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THE ETHNIC MINORITIES IN REDD+ IMPLEMENTATION: THE CASE OF VIETNAM

By
Centre of Research and
Development in Upland
Areas (CERDA) & Centre for
Sustainable Development in
Mountainous Areas (CSDM)

DRIVERS OF DEFORESTATION AND FOREST DEGRADATION

Vietnam is one of the countries most affected by negative effects of climate change. Vietnam is also one of the pilot countries in the UN-REDD programme, under which it is formulating REDD (Reducing Emissions from Deforestation and Forest Degradation) policies and implementation procedures, and building capacities at different levels. This research provides analysis of the issues affecting the lives of ethnic minorities, as REDD will be implemented and forest management changes are introduced. The first issue touched upon is current deforestation and forest degradation in Vietnam, and the causes of that.

Vietnam has total land area of 330,003 km² (or 33 million ha). Mountains and hills account for three quarters of the total land area. The officially designated forestry land area is 16.2 million ha or 49 per cent of the total. The actual forest area was 13.1 million ha (or 38.7% of total land area) at the end of 2008, including 10.3 million ha of natural forest and 2.8 million ha of plantation forest. Forests are home to over 25 million people of which 11 million are ethnic minorities.

Vietnam is a multi-ethnic country with 54 ethnic groups, and the majority group is called "Viet" or "Kinh" which accounts for 86 per cent of the population while 53 ethnic groups which accounts for 14 per cent of the population with 12 million. Most ethnic minorities live in upland and mountainous areas in Northern and Central parts of Vietnam and are much poorer than the majority Kinh population. The poverty rate amongst ethnic minorities in Vietnam is considerably higher than the country's average. At the same time, they are facing a lot of difficulties due to population pressure, degraded forest and reduced forestry land per capita, and natural resource exhaustion.

Despite steadily increasing total actual forestry coverage in Vietnam, deforestation and forest degradation still occurs in Vietnam, such as the Central Highlands, Central and South-East Coastal area, and the Northern Mountains Region. According to the report of National Forest Inventory, Monitoring and Assessment Program (NFIMAP), phase III, over two-thirds of Vietnam's natural forest is considered of poor quality while rich and closed-canopy forest constitutes only 4.6 per cent of the total (in 2004), and is mostly located in remote mountainous areas. The report also shows that forest quality and biodiversity are continually deteriorating. Between 1999 and 2005, the area of the natural rich forest decreased by 10.2 per cent and medium forest reduced by 13.4 per cent.

The forest is categorized into three types namely: Special use forest; Protected forest and Production forest (See Table 1).

Table 1: Forest classification, type per area and percentage (in 2008)

	Categories	Description	Total area
1	Special use forest	Aiming for nature conservation; national forest standard model; forest genetic sources; protecting historical and cultural relics, beauty spots; ecotourism with environment protection. Special use forest under the government management	2.1 million ha (15.7% of total forest area)
2	Protected forest	Aiming at protecting water resources, land; preventing soil erosion, desertification and natural disasters; stabilizing climate and contributing to environment protection. Protected forest under the government management	4.7 million ha (36.1% of total forest area)
3	Production forest	Aiming for production, trade of timber and other forest products and contributing to environment protection. Production forest allocated to households, individual, organizations; forest use rights for 50 years legally confirmed by Certificate.	6.2 million ha (47.2% of forest area)

Source: Research Centre for Forest Ecology and Environment (2008).

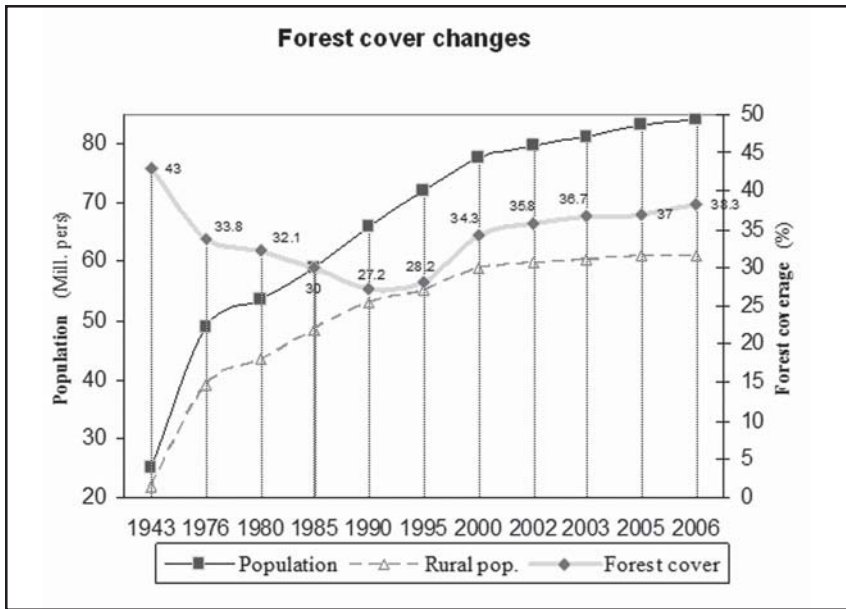
With efforts by the Government for forest protection and plantation through national programmes, many forestry land areas have been planted, and as a result the forested area increased from 9.2 million ha (in 1992) to 13.1 million ha (in 2008). Forest cover thus increased from 28 per cent (1992) to 38.7 per cent (2008). Forest cover has changed dramatically and dynamically over the time and space (See Graph 1 and Graph 2).

