countries; approaches to stimulate action</p>	<ul style="list-style-type: none"> • Decision 2/CP.13 acknowledges the contribution of emissions from deforestation and forest degradation to global anthropogenic GHG emissions. The decision provides a mandate for several actions by Parties relating to reducing emissions from deforestation and forest degradation in developing countries; • Encourages Parties, to support capacity-building, provide technical assistance, facilitate the transfer of technology to improve, data collection, estimation of emissions from deforestation and forest degradation, monitoring and reporting, and address the institutional needs of developing countries to estimate and reduce emissions from deforestation and forest degradation; • The decision also launched a process for further work by SBSTA to undertake a Programme of work on methodological issues.

Annex 5- The National REDD+ Action Plan

(Formal Vietnamese Version and Unedited English Translation are available at the Viet Nam REDD+ Office website <http://Vietnam-redd.org/>)

PRIME MINISTER

No.: 799/QĐ-TTg

THE SOCIALIST REPUBLIC OF VIET NAM

Independence – Freedom – Happiness

Hanoi, 27 June, 2012

NON-EDITED TRANSLATED VERSION DECISION

On Approval of the National Action Programme on Reduction of Green-house Gas Emissions through Efforts to Reduce Deforestation and Forest Degradation, Sustainable Management of Forest Resources, and Conservation and Enhancement of Forest Carbon Stocks" 2011 - 2020

THE PRIME MINISTER

- Pursuant to the Law on the Government Organization, 25 December;
- Pursuant to the Land Law, 26 November, 2003;
- Pursuant to the Law on Forest Protection and December 3, 2004;
- Pursuant to the Law on Environmental Protection November 29, 2005;
- In accordance with Decree No. 99/2010/ND-CP September 24, 2010 of the Government's policy on payment for environmental services of forests;
- In accordance with Decision No. 02 dated 05 18/2007/QĐ-TTg 2007 of the Prime Minister approving the strategy on forestry development in Viet Nam during the period 2006 to 2020;
- In compliance with Decision No. 158/QĐ-TTg December 2, 2008 by the Prime Minister approving the National Target Programme to respond to climate change;
- Pertaining to Decision No. 2139/QĐ-TTg December 5, 2011 of the Prime Minister on approving the National Strategy on Climate Change;
- Based on Decision No. 432/QĐ-TTg April 12, 2012 by the Prime Minister on approving the strategy for sustainable development of Viet Nam in the period 2011-2020;
- Considering the proposal of the Minister of Agriculture and Rural Development,

DECIDES:

Article 1. Approving the National Action Programme on "Reduction of greenhouse gas emissions through efforts to reduce deforestation and forest degradation, sustainable management of forest resources, conservation and enhancement of forest carbon stocks" (hereinafter referred to as the National REDD+ Action Programme), 2011 - 2020, with the following major contents

1. PERCEPTION, OBJECTIVES, SCOPE AND TARGET OF THE PROGRAMME

A. Perception

a) Climate change is emerging as a serious challenge for all humanity, deeply influencing and comprehensively changing the life of the entire global society. Viet Nam attaches vital implication to the response on climate change. The implementation of the National Action Programme on "Reduction of greenhouse gas emissions through efforts to reduce deforestation and forest degradation, sustainable management of forest resources, conservation and enhancement of forest carbon stocks" (hereinafter referred to as the National REDD+ Action Programme) is one of the important tasks defined in the National Strategy on Climate Change, reflecting the Vietnamese goodwill and utmost determination in sharing the effort and concern of global community to preserve the earth climate system.

b) The National REDD+ Action Programme is designed in compliance with policies and laws of Viet Nam, and consistent to the provisions of the United Nation Framework Convention on Climate Change (UNFCCC) and relevant treaties and international conventions Viet Nam has joined;

c) Consistent Programme guiding, management and operation by State agencies, improving the dynamism, creativity and accountability of related enterprises, optimizing the involvement and supervision of socio-political, professional, non-governmental organizations and communities, utilizing mechanisms for effective international cooperation in the development and implementation of the National REDD+ Action Programme.

d) Solutions and measures applicable for implementing the National REDD+ Action Programme should be systematic, coordinated, phased down and focused, and consistent to the specific conditions of the country, the provisions of the UNFCCC as well as the technical and financial support from the international community. These practical solutions and measures should be scientifically sound, fully utilizing traditional experience and indigenous knowledge, and taking into consideration the socioeconomic effects and possible risks and uncertainties.

e) The implementation of the National REDD+ Action Programme is to associate with the promotion of the green and less-emission agriculture, contribution to sustainable development, national food security and poverty reduction.

2. Overall Goal and Specific Objectives

a) Overall Goal

The overall goal of the Programme is the reduction of greenhouse-gas emissions through efforts to mitigate deforestation and forest degradation, increased greenhouse-gas sequestration by forests, sustainable management of forest resources, biodiversity conservation, and contribution to the successful implementation the national strategy on climate change and poverty reduction, and striving towards sustainable development.

b) Specific objectives

- In the period 2011 - 2015: Development and operation of pilot mechanisms, policies, organizational systems and technical capacity available at the national level to ensure effective management, coordination and operation of REDD+ related projects taking into consideration the specific national conditions and the support of the international community; step by step raising awareness and capacity of relevant parties to participate proactively in REDD+ activities; the National REDD+ Network is formed and operates effectively, contributing to protection of existing forest, while upgrading the quality and value of forests and reducing emissions of greenhouse gases, and creating additional employments and incomes for people through the implementation of REDD+ pilot projects in 8 provinces, as at least.