However, the change is not the same in all regions. Importantly, because of forest expansion due to afforestation with mono cultures of fast growing and short rotation species, the forest has a single canopy layer and relatively low biodiversity and low carbon stock. Forest quality is thus low and some parts of special use and protected forests are still degrading. The area of primary forest was reduced from 3.84 million ha (1990) to 0.84 million ha (2005), a decline of 29,900 ha/year.

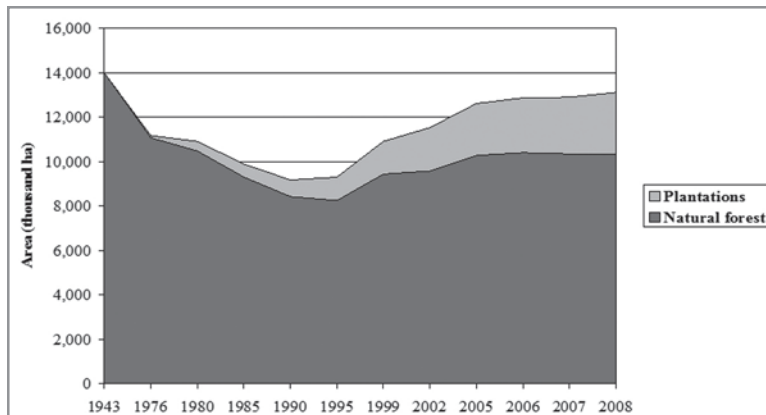
The results of several studies on changes of forest resources since 1991 by MARD indicated the major drivers of deforestation and forest degradation in Vietnam are as follows:

- Conversion of forests into other land uses is one of the most important factors driving deforestation and forest degradation, especially agriculture and aquaculture conversions (the latter especially in lowlands and coastal mangrove forests);
- Development of infrastructure and construction of hydropower plants;
- High population growth, resettlement, migration and poverty;
- Inappropriate forest management and harvesting methods (e.g., excessive timber logging), and especially the continuing problem of illegal logging. There are an estimated 30-50,000 forest violations per year, very few of which lead to criminal prosecution;
- Incomplete legal system and lack of capacity to enforce the rules; lack of coordination between enforcement agencies; unclear land-forest tenure; as well as corruption continue to drive the problems of deforestation and forest degradation;

Graph 1. Forest cover changes



Graph 2. Change in area of natural forests and plantations between 1943 and 2008



- Increasing market demand for timber products, wood processing and the sale of furniture in particular.

Ethnic minority and local authority representatives from 10 Central and Northern mountainous provinces participated in the consultation workshops organized by CERDA (Centre of Research and Development in Upland Areas) and CSDM (Centre for Sustainable Development in Mountainous Areas). Local people participated in the workshops on climate change and REDD awareness raising in Thai Nguyen, Lang Son, and Lao Cai. Hoa Binh, Yen Bai. These stakeholders agreed on causes of deforestation and forest degradation given by the Ministry of Agriculture and Rural Development (MARD) (as listed above), and other factors were also specified, as follows:

- Policies relating to forest land rights are not concrete enough, so the local authorities are often unclear on how to ensure policy implementation;
- Local people have poor access to the policy. Dissemination of policies on forest and forest land to local people is limited.

Information on these laws and policies are disseminated to the commune but not much information reaches the households. As such, many people are essentially “law and policy blind,” and even some commune officers do not fully know the policies and laws.

At present, in terms of the production forest land, the production forest land allocated to communities accounts for only one per cent and the production forest allocated to households 29 per cent, and 23 per cent of the production forest land still is not allocated to households, now still under the management of the People Committee. With the allocated forest areas, the communities and households have not been able to create sustainable income from their forest. There are some reasons for this, including weak cooperation within communities for forest protection and forest product commercialization; poor access to inputs for forest plantation; and poor access to markets for their products. On the other hand, the government forest plantation programs make the local people passive; not have had any opportunities to participate in the forest plantation planning, just

passively receive the seedlings with no concrete plan. Instead of actively investing in forest plantation, they wait for government support. They also lack training on technical skills for planting and insect and disease control, especially regarding new tree varieties.

The current policies and programs supporting the communities, households for forest plantation are not very effective. For example, the seedlings provided freely by P661 are not of good quality. They are also not distributed for planting at the right planting time, resulting in low survival rate for seedlings planted. Seedlings which are unused also go to waste.

In regard to protected forests, many policies were issued by the government to provide opportunities for the local people to take part in forest protection and gain benefit from this. However, policy implementation has not been very effective because the local community members have not been given access to full policy information. Because of this, they are not able to actively participate in forest protection and are unable to take full advantage of the benefits afforded by the policies. In instances where local community members were able to participate in programs which were given in line with policy implementation, delays in payments led to the gradual waning of enthusiasm for support for the policy. This can be considered as one of the indirect causes of forest degradation and deforestation.

- *Local authority capacity in forest management is limited and enforcement is not effective*

Almost all the protected and special use forests areas are managed by the district Forest Management Departments. The unallocated production forest area is under the management of local People Committees. The communities and households have not been involved in protection of these kinds of forests. Meanwhile, the human resources of Forest Management Departments are usually limited and they also have not been completed their tasks. The Forest Management and Forest Ranger Departments have not been able to implement the proper approaches to mobilize the local community to protect and be able to benefit from protected and special use forest protection as the policies intended.

The rules have not been properly complied with and the measures to prevent illegal logging in certain places are not strong and comprehensive enough. In fact, illegal logging and deforestation is more rampant in some protected forests and in unallocated production forestry land under the management of People Committees, not in the forest land that is allocated to households.

With the improvement of roads and access to technology like power saws, motorbikes, cars and trucks, the conditions for deforestation and number of illegal loggers have increased. Some local people with very low income gain employment from loggers and timber smugglers for their livelihood. The people who work for timber smugglers as well as other local people, including village heads, are too afraid to inform the authorities and Forest Management Department about the practices.

- *Unsustainable forest management*

Some forestry policies and programmes were implemented but the local people do not yet apply traditional knowledge and rules in managing forest in sustainable ways. For example, the natural forest land has been converted to agricultural land and monoculture forest plantation, and the overturning of the sloping land causes the serious erosion.

- *Livelihood pressure*

Natural population growth, resettlement and migration from lowlands to uplands, and from the Northern mountainous region to the Central Highlands creates pressures on forests and the living standards of local people. As the land area per head reduces, the slash and burn for agricultural cultivation and deforestation continues. As a result, forests are being exploited and exhausted dramatically. Conversion of forestry land to different purposes happened in the past 20 years due to migration and because enterprises lease forestry land for non-forestry goals.

Two types of migration can be distinguished: guided resettlement and migration from the lowlands to uplands, especially to establish new economic zones as has happened in the past, and spontaneous migration. Spontaneous migration has taken place continuously since reunification (30 April 1975). Cooperatives and settlers in new economic zones have reclaimed

large forest areas to conduct their economic activities. Migrants are diversified and may be Kinh from lowland areas or Hmong, Dao, Tay, or Nung people from the North. The reasons for migration include the fact that areas of original forestry land became exhausted and soil became impoverished and difficult to cultivate. Original lands also became insufficient to carry the growing populations. Further, although in principle, the traditional practice of slash and burn is sustainable, the tipping point at which regeneration of forest no longer happens over sufficiently long periods has been reached. This has negative effects on biodiversity and land productivity. As a further result, erosion risks are emerging and increasing.

IMPACT OF DEFORESTATION AND FOREST DEGRADATION ON ETHNIC MINORITIES

Due to deforestation and forest degradation, both timber and non-timber forest products are being exhausted, and forest-dependent people's livelihoods are affected negatively. Because of the population pressure and reduced per capita forest area, the lack of cultivation land becomes a big problem for villagers, especially for the newly-married couples.

In addition, the soil quality is degraded due to unsuitable cultivation. For instance, the plough for rice and maize cultivation that Kinh people use in the flat paddy rice fields is used for sloping land, but many are not applying Sloping Agriculture Land Use Techniques (SALT). As a result, in many places the soil layer on sloping land becomes much thinner and rocks become exposed. An elderly Hmong lady quipped, "Today, rocks sprout so quickly and there are so many of them."

Apart from population growth, ethnic minority people have difficulties in accessing off-farm jobs due to limited professional qualifications. Young adults stay in the local area to live in their village, so the per-capita agricultural land is continually reduced.

With the allocated production forestry land, the local people's forest income is low and decreasing. The cooperation within communities in using and managing forests is still weak, which

leads to limited access to the plantation input and the markets. So the value of forest products is low and there is no long-term economic strategy of households and communities. However, in some areas, local people created institutions, cooperated in forest protection and had reasonable forest income with effective support by outside agencies or projects.

The forest is at the heart of the life of the culture of ethnic minorities. It reflects the culture, customs and traditional values carried from generation to generation and the loss of forests will be detrimental to the community members' spiritual lives and traditional customs. Ethnic minorities believe that every hill, stream and mountain is governed by deities who are responsible for the well-being of their lives, so respect for the forests is ingrained in their hearts and the community regulations function effectively for the protection of the forests. Thus the sacred forests support biodiversity conservation and water source protection. However, in many cases the traditional regulations are no longer respected by communities. As traditional connections among communities begin to disappear, they also begin to neglect the forest.

In the context of climate change, ethnic minority groups are more vulnerable and increasingly affected by natural disasters and extreme weather. Local people do not have enough resources to respond or adapt to serious natural disasters, in particular those events which are being enhanced by climate change. Indigenous knowledge that has been transferred down and enriched the generations cannot fully solve the present conditions and address present needs to adapt to the increasing incidence of extreme climate phenomena such as flash floods, landslides and droughts.