- In the period 2016 - 2020: Accomplishment of mechanisms, policies, organizational structures and technical capacity to ensure the proper management, coordination and effective operation of projects and activities under the National REDD+ Action Programme at the national scale; reducing greenhouse-gas emissions through reduction of deforestation and forest degradation, increased greenhouse-gas sequestration by forests, contributing to achieve the target of reducing 20% of the total emission in the agricultural sector by 2020, management and sustainable development of forest resources, increasing the national forest cover rate to 44-45%, conservation of biodiversity, and diversification and improvement of livelihoods of the forest owners and the people at large.

3. Scope and Targets

a) Scope: All the forest possessing provinces in the country.

b) Targets: Organizations, households, individuals and communities involved in activities relating to forest management, protection and development.

II. KEY TASKS

1. The period 2011 - 2015

a) Capacity building and institutional development for REDD+ management

- Conduct of communication campaigns and capacity building, and providing training to strengthen technical capacity and REDD+/climate change negotiation skills for the staffs who are involved in implementing REDD+.
- Establishment of the system of management, coordination and implementation of REDD+ and setting up the National REDD+ Network; development of coordination mechanisms to link ministries, sectors and localities in the implementation of the Programme as well as incorporate it into implementation of relevant national strategies and Programmes.
- Improvement of the legal system and technical guidance for implementing REDD+ activities.
- Establishment and pilot implementation of mechanisms to monitor and handle complaints and provide feedbacks during the Programme implementation.

b) Conducting survey to compile necessary data and define the baseline emission level and project the level in the coming years as the basis for monitoring and evaluating the outcomes of REDD+ implementation, and for the negotiation with international donors.

- Review, collection, evaluation and processing of data necessary for identification of the reference emission levels and the trends of ante- and ex-implementation of REDD+ (RELS/FRLs) at national and provincial levels (if necessary) in compliance with UNFCCC provisions and the technical guidance of the Intergovernmental Panel on Climate Change (IPCC). The reference emission levels (RELS) are the amount of gross emissions emitted into the atmosphere from deforestation and forest degradation at a reference time period, or the baseline reflecting the change of emission levels at different time periods in the past and predicting the future trends of emission. The forest reference levels (FRLs) are the amount of net/gross emissions from deforestation and forest degradation and the forest sequestration of greenhouse gases as the results of forest conservation, forest management before and during implementation of REDD+ activities.
- Assessment and prediction of the present and future forest estate change, proposing measures to mitigate and eventually stop deforestation and forest degradation, and increasing forest carbon stocks.
- Investigation, evaluation and verification of the potential reduction of emission, projection of the investment needs and benefits of REDD+ for each province and for the entire country, and defining priority areas for implementation of REDD+.

- Setting up the temporary RELs/FRLs at the national level and in the pilot provinces taking consideration to the specific conditions of Viet Nam, the provisions of the UNFCCC and the financial and technical support provided by the international community.

c) Establishment and operation of the system of measurement, reporting and verification (MRV).

- Prompt completion of the project on the national forest inventory over the period 2012 - 2015, especially in the pilot provinces, as the basis for planning, monitoring and evaluation of REDD+ outcomes.
- Completion of the annual forest change monitoring and reporting, forest inventory every 5 years, in close coordination with the inventory of land resources conducted by MONRE, ensuring the effectiveness and the consistency of data in compliance with the Law on Forest Protection and Development, and the Land Law.
- Development and pilot application of the MRV system at the national level in conformity with the specific conditions of Viet Nam and the provisions of the UNFCCC.
- Establishment of the mechanism for monitoring, reporting and verification of REDD+ and REDD+ database from central down to local level.
- Collaboration with international organizations to verify the REDD+ results at the national level in accordance with the provisions of UNFCCC; organizing the verification of REDD+ performance at local level in accordance with applicable legal regulations.

d) Formulation of the financial management mechanism applicable for National REDD+ Action Programme

- Establishment and management of the REDD+ Fund, including:
 - + REDD+ Fund development as a trust fund under the Forest Protection and Development Fund at the central and provincial levels which was established with Decree No. 05/2008/ND-CP dated 14 January, 2008 of the Government to receipt and manage grants and trusted funds provided by overseas countries, organizations or individuals for REDD+ and undertake the payment for REDD+ service.
 - + REDD+ Fund has its structure and operation rules as a trust fund in compliance with the provisions of Vietnamese laws and international rules.
 - + Ministry of Agriculture and Rural Development shall liable to coordinate with the Ministry of Finance, other relevant ministries and agencies to formulate and stipulate regulations on organization and operation of REDD+ Fund in accordance with the laws of Viet Nam and the international rules.
 - + Ministry of Finance shall be liable to coordinate with the Ministry of Agriculture and Rural Development and relevant ministries and agencies to develop and promulgate mechanisms for financial management of the REDD+ Fund in consistency with the law of Viet Nam and the International rules.
- Organization of REDD+ implementation, including:
 - + Promotion the REDD+ payments system from central to local levels.
 - + Identification of the targets, payment rate and method of payments for REDD+ service.
- Examination, monitoring and evaluation of the payment for REDD+ performance.

e) Implementation of REDD+ pilot projects

- Selection of 8 provinces, at least, with high potential on emission reduction representing typical ecological zones to participate in REDD+ pilot projects in conformity with the specific conditions of Viet Nam and requirements from the international aid.
- Development of the action plan to implement REDD+ at provincial level and mainstreaming REDD+ into forest protection and development and land-use planning as well as Programmes and projects that aim at reduction of emissions in agriculture and other related fields, and piloting the system for management, coordination and operation of REDD+ at the provincial level.