LAWS, POLICIES AND PROGRAMMES ON FOREST, FORESTRY LAND USE RIGHTS, REDD, CLIMATE CHANGE, AND ETHNIC MINORITIES AND THEIR LEGAL RIGHTS AND RESPONSIBILITIES

Forest Use, Protection and Management

Vietnam has issued many laws and policies, and implemented different programs to benefit households, communities and enterprises who participate directly in forest protection and plantation (See Annex 1). On 29 July 1998, the Prime Minister enacted Decision 661/1998/QD-TTg implementing the five million ha forest plantation program (Program 661), and promulgating mechanisms for natural forest protection. People's Committees at different levels are assigned to define forest locations and scale; implement forest allocation and forestry land leasing; and issue land use rights certificates for households and other economic entities in compliance with the law and regulations. With respect to Protection Forests, the Prime Minister issued the Decision 178/2001/QD/TTg on 12 November 2001, defining the benefits for and responsibilities of individuals and households who sign contracts to protect Protection Forest land.

However, according to the plan on forestry land allocation and leasing for the period of 2007-2010 and Decision 2740/QD-BNN-KL of 20 September 2007 of the Minister of MARD, several shortcomings will be observed in the course of policy implementation. These are outlined as follows:

- In many places, the boundary of allocated forestry land is not clearly demarcated; and the process of land allocation has not been consistent, comprehensive and well-managed. Therefore, the Government is undertaking the national forestry land cadastral map. Some allocated forestry land has been converted to the other land use purposes, but many of these cases have not been treated according to the law and regulations.
- According to assessment in 2008, around 20-30 per cent of allocated forestry land started to bring benefits to the forest owners but in unsustainable ways. Many state

owned enterprises were allocated large areas of forest but they do not have sufficient capacity for effective management. Forests under management of People's Committees have not been protected and well-managed. Households and communities have been allocated some forestry lands, but this is insufficient and they cannot rely on this for their incomes.

- Forest protection and management is closely linked to socio-economic development and poverty reduction. Forest protection and management has been considered as the tool for economic and social development and poverty alleviation for years, but some surveys show that the poorest people are the people in or near forests; and they are often implicated as a factor of deforestation and forest degradation. Vietnam has encountered a lot of challenges in persuading and encouraging local people to participate in forest protection and management but the outcomes are not satisfactory. Important causes of this are people's limited awareness, poor policy dissemination to communities; overlapping and unclear tasks and assignments of agencies; and limited government investment in forest protection and development.

Vietnam is the first country in South-East Asia to implement Payment of Environment Services (PES). According to the Prime Minister's Decision 380/QĐ-TTg of 10 April 2008, PES pilots were agreed upon in provinces of Lam Dong, Dong Nai, Ninh Thuan, Binh Thuan, Son La and Ho Chi Minh City. These include: (i) Water supply; (ii) Soil protection and erosion control; and (iii) Ecological tourism. According to this Decision, hydroelectric plants pay VND20 (0.125 US cents)/kWh; waterworks pay VND40 (0.25 US cents)/m³ water; ecological tourism companies pay from 0.5 to two per cent of their turnover. In addition, MARD approved on 5 December 2007 the plan "Supporting People in the Uplands in Sustainable Agriculture-forestry Cultivation During the Period of 2008-2012" by providing 10 kg of rice/person/month as well as low interest loans for forest plantation and agriculture cultivation. Experience drawn from the pilot will be studied in order to make recommendations regarding payment for REDD participation (forest carbon ab-

sorption) in the future. In theory, with the PES system, forest dwellers can create income from forest protection activities and contribute to sustainable forest management. Almost all people participating in the pilot PES are ethnic minorities in the Lam Dong and Son la provinces.

Forest Tenure

In the past, most natural forestry land was managed by government and state enterprises. Since 1994, the government has issued policies and decisions to allocate forestry land to households, individuals and economic entities, to improve the execution of law and regulations on forestry land rights and ensure sustainable forest management. This is a big change in terms of land tenure in Vietnam.

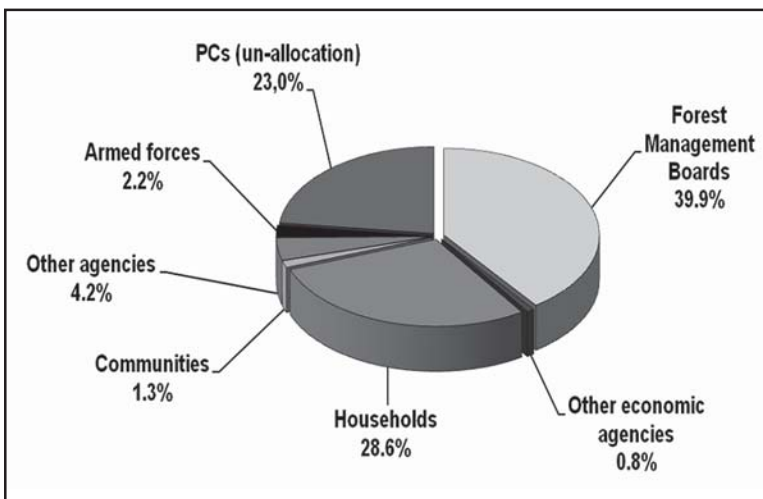
Forestry land allocation is considered as a very important policy in order to develop the economy and society; in particular, it contributes to poverty reduction among ethnic minority groups. According to MONRE (2009) 1,037,000 land use certificates with an area of 8,422,000 ha of forestry land have been issued nationwide, which accounts for 69.2 per cent of the area required for allocation and 51.9 per cent of total forest area planned for forest development.

The Government issued a number of Decisions and Decrees that promote forestry land allocation to households. The Prime Minister's Decision 146/2005/QĐ-TTg of 15/6/2005 confiscates productive forestry land from state enterprises for redistribution to poor ethnic minority households. Government Decree 200/2004/ND-CP of 03/12/2004, promulgates the restructuring and reform of state forest enterprises. Some state enterprises have to change into forest companies, while others will be under the purview of the Forest Management Board. All ineffective state enterprises will be dissolved and their forestry land areas confiscated and allocated to communities, households or individuals. The Law of Forest Protection and Development in 2004 considers communities as legal entities who have the rights to be allocated forestry land. Still, they are still being limited more than the others in accessing the forest land. In fact, despite

legal basis, the implementation of forest land allocation process has been slower than planned.

According to the General Department of Forestry, the production forestry land has been allocated to the seven forestry land users as follows: for households (28.6%); communities (1.3%); Forest Management Boards (39.9%); other economic agencies (0.8%); Armed Forces (2.2%); other agencies (4.2%); and People Committees manage the unallocated production forestry land (23%) (See Graph 3).

Graph 3. Forestry land allocation in 2010



Source: General Department of Forestry (2010) implementation.

On September 2007, MARD issued the National Project on Forestry land Allocation for the Period of 2007-2010 with a total of budget VND980,592 million in order to promote the forestry land allocation process with the expectation of 12.6 million ha to be allocated to communities, households and other economic entities by the end 2010. The main tasks of this process (concerning the 12.6 million ha) include:

- Review and adjustment of all procedures and applications for land certificates and status of the allocated forest areas. It is expected that approximately 8.8 million ha of the protected forest area, special use forest and production forest will be allocated to different entities;

- Allocation and lease of approximately 2.8 million ha of forestry land which are currently managed by commune People's Committees, with priority given to poor communities, local households and individuals who are living in or near forests;
- Review of procedures and granting of forestry land use certificates for a total of one million ha.

The policy states that depending on their needs, each household has a right to be allocated a maximum of 30 ha based on the availability of forestry land in their own district and commune. The contract for forest protection and lease is applied for all special use forests, protected forests, and natural and cultivation forests. Depending on the total area of forestry land in each commune; the target group for a forest contract and lease is given priority as follows:

- Residential households and individuals in the village or commune;
- Households and individuals who have lived near a certain forest for a long time and who are accepted by local people;
- Communities for whom the forest is a "Sacred forest" which they protect as source of sustenance and life (e.g., forests which are protected by the community as they depend on these for water supply);
- Army troops who are located in or near a forest;
- Forest Management Board;
- State forest enterprises and other economic entities.

According to the forestry land allocation and lease policies, households and individuals living in the forest area are the first priority.

The accumulation of small forestry land areas to form larger forested areas is made possible by: (1) joint-venture and collaboration; (2) forestry land lease; (3) forestry land rights transfers. This is very important for REDD to consider during REDD design and implementation.

In terms of land tenure rights, the relevant policies on forest and forestry land create the opportunities for ethnic minorities to have priority over to access to forest land. Based on the policies, the forest land user are provided the five rights asserted by a land certificate (Red book), which is an important condition for participation in REDD. In fact, the ethnic minorities know very little about land use rights and the relevant policies. The challenge is in how to fully inform local people, especially the poor on how they can access and derive full benefit from the relevant policies and laws such as the forest land allocation, protected forest protection (Decree 178, 2001) and forest plantation programs. In reality, most ethnic minority households cannot rely on income from forest and have yet to take full advantage of the policies. This social problem is not easy to solve, and poses challenges for REDD design and implementation as well. REDD implementation strategies must be able to address the challenges as well as recognize opportunities as follows:

- Communities will play a key role in forest protection if there is strong and effective mechanism to promote their mutual cooperation as has happened traditionally. However, the production land allocated to communities so far is small (1%) and to households it is not high either (just 29% of the total production forest land);
- Local people have limited access to the forest protection and production forest land allocation policies, which could happen also under REDD;
- There is a serious lack of the appropriate actors like support agencies, local leaders to promote the cooperation among villagers;
- Forest governance is currently not strong enough and this may remain the case when REDD is implemented;
- There are big differences in forestry land area allocated to different households. In some cases, control and management of forest areas are mixed and different forest users may be not willing to cooperate with other groups to protect the forest. For example, discrepancies between the interests of private companies and local people could happen;

- Local people have the right to generate income from their forestry land, and to harvest timber they need to accomplish a lot of paperwork. However, they know very little about this procedure, lack instruction on how this is accomplished and as such, are unable to follow the rules. This could also happen in the case of REDD implementation.

All these factors pose challenges in implementing REDD and especially in developing a benefit sharing system.

Reducing Emissions from Deforestation and Forest Degradation (REDD)

The effort of Vietnam at the international level is evident from different actions which it has undertaken: Vietnam has joined the UNFCCC (UN Framework Convention on Climate Change) and other multilateral environmental agreements (MEAs). Vietnam has also issued policies on climate change adaptation and mitigation (See Annex 3).