- Raising REDD+ awareness and building up technical capacity for concerned staff involved in REDD+ at provincial, district and commune levels and raising awareness of forest owners and local communities.
- Identification and application of appropriate measures to reduce emissions from deforestation and forest degradation and stabilizing forest carbon stocks, investigation of the possible role and capability of enterprises, organizations, individuals and local communities in REDD+ implementation.
- Proposing and piloting the measurement, reporting and verification system, the participatory inventory, monitoring and evaluation of forest change, financial management and payment mechanism applicable for REDD+ performance, REDD+ safeguard measures as well as the establishment of the database and information system required for REDD+ implementation.

f) Promotion of cooperation and sharing experience with the countries in the region on the implementation of REDD+, strengthening forest law enforcement, governance and trading (FLEGT).

g) Review and drawing of the experience from REDD+ implementation in the pilot provinces and newly introduced international practices for revising and improving the Programme that will be expanded at the nation-wide scale in the next phase.

The List of project prepared for the period 2011 - 2015 is specified in the Appendix to this Decision. This List shall be supplemented and amended when new international resources are available and in accordance with national requirements in each time period.

2. The period 2016 – 2020

a) Continued improvement of coordination mechanisms, management and operation of the Programme and its implementation at the national scale and in consistency with the international rules and international support.

b) Further performing the legal framework for implementation of REDD+ on the basis of practical requirements as well as the provisions of the law of Viet Nam and the international practices.

c) Further raising awareness and upgrading capacity of staffs at all levels as well as local people and organizations involved to implement REDD+.

d) Revising and improving RELs/FRLs at national and local levels in pilot provinces with the updated method and related data or the new rules of the UNFCCC.

e) Improving the system of information for REDD+, including the MRV, information system on safeguard measures, information on policies and technical solutions at the central and local levels adaptable to the specific conditions of the country as well as the international rules and support.

g) Accomplishing the financial management mechanism and the payment policy based on REDD+ performance.

h) Improving the monitoring and complaint handling mechanism and feedbacks during the Programme implementation.

f) Further promoting cooperation and sharing experience with countries in the region on the implementation of REDD+ and strengthening forest law enforcement, governance and trade (FLEGT).

III. SOLUTIONS

A. Improving the legal framework to facilitate REDD+ implementation

a) Reviewing, amending and supplementing the existing legal framework and formulating new legal documents on land, forest protection and development, forest carbon rights, investment in carbon credit business, financial management, benefit sharing and safeguard measures for REDD+ implementation as well as other relevant legal documents in accordance with the applicable laws of Viet Nam and international agreements Viet Nam has signed.

b) Development of the system of national standards for forest certification and the rules and standards for silvicultural interventions, %, timber and NTFP harvest.

2. Institutional improvement and human resource development

a) Preparing plan on training and building up REDD+ capacity for staff at all levels, with special attention to commune and village levels in remote areas.

b) Developing mechanism to facilitate the coordination among state administrative agencies at all levels which are involved in REDD+, especially between agriculture and rural development and natural resource and environment departments in the development and implementation of REDD+.

c) Setting up mechanisms to facilitate close link with the private sector and public – private cooperation model, and encouraging the engagement of the social-political, professional, nongovernmental organizations and local communities in the Programme planning, implementation and monitoring.

d) Integration of REDD+ implementation into the National Programme on Climate Change, the Green Growth Strategy, the Forest Protection and Development Plan 2011 - 2020, the wise agricultural initiatives toward response on climate change, the policies on payment for forest environmental services (PFES), agriculture-forestry extension service and poverty reduction as well as other relevant Programmes and projects to enhance its effectiveness and sustainability.

e) Developing a system for logging practice monitoring and identifying and tracing timber to ensure timber legality in logging, transportation, processing and export.

3. Reviewing and improving land-use planning and forest protection and development plan. Identification of forest lands which shall be put under the National REDD+ Action Programme and projects, review and adjustment of the land-use and forest protection and development projection, and planning at national and the local scales with sound scientific and economic rationale, ensuring REDD+ feasibility and reducing leakage down to the minimum level.

4. Reviewing and completing the allocation and leasing of forests and forest land to organizations, households, individuals and local communities in compliance with the existing laws to ensure the legal framework for concluding joint contracts and payment for REDD+ performance.

5. Conducting forest inventory and monitoring yearly and every 5 years to perform the forest information system.

6. Strengthening communication campaigns, raising awareness, mobilizing the participation of local people, local communities and organizations in the planning, implementation and monitoring of REDD+.

7. Enhancing international cooperation to diversify financial resources

- a) Proactive participation in international Programmes and initiatives toward REDD+, and climate change in agriculture and rural areas to utilize potential financial and technical support for promotion and implementation of National REDD+ Action Programme and projects.
- b) Strengthening integration, multilateral and bilateral cooperation and cooperation with nongovernmental organizations as well as the regional and global financial institutions to attract financial and technical support; enhanced sharing of information and experience on REDD+ implementation, especially with the members of the Association of Southeast Asian Nations (ASEAN).
- c) Strengthening the management and coordination mechanisms in utilizing domestic resources and international aids in the implementation of related Programmes and projects.
- d) Further implementation of the environment and forestry-related agreements and conventions Viet Nam has signed or acceded to.

IV. PROGRAMME FUNDING

1. Funds for implementing projects under the National REDD+ Action Programme will be derived from the state budget available for the implementation of the National Programme on Climate Change and the Forest Protection and Development Plan 2011 – 2020, and from other relevant Programmes and projects as well as the potential supports from donor governments, international organizations, nongovernmental organizations, foreign individuals and local organizations and individual. Of these possible resources, international funding is expected to play the leading role. The funding proposed for specific projects will be identified on the basis of specific agreements with donors and potential contribution of the state budget subject to the approval of competent authorities.
2. The formulation and submission of projects to competent authorities for approval as well as the management, use of funds allocated to these projects is devolved in view of further decentralization and strengthening the accountability of local authorities.

V. IMPLEMENTATION ORGANIZATION

1. Establishment of the National REDD+ Action Programme Steering Committee

a) The Minister of Agriculture and Rural Development is assigned to set up the Viet Nam REDD+ Steering Committee (hereinafter referred to as the Steering Committee) with the Minister of Agriculture and Rural Development as the Chairman, Deputy Ministry of Natural Resources and Environment as Vice Chairman, and members of the Steering Committee are representatives of leaders of relevant departments under Ministry of Agriculture and Rural Development, Ministry of Natural Resources and Environment, Ministry of Planning and Investment, Ministry of Finance, Ministry of Foreign Affairs, Ministry of Science and Technology, the Committee of Ethnic Minorities and the Government Office.

The Minister of Agriculture and Rural Development assumes to stipulate the operation regulations of the Steering Committee.

b) REDD+ Office of Viet Nam will act as the assisting body for the Steering Committee which will be established and operated by the Minister of Agriculture and Rural Development within his jurisdiction.

c) The Ministry of Agriculture and Rural Development is authorized by the Prime Minister to seek agreement with donors and establish, whenever needed, consulting units to support and supervise the implementation of the Programme provided that this setting is simplified,

operational, efficient and consistent to the law of Viet Nam and related international agreements and conventions.

2. Responsibility of related ministries and sectors

a) Ministry of Agriculture and Rural Development (MARD)

- MARD shall be liable to act as the REDD+ leading agency.
- MARD assumes to lead the formulation of mechanisms and policies to be issued by the Prime Minister or the Minister of MARD, if within his jurisdiction, applicable for managing, operating and guiding the implementation of the Programme.
- Formulating, approving and organizing the preparation of annual and 5 year national plans or Programme implementation.
- Leading the negotiations with international partners on REDD+, presiding over and coordinating with relevant ministries, departments and local authorities to mobilize international fund for Programme implementation.
- Taking lead and coordinating with the Ministry of Natural Resources and Environment to define the reference time and data, and calculate the RELs/FRLs as a basis for negotiation and evaluation of REDD+ performance; leading the establishment and operation of the system of measurement, reporting and verification (MRV).
- Establishing Viet Nam REDD+ Fund and preparing regulations on organization and operation of the Fund in accordance with the law of Viet Nam and international practices.
- Being authorized by the Government to proceed with negotiation and conclude financial support agreements with international donors which are committed to provide contributions to Viet Nam REDD+ Fund as prescribed by law.
- In collaboration with the Ministry of Natural Resources and Environment and other ministries concerned, every year MARD has to review and synthesize funding needs and the list of REDD+ projects for integration into the implementation of the National Programme on Climate Change and other related Programmes and projects.
- Examining, monitoring and periodically evaluating and drawing experience from the Programme implementation.
- Annually synthesizing the results of Programme implementation and report to the Prime Minister, and proposing count-measures to handle arisen problems that are beyond its mandate.

b) Ministry of Natural Resources and Environment

- Taking lead and coordinating with the Ministry of Agriculture and Rural Development to integrate data on the progress and results of REDD+ implementation into the National Announcements and updated reports (every 2 years) and submit to UNFCCC Secretariat.
- Leading the land-use planning and land management, including the forest land, and integrating REDD+ into land-use planning practice at all levels.
- Leading and coordinating with the Ministry of Agriculture and Rural Development to direct and guide provincial people committees to review and accomplish the land allocation in association with forest leasing and issuing land-use right certificates; issuing, within its jurisdiction, or submitting to competent authorities for the issuance of mechanisms and policies on forest land allocation or leasing relevant to the implementation of the Programme; providing data available from the national inventory of greenhouse gas emissions in Viet Nam.
- Coordinating with the Ministry of Agriculture and Rural Development to develop the system of MRV, RELs/FRLs, and evaluating the results of the emission reduction by the Programme.

c) Ministry of Planning and Investment

- Balancing and allocating counterpart funds for specific projects to implement the Programme.
- Mainstreaming REDD+ into the course of implementing relevant national Programmes.
- Coordinating with the Ministry of Agriculture and Rural Development and the Ministry of Finance to formulate mechanisms and policies for managing and implementing the Programme.

d) Ministry of Finance

- Leading and coordinating with the Ministry of Agriculture and Rural Development to develop mechanisms and policies related to the Programme financial management.
- Leading and coordinating with the Ministry of Agriculture and Rural Development in guiding the management and use of financial resources available from REDD+ Fund at various levels.
- Supervising relevant parties to follow strictly the financial management rules applicable for the Programme.

e) Ministry of Information and Communication

Guiding and driving press agencies in conducting communication campaigns to raise awareness and responsibility of related agencies, organizations and people in forest protection and development and implementation of the National REDD+ Action Programme.