Vietnam believes that REDD will require a new level of forest governance. Thus, it needs to re-frame policies on forestry and targets for capacity building in the context of climate change. Vietnam's views about REDD implementation are as follows:

- REDD is a trans-boundary issue and requires different stakeholders' participation;
- REDD requires a national scale program to avoid leaking out of resources but it accepts project based interventions in the first phase in order to achieve the learning by doing strategy;
- REDD is as an important part of the National Target Program to Respond to Climate Change and the National Forestry Development Strategy;
- REDD uses the existing institutions, networks and forums such as ISG under MARD and the Forest Sector Support Partnership (FSSP) and it develops a close relationship between MARD and MONRE;

- For REDD it is important to mobilize resources from Government, donors, private sector and local authority, and to integrate it in the Socio-economic Development plan (SEDP);
- The use both market-based mechanism and non-market based mechanism during REDD program implementation is important;
- REDD focuses on the internal effort and resources, national coordination, but it also looking for external support from international donors.

National REDD objectives are as follows:

- Reduce emissions from deforestation and forest degradation and ensure economic development and poverty reduction for ethnic communities in the mountainous area through sustainable forest management and development (reforestation and afforestation);
- Strengthen forest management and reforestation which will cover a total of 14.3 million ha by the end 2010 (with a forest cover of 43%) and 16.24 million ha by the end 2020 (with the forest cover of 47%). This figure will be reconsidered officially later by state.
- Forest plantation with a total of one million ha (in the period of 2006-2010) and 1.5 million ha (in the period 2011-2020);
- Wood production with a total of 20-24 millions m³/year.

A national REDD strategy must include and assessment of the environmental and social impacts of REDD as well as human resource and financial demands. Further, it must clarify responsibilities of each stakeholder to ensure that REDD is consistent with national law and policy systems to ensure that equal benefit sharing, democracy, transparency and accountability result, It must also design a proper system for reporting, monitoring, verification, REL (Reference Emission Level) as well as develop a database system of REDD activities at country level.

These REDD objectives indicate that REDD focuses on areas which have faced forest degradation and risk of deforestation, gives priority to reforestation, ensures biodiversity conservation of the tropical forest and increased forest Carbon stock and sustainable forest management. Importantly, it gives priority to ethnic communities, particularly those in the mountain areas and recognizes the vital role of the participation of ethnic minorities, poor communities, and women in REDD (là những người được ưu tiên tham vấn và tham gia REDD.)

Ethnic minorities are a major stakeholder in REDD. Although at the national level there is no representative of ethnic minorities there are Vietnamese NGOs' who work with ethnic minorities. The REDD programme must effectively promote processes in which points of view, needs, and rights of vulnerable groups (women, the poor and ethnic minorities) can be integrated in programme activities. The participation of these groups and individuals must be sought in discussions and negotiations on the development processes, the use of using natural resources and improved implementation of sustainable development policies so that their knowledge and practical experience can be applied. Consequently, the vulnerable groups will be better enabled to access policies and will have a stronger voice in the development process.

Climate Change Adaptation and Mitigation

The Government has issued many policies in order to enable efforts of different stakeholders in climate change adaptation and mitigation (See Annex 4). The National Target Programme to Respond to Climate Change aims to assess the level of impact of climate change on different areas and locations in order to develop action plans for both short-term and long-term periods, to ensure the sustainable development of the country and take full advantage of development opportunities towards a low carbon emissions economy, and to actively participate in climate change adaptation and mitigation efforts of the international community.

The National Strategy on Forestry Development for the period of 2006-2020 with Program 1 of sustainable forest management identified key priorities such as environmental protection, natural resource conservation, institutional capacity building, human resource development, technology transfer, and capacity building for research. In addition, there are some other programmes and policies that affect the ethnic minorities directly, such as the Action Framework on climate change adaptation and mitigation for the period 2008-2020 (of MARD) which contributes to improvement of capacity of climate change adaptation and mitigation as well as ensures sustainable development in agriculture and rural areas. Key objectives of this framework are to secure livelihood conditions and sustainable production for communities in high risk regions such as the Mekong Delta and Northern and Central coastal regions, as well as mountainous regions. In addition, the framework helps to ensure that cultivation land can be used twice per year. It also helps to protect irrigation system and other socio-economic infrastructure, and strengthen community-based disaster risk management (CBDRM).

Furthermore, there are projects that aim to increase awareness of communities to better organize CBDRM models at all levels, especially the commune and village level, to minimize the negative effects on natural resources, environment, and cultural heritage. Still other projects aim to: contribute to sustainable development of the country; pilot payment systems for ecosystem services (PES) in Lam Dong and Son La mountainous provinces which focus on water source control; reduce land erosion; encourage ecology-tourism to strengthen market opportunities; enable payment for ecosystem services and ensure financial sustainability of nature reserves; raise awareness of communities the on value of ecosystems; improve livelihood conditions and the quality of life for local people and support social development.