e) Committee of Ethnic Minorities

Participating in communication and promotion campaigns, awareness raising and capacity building, encouraging ethnic minorities to take active part in REDD+ operations, mainstreaming the implementation of the National REDD+ Action Programme and relevant Programmes and projects within its state administrative mandate.

g) Other ministries and relevant sectors

In accordance with the functions and tasks defined within their state administrative mandate, other ministries and sectors shall proactively coordinate with the Ministry of Agriculture and Rural Development in implementing the Programme, and guide various units that fall within their state administrative mandate to implement the Programme.

h) Responsibility of provincial people committees and cities under the direct control of the central Government

- Organizing REDD+ communication campaigns and promotion of REDD+ activities in their localities.
- Establishing of REDD+ Steering Committee at provincial level to be chaired by the leaders of provincial people's committees.
- Developing and implementing provincial REDD+ action plans; preparing and implementing projects relevant to the Programme at provincial level; reviewing and adjusting related local plannings and plans.
- Organizing the implementation relevant activities that are included in national annual and 5 year plans approved by the Ministry of Agriculture and Rural Development for approval.
- Actively mobilizing every possible resource and mainstreaming REDD+ and the payment for forest environmental services and related Programmes and projects in the local areas to achieve the objectives of the Programme.
- Coordinating with relevant ministries and agencies to guide and supervise organizations and individuals in implementing the Programme in the local area as specified in this decision.

- Providing regular reports on the progress of achieving Programme objectives and task performing in provinces or cities as specified in this Decision.

i) Political, social and professional organizations, NGOs and enterprises

Subject to their functions, tasks and capabilities, political, social and professional organizations, mass organizations, non-governmental organizations and business entities are requested to participate in activities relating to the Programme, particularly in the field of information sharing, education and communication promotion, supporting and mobilizing the involvement of local communities, distributing experience in implementing REDD+, examining and monitoring the Programme implementation.

VI. MONITORING AND EVALUATION.

1. The Ministry of Agriculture and Rural Development will take lead and coordinate with line ministries and agencies to monitor and evaluate the Programme performance at various stages.

2. Contents of monitoring and evaluation

a) Monitoring and evaluating the performance of activities which will be conducted in pilot provinces, including the amount of emission reduction and the added forest carbon stocks, and the results of carbon sequestration.

b) Monitoring and evaluating the implementation of land-use planning; reviewing, adjusting and completing the process of allocating land and forests, realizing the rules of grass-root democracy; supervising the application of measures to ensure the implementability of the Programme.

c) Disbursement of funding and financial transactions relating to Programme implementation.

3. The scope of monitoring and evaluation: central and provincial levels.

4. Mechanisms applicable for monitoring and evaluation: Monitoring and evaluation shall be transparent, open and participatory, with the involvement of all concerned parties, including relevant State agencies and international organizations involved (if necessary).

Article 2. This Decision comes into effect since the date of its signing.

Article 3. The ministers, heads of ministerial-level agencies, heads of governmental agencies, chairmen of people committees of provinces and cities directly controlled by the Central Government shall be liable implement this Decision.

Recipients:

- Party Central Committee Secretariat;
- Prime Minister, Deputy Prime Ministers;
- Ministries, ministerial-level agencies, agencies under the Government;
- People's councils and committees of provinces and cities under central control;
- Party Central Committee Office and Party relevant Party departments;
- Office of the Party Secretary General;
- Office of the Country President;
- Council of Nationalities and committees under the National Assembly;
- Office of National Assembly;
- Supreme People's Court;
- Institute of the Supreme People's Procuracy;
- State Auditor;

- Central offices of civil-society organizations;
- Government Office: Chairman, Deputy Chairmen, Assistant to the Prime Minister, Government Website, departments under

FOR THE PRIME MINISTER
VICE PRIME MINISTER
HOANG TRUNG HAI
Signed

Table: List of activities and projects proposed for the implementation of the National REDD+ Action Programme

2011 – 2020 (Issued with Decision No.799/QĐ-TTg dated 27 June, 2012 by the Prime Minister)

Fields of intervention	Activities	Leading Agencies	Outcomes	Time period
Capacity building and institutional development for management of REDD+ activities in Viet Nam	1.1. Conducting meetings, seminars/workshops, training courses on REDD+ for relevant staffs at central and provincial levels	VNForest (MARD) DARDs in forested provinces	<i>(1)Meetings, seminars/workshops and training courses to provide knowledge and expertise for relevant staffs of the forest sector and line departments at central and provincial levels arranged</i>	2012 - 2013
	1.2. Carrying out REDD+ dissemination and communication to staffs and civil servants in the forestry and relevant sectors at central and provincial level	VNForest DARDs in forested provinces	<i>(2)REDD+ dissemination and communication training provided to staffs and civil servants of the forest sector and line departments at central and provincial levels</i>	2012 - 2013
	1.3. Undertaking trainings/workshops on MRV, REL/RL REL/RL identification for relevant technical staffs at central level and in pilot provinces	VNForest FIPI VAFS Intl orgs.	<i>(3)Trainings/workshops on MRV, REL/RL REL/RL identification for relevant technical staffs at central level and in pilot provinces provided</i>	2012 - 2013
	1.4. Organizing training courses to upgrade technical knowledge, improve foreign language and negotiation skill for relevant staffs inside and outside the country	The National Steering Committee VNForest and departments/units under MARD	<i>(4)Capacity of key staffs who are participating in REDD+ negotiation upgraded (5)Trainings/workshops inside and outside Viet Nam</i>	2012 - 2015
Identifying baseline emission level applicable for RELs/FRLs	2.1. Defining the preliminary reference scenario at national level and for REDD+ pilot provinces	MARD MONRE	<i>(6)REDD+ reference scenario at national level defined (7)REDD+ scenarios for pilot provinces prepared</i>	2012 - 2014

Establishment and operation of MRV system	3.1. Establishing MRV system at national level according to UNFCCC regulations	MARD MONRE	<i>(8)National MRV that satisfies UNFCCC requirements available</i>	2012 - 2015
	3.2. Proposing the system of MRV from the central level down to local level for REDD+ implementation	MARD People committees of pilot provinces	<i>(9)MRV system for Viet Nam REDD+ prepared and piloted in 8 provinces</i>	2013 - 2015
	3.3. Reviewing, supplementing and implementing forest inventory project to meet the need of Programme implementation	MARD MPI MoF	<i>(10)The design, methodology and mechanism for implementing the national forest inventory Programme revised and supplemented (11)Baseline data for REDD+ monitoring in pilot provinces compiled</i>	2012 - 2015
	3.4. Monitoring gas emission and leakage in pilot provinces	National/provincial MRV systems	<i>(12)Monitoring gas emission and leakage in pilot provinces</i>	2012 - 2015
	3.5. Reporting and data management	National/provincial MRV systems		2013 - 2015
	3.6. Verifying REDD+ implementation results in pilot provinces	National/provincial MRV systems	<i>(13)Results of REDD+ implementation in pilot provinces (emission reduction, increased carbon stocks and emission leakage) verified</i>	2014 - 2015
Financial management of the National REDD+ Action Programme	4.1. Establishing National REDD+ Fund	MARD	<i>(14)National REDD+ Fund established</i>	
	4.2. Developing Provincial REDD+ Funds in pilot provinces	Provincial People committees	<i>(15)Provincial REDD+ Funds developed</i>	2013 - 2015
	4.3. Setting up the REDD+ performance-based payment system in pilot provinces	MARD People Committees of pilot provinces	<i>(16)REDD+ performance-based payment system in pilot provinces became operational</i>	2013 - 2015
	5.1. Reviewing, adjusting and formulating new legal documents on lands, forest protection and	MARD MONRE	<i>(17)Legal documents on lands, forest protection and development, investment,</i>	2013 - 2017

Improving legal framework relevant to the Programme implementation	development, investment, financing, land tenure and other legal documents relevant to REDD+	MoF MPI	<i>financing, land tenure and other legal documents relevant to REDD+ revised, supplemented, newly formulated in accordance with laws and international agreements Viet Nam has joined</i>	
	5.2. Developing the system of criteria and standards for silvicultural interventions applicable in forest development; guiding the preparation of sustainable forest management plans, forest inventory, assessment and monitoring needed for accounting emission reduction by REDD+	MARD MONRE	<i>(18)The system of criteria and standards for silvicultural interventions applicable in forest development; guiding the preparation of sustainable forest management plans, forest inventory, assessment and monitoring needed for accounting emission reduction by REDD+ developed</i>	2013 - 2015
	5.3. Guiding and applying the reduced impact logging (RIL); developing the system for monitoring logging practice, defining and tracing timber chain of custody, ensuring timber legality in logging, transportation, processing and exporting, verifying that imported timber is legally sourced	MARD MoIT	<i>(19)Regulations on reduced impact logging (RIL) and the system for monitoring logging practice, defining and tracing timber chain of custody, ensuring timber legality in logging, transportation, processing and exporting developed</i>	2013 - 2015
	5.4. Investigating and developing criteria for monitoring REDD+ implementation, regulating REDD+ database management at central and local levels	MARD MONRE	<i>(20)Legal document specifying criteria for monitoring REDD+ implementation, regulating REDD+ database management at central and local levels prepared</i>	2014 - 2016
Monitoring and evaluation the National REDD+ Action	6.1. Monitoring and evaluating the National REDD+ Action Programme	MARD MONRE DARDS of pilot provinces	<i>(21)Monitoring and evaluating the National REDD+ Action Programme</i>	2013 – 2015

Establishment of the safeguard information system	7.1. Establishing the safeguard information system at national level	- VNForest (MARD) - MONRE - MoIT	<i>(22)The safeguard information system at national level established and becomes operational</i>	2013 – 2015
Awareness raising and capacity building for forest owners and other related parties	8.1. Raising awareness on REDD+ and building up capacity for REDD+ implementation for forest owners, local communities and other relevant parties	- The National Steering Committee - VNForest (MARD)	<i>(23)Awareness and REDD+ implementing capacity raised</i>	2012 - 2015
	8.2. Setting up mechanisms to support the engagement of forest holders, local communities, enterprises and NGOs in REDD+	- The National Steering Committee - VNForest (MARD)	<i>(24)Support mechanisms proposed and piloted</i>	2012 - 2015