Ethnic groups

As emphasized in the REDD program, the target group of many reforestation and afforestation programs is ethnic minority groups. There are several policies (See annex 4) that support the improvement of ethnic minorities' lives, such as the socio-economic development Programme for the poorest communes in the period 2006-2010. Several aspects of life of poor ethnic minority households in these communes will be improved sustainably as a result. The Programme aims to support sustainable and market-oriented agriculture and forestry and supports agricultural production in order to prevent deforestation. It also seeks to change the production structure to ensure quality and effectiveness of investment; to protect cultural identity of ethnic minority groups; support national security; and raise awareness on environmental protection and national security. Policies and programmes should create favorable conditions for ethnic minorities to improve their long-term income and the quality of their living environment, and thereby contribute to forest protection. However, as mentioned above, a mechanism to ensure the participation of ethnic minority groups at central level is still lacking, although there are Vietnamese NGOs who work directly with ethnic minorities.

ANALYSIS OF MECHANISM AND PROCESS OF REDD DESIGN

REDD Implementation in Vietnam

Vietnam ratified the UNFCCC in November 1994 and ratified the Kyoto Protocol in September 2002. The Vietnamese Government also issued policies on climate change adaptation and greenhouse gas emissions mitigation and on natural resource management and environmental protection. Vietnam has also produced the national Action Programme Framework in responding to climate change in Agriculture and Rural Development for the period of 2008-2020, in which reducing greenhouse gas emis-

sions through efforts to prevent deforestation and forest degradation is one of important issues.

Vietnam affirms that REDD is one of the key components of the National Target Program to Respond to Climate Change (NTP-RCC) and the National Forestry Development Strategy. REDD implementation, together with PES is expected to create a sustainable and innovative financial mechanism in order to attain sustainable forest management (SFM), biodiversity conservation, and socio-economic development in rural and mountainous areas. REDD implementation is set to be voluntary, based on the country's conditions and national sovereignty, and must happen under a transparent and effective coordination and co-operation mechanism.

In terms of the REDD institutional structure, the Steering Committee of the UN-REDD programme in Vietnam was established and is headed by the Minister of MARD and UN Resident Coordinator. A national REDD network exists, headed by MARD and a donor representative. A REDD working group/technical group has also been established. The REDD program requests and receives the various assistance from donors, so a mechanism to coordinating donors was set up with the development of donor map to mobilize donor support and avoid overlaps.

Technical capacity building

Regarding technical capacity building, a range of activities and stakeholders were identified. Among the activities are: a study on forest carbon reserves measurement which is implemented by the Government; capacity building for national and local stakeholders by organizing national and regional training courses (UN-REDD); capacity building on Monitoring and Evaluation; an FAO-supported national forest survey from 1991 in the context of climate change; establishment of Forest Sector Monitoring Information System (FOMIS); establishment of a forest fire prevention and information system by the Government supported by Finland; determination of forest carbon reserves measures, supported by GTZ, SNV, AusAID, USAID, Finland; a study on a REDD benefit sharing system; preparation

for international negotiations and presentation of results of the UN-REDD programme in Vietnam, at COP 15 (Copenhagen, 2009) and further international negotiation sessions.

Vietnam is actively participating in international REDD initiatives such as FCPF (Forest Carbon Partnership Facility) and UN-REDD. The main activities for REDD implementation have been capacity building for Afforestation and Reforestation Clean Development Mechanism (AR-CDM) and analysis of forest area changes.

Vietnamese Government investments related to REDD

The financial investments of the Vietnam government relating to REDD are as follows: Forestry land allocation and leasing 2007-2010 (US\$45 million); National environment monitoring system, including establishment of satellite reception station re land (EUR20 million); Development of forestry land cadastral maps (\$20 million); Region based forest re-planning and classification (VND76 billion, \$4.5 million); five million hectare Forest Plantation (Program 661) (VND4.515 billion, \$252.6 million or \$50.5 million/year); Mangrove forest recovery and development 2008-2015 (\$125 million); Policy of sustainable sloping agriculture 2008-2012 (\$27 million and 315.500 tons of rice); National Forest Inventory Monitoring and Assessment Program (NFIMAP) implemented during five years since 1991 and funded about 10 millions for one phase; National forest information, monitoring and assessment system (\$5 million).

Coordination of supported activities among donors and partnership during REDD implementation

The REDD working group holds monthly meetings to discuss action plans. The national REDD working group is led and coordinated by the Department of Forestry in cooperation with the FSSP, which also lead and coordinate a national UN-REDD programme network. Stakeholders in the National REDD working group are Department of Forestry, Lam Dong province Department of Agriculture and Rural Development (the province is piloting both REDD and PES programs), donors, INGOs, Viet-

namese NGOs (VNGOs) and civil society organizations (CSOs) on climate change. The network meets every three months.

Coordination among donors and partners is done through activities such as donor meetings and national and regional workshops and training so as to develop the donor matrix and mobilize donor support to avoid overlap. These activities also provide venue for discussing and coordinating special support from international projects including the GTZ SFM Programme, ADB-FLITCH, Finland, ARBCP. Donors/Ambassadors have established a forum on Climate Change and there is also an INGO network on Climate Change.