Annex 6- The list of people interviewed

Individual	Organisation/Title
Government	
1. Dr Bui My Binh	Department of International Cooperation, ICD, MARD E-Mail; binhbm.htqt@mard.gov.vn
2. Dr Nguyen Ba Ngai	Vice Director General- VNFOREST, MARD E-mail: nguyenbangai@vnforest.gov.vn Mobile: 0912062179
3. Dr Nguyen Van Ha	Vice Director General-member of National REDD+ Steering committee, MARD E-mail: ngvanha@gmail.com Mobile: 0915112686
4. Ms Nghiem Phuong Thuy	Department of Science, Technology and International Cooperation, DOSTIC- MARD E-mail: thuybluemoon@gmail.com Mobile: 0912062504
5. Ms Nguyen Thi Thu Thuy	Director of VRO, Vice Director of UN-REDD II, MARD E-mail: thuy@kiemlam.org.vn Mobile: 0983070876
6. Mr Phạm Hong Luong	Vice Director of Dept. of Planning and Finance; Vice director of VNFF, MARD E-mail: luong_phamhong71@yahoo.com Mobile: 0912233871
7. Dr Doan Hoai Nam	Vice Director of FPD, member of National REDD+ Steering committee, MARD E-mail: namfpd@gmail.com Mobile: 0986248181
8. Dr Pham Manh Cuong	Former National REDD+ coordinator, MARD E-mail: manhcuongpham01@gmail.com Mobile: 0988809696
9. Mr Vo Dinh Tuyen	in charge of Forestry policy who submitted NRAP to the Prime Minister, Government office Mobile: 0983076245
10. Mr Nguyen Trong Hung	Department of Metrology, Hydrology and Climate change, Viet Nam lead for UNFCCC, MONRE E-mail: tronghung2128@gmail.com Mobile: 0914768506
11. Mr Dinh Ngoc Minh	Vice Director of Department of Agricultural Economy, MPI Mobile: 0983380729
12. Mr Cao Lam Anh	Official, Department of Agricultural Economy, MPI Mobile: 0905787788

13. Mr Ho Manh Tuong	Head of Planning and Finance Department, FIPI NFA project coordinator E-mail: tuongfipi@gmail.com Mobile: 01696938561
13. Dr Nguyen Dinh Hung	Head of Training and International cooperation Department, FIPI Involved to MRV and FRELs/RLs Development E-mail: dinhhung28@yahoo.com Mobile: 0987542167
14. Dr Vu Tan Phuong	Director of Training and International Cooperation Board Viet Nam Academy of Forest Science, VAFS E-mail: phuong.vt@rcfee.org.vn Mobile: 0913541480
15. Ms Ban Thu Trang	Committee for Ethnic Minority Affair- CEMA E-mail: banthutrang@cema.gov.vn
16. Ms Ho Thanh Huyen	Ministry of Foreign Affairs- MOFA E-mail: hohuyen114@gmail.com
International organisations, projects	
17. Mr Tim Boyle	UNDP, Regional coordinator REDD+
18. Thomas Enters	UNEP Regional coordinator, REDD+
19. Ben Vickers	FAO regional coordinator, REDD+
20. Ms. Akiko Inoguchi	FAO, Programme Officer - Forestry
21. Dr. Shyam Paudel	UNREDD II, UNDP Technical Advisor E-mail: shyam.paudel@undp.org
22. Dr. Anders Pedersen	UN-REDD II former CTA E-mail : anders.peter@gmail.com Mobile: 0915372767
23. Mr. Nguyen Trung Thong	UN-REDD II, FAO National Coordinator E-mail: Thong.Nguyen@fao.org Mobile: 0982825004
24. Mr. Nguyen Xuan Giap	UN-REDD II, FAO Officer E-mail: giapfsiv@gmail.com
25. Mr Nguyen Thanh Phuong	UN-REDD II, UNEP Officer E-mail : Phuong.nguyen@unep.org Mobile: 0934236883
26. Ms Ngo Thi Loan	UN-REDD II, UNDP Programmeme Officer E-mail: ngo.thi.loan@undp.org
27. Mr Nguyen Huu Dzung	UN-REDD II, National Co-ordinator E-mail: huudzung@gmail.com Mobile : 0913324410
28. Dr Chris Dickinson	Viet Nam Forest and Delta, Team leader on Landscape Management (SNV) E-mail: CDickinson@snavworld.org
29. Dr Christopher Turtle	FCPF, Chief Technical Advisor E-mail: Christopher_turtle@yahoo.com
30. Ms Ly thi Minh Hai	Co-chair of STWG on Local Implementation Project Manager, Lowering Emissions in Asia's Forests, LEAF, SNV project

	Mobile: 0967630056
31. Mr Richard Rastall	MB REDD, Technical Advisor on Safeguard, SNV Project E-mail: RRastall@snnworld.org
32. Ms Nguyen Bich Thuy,	Mangroves and Market, MAM- Project Manager, SNV Project E-mail: TNguyenThiBich@snnworld.org Mobile: 0909744445
33. Mr. Baku Takahashi	JICA E-mail: baku.snrm@gmail.com
34. Mrs Vu Thi Hien	CERDA, Co-chair of Sub-Technical Working Group on BDS E-mail: tranvuhientk@gmail.com Mobile: 0975790816
35. Mr. Do Trong Hoan	ICRAF Research Officer E-mail: hoanicraf@gmail.com
36. Mr Doan Diem	Viet Nam Forest Science Association, VIFA E-mail: doandiem0142@gmail.com
37. Dr Nguyen Vinh Quang	Forest Trends E-mail: NQuang@forest-trends.org Mobile: 0906009206
38. Dr Nguyen Quang Tan	RECOFTC Vietnam- Country Program Coordinator Email: tan@recoftc.org
39. Mr Eirik Sorlie	Counsellor, Climate change and forest Embassy of Norway E-mail: Eirik.Brun.Sorlie@mfa.no
40. Ms Nguyen Thị Thu Lan	World Bank, Senior Environmental Specialist
Provincial level	
Quang Binh Province	
1. Mr Pham Hong Thai	Vice Director of FPD Quang Binh Mobile: 0912037673
2. Mr Phan Xuan Ngoc	Field coordinator for FCPF Quang Binh Mobile: 0913252580
3. Mr Phan Thanh Nghiem	Department of Science and Technology of Quang Binh (DOST)
4. Mr. Nguyen Thanh Mai	Department of Natural Resource and Environment of Quang Binh (DONRE)
5. Mr Le Duc Trong	Department of Finance of Quang Binh (MoF)
6. Mr Luu Minh Ngoc	Department of Planning and Investment of Quang Binh (DPI)
7. Mr Dang Thai Ton	Board of Ethnic Minority of Quang Binh
8. Mr Nguyen Tuan Anh	FPD Quang Binh
9. Mr Nguyen Hong Duc	FPD Quang Binh
10. Mr Hoang Ly	Chair of Communal People's Committee of Lam Thuy
11. Mr Hoang Xao	People's Committee of Lam Thuy commune
12. Mr Ho Van Bang	People's Committee of Lam Thuy commune
13. Mr Le Van Qui	People's Committee of Lam Thuy commune
14. Mr Nguyen Quang Trung	People's Committee of Lam Thuy commune

Ha Tinh Province	
1. Mr Nguyen Ba Thinh	Vice Director of DARD of Ha Tinh Mobile: 0915422578
2. Mr Nguyen Hung Manh	Department of Natural Resource and Environment of Ha Tinh (DONRE)
3. Mr Nguyen Thanh Son	Department of Planning and Investment of Ha Tinh (DPI)
4. Mr Tu Tuan Phuong	Department of Finance of Ha Tinh (MoF)
5. Mr Nguyen Duc Quang	Department of Science and Technology of Ha Tinh (DOST)
6. Mr Le Tien Dung	Department of Labour, Invalid and Social Affairs of Ha Tinh (DOLISA)
7. Mr Nguyen Huu Toan	Board of Ethnic Minority of Ha Tinh
8. Mrs Nguyen Thi Phuong	Ha Tinh's Women Union
9. Mr Tran Van Thong	Forestry Sub-department of Ha Tinh
10. Ms Nguyen Thu Hang	FPD of Ha Tinh
11. Mr Nguyen Tuan Hien	Field Coordinator for UN-REDD II
12. Mr Nguyen Xuan Hoan	Provincial Project Management Unit for UN-REDD II (PPMU)
13. Mr Luong Sy Cong	DARD of Ha Tinh
14. Ms Le Thi Hoa	PPMU Ha Tinh
15. Mr Nguyen Vu Long	PPMU Ha Tinh
16. Mr Cao Quoc Hoi	Vice Chair of Communal People Committee of Huong Trach
18. Mr Tran Thanh Duyen	People's Committee of Huong Trach commune
19. Mrs Nguyen Thi Phuong	People's Committee of Huong Trach commune
20. Mrs Bui Thi Thuy	People's Committee of Huong Trach commune
21. Ms Le Thi Khai	People's Committee of Huong Trach commune
22. Mr Nguyen Van Thien	People's Committee of Huong Trach commune
23. Mr Nguyen Van Nguyen	People's Committee of Huong Trach commune
24. Ms Tran Thi Thuong	People's Committee of Huong Trach commune
25. Mr Nguyen Thanh Hai	People's Committee of Huong Trach commune
26. Mr Tran Xuan Mai	People's Committee of Huong Trach commune
27. Mr Phan Anh Thai	People's Committee of Huong Trach commune
28. Mr Tran Trong Loan	People's Committee of Huong Trach commune
29. Mr Nguyen Van Loan	People's Committee of Huong Trach commune

Annex 7- List of main documents consulted

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Decision 9/CP.19: Work Programme on results-based finance to progress the full implementation of the activities referred to in decision 1/CP.16, paragraph 70

Decision 10/CP.19: Coordination of support for the implementation of activities in relation to mitigation actions in the forest sector by developing countries, including institutional arrangements

Decision 11/CP.19: Modalities for national forest monitoring systems

Decision 12/CP.19: The timing and the frequency of presentations of the summary of information on how all the safeguards referred to in decision 1/CP.16, appendix I, are being addressed and respected

Decision 13/CP.19: Guidelines and procedures for the technical assessment of submissions from Parties on proposed forest reference emission levels and/or forest reference levels

Decision 14/CP.19: Modalities for measuring, reporting and verifying

Decision 15/CP.19: Addressing the drivers of deforestation and forest degradation

Decision 1/CP.18 paragraphs 25 - 40: Agreed outcome pursuant to the Bali Action Plan

Decision 2/CP.17 paragraphs 63-73: Outcome of the work under the AWG-LCA on financing options for the full implementation of the results-based actions referred to in decision 1/CP.16, paragraph 73.

Decision 12/CP.17: Guidance on systems for providing information on how safeguards are addressed and respected and modalities relating to forest reference emission levels and forest reference levels as referred to in decision 1/CP.16

Decision 1/CP.16: A framework for Parties undertaking actions relating to reducing emissions from deforestation and forest degradation, conservation of forest carbon stocks, sustainable management of forests and enhancement of forest carbon stocks.

Decision 4/CP.15: Methodological guidance for activities relating to reducing emissions from deforestation and forest degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries

Decision 2/CP.13 Reducing emissions from deforestation in developing countries; approaches to stimulate action

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