Many activities are given support from various organizations and entities. For example, Japan is the source for funding for the studies titled “Applying Remote Sensing (RS) to assess C reserves and change” and “Potential land resources assessment for Afforestation and Reforestation Clean Development Management (A/R CDM) and REDD in Vietnam.” The Ford Foundation funds a partnership between public sector and private sector on climate change. International agencies help to improve people’s awareness via mass media and online forums on environment and in the development of international negotiation capacity on climate change. Techniques for defining Reference Emission Line (REL) are funded by the Government of Finland; Switzerland supports a study on measuring greenhouse gas emissions from land use change and deforestation in the North-West through the Ministry of Science and Technology (MOST). Some projects relating to REDD are implemented by GTZ. These include a biodiversity conservation project including REDD component; and two (2) technical support projects—a mangroves project in Kien Giang and one sustainable natural resources management in Dak Nong. The project REDD ALERT is implemented by FSIV; a pipeline research project is done by a group of German Universities (EC funded); the World Bank’s Forest Carbon Partnership Facility (\$200,000) is implemented by the Government in association with the UN-REDD programme, to develop a detailed REDD implementation plan. The ICP project funded by TFF and Finland focuses on developing forestry information system including a component relating to REDD, a research titled “Study on forest and forestry land potentiality

used in forest and climate change programs in Vietnam” funded by the government of Japan.

Communication, sharing and learning ensue during the workshops, meetings conducted and disseminated through email by the UN-REDD network. For example, consultation meetings are organized to discuss the COP 15 report and to establish a suitable plan to develop Reference Emission Level (REL) in Vietnam. Consultations are done in line with the project “Poverty Reduction in REDD-REDD pro-poor” and to assess the carbon market in REDD projects proposed by SNV. Before COP 15, consultation meetings to prepare the report of Vietnam were held to consult with partners. After COP 15, some planned activities were implemented for piloting in Lam Dong province

Activities implemented by NGOs and companies

The UN-REDD Program is implemented parallel with other organizations’ projects. Activities of the main projects and programmes relating to REDD implemented by NGOs and companies can be summarized as follows:

- WWF and SNV are establishing a REDD model in Cat Tien National Park; ICRAF Vietnam implements some projects relating to REDD, funded by NORAD, including negotiation capacity building (Vietnam and Region);
- Voluntary carbon generated from German companies’ initiative and implemented in Quang Ninh, Kon Tum and Lam Dong provinces;
- A four-year project implemented by CIFOR focuses on REDD pilot and communication. This is a global project wherein Vietnam takes part;
- A global project focusing on defining land carbon reserves funded by NORAD and implemented by SNV.

During REDD implementation, several advantages and prospects have been identified such as high commitment of the Government to REDD development and implementation and cooperation and attention from many organizations. For instance, support is available from programmes and strategies such as

the NTP-RCC, PES. REDD supplements the PES policy, creates a benefit sharing mechanism, reduces greenhouse gas emissions and will ultimately make major contributions to biodiversity conservation and improvement of livelihood for local people.

Some limitations and challenges were also identified. For example, REDD requires a high level of forest management, so it is necessary to check and complete policies and institutions. REDD requires effective cooperation between government agencies and projects/programmes. At the moment, organizations implementing REDD lack technical capacity for collecting, analyzing, and reporting information and data related to forest carbon, especially at the local level. There is a lack of financial resources while the budget requirements for REDD implementation is high (i.e., \$13.7 to \$92 million for 5 years). Financial resources are currently not sufficient to influence drivers of deforestation and forest degradation.

The UN-REDD Program Vietnam (2009-2010)

Key information about UN-REDD

The overall objective of the UN-REDD Programme in Vietnam is to support the Government in developing an effective REDD implementation mode and contributing to reducing greenhouse gas emissions and climate change in the region and all over the world. REDD activities must be mainstreamed into district land use plans. A participatory forest carbon reserves inventory and monitoring method must be set up to involve individuals, agencies and organizations to whom forests are transferred and a transparent and equal payment and benefit sharing mechanism drafted. In addition, awareness about REDD of local people and staff must be improved.

At provincial, district and commune levels, the UN-REDD Programme supports capacity building for departments and agencies, integrating REDD implementation in land use plan, improving staff's and local people's awareness on the role of forests and REDD. The Program will give priority to conduct piloting activities in Lam Dong. A result-based management and planning approach is applied in order to ensure timely mobili-

zation of necessary resources and appropriate, concrete results. The Programme applies a participatory approach.

Gender equity is one of the program principles. Women's participation must be ensured in planning and decision making on sustainable natural resources protection and development. This is a big challenge because women are particularly affected by climate change; they comprise a large chunk of the poor population and they are comparatively more dependent on forest resources. Gender equity is a very important issue of sustainable development and gender, especially women's participation, must be mainstreamed in all areas of the UN-REDD Programme. Criteria have been set to ensure that the Programme addresses this concern. These include stipulations which require that: i) at least 30 per cent women participate in capacity building activities organized by the Programme, including workshops, trainings and study tours; ii) gender balance among trainers, trainees and experts in trainings is ensured; iii) gender issues in capacity building are mainstreamed; iv) gender issues in communication activities and information sessions are also mainstreamed in activities conducted by the Programme.

Ethnic minorities are important stakeholders in REDD as they are greatly dependent on natural forests for their livelihood. Tenure rights on forest and forestry land are critical for them to be able to make contributions to more sustainable forest management and monitoring of the state of the forest ecosystem. This is most valid for minority groups with a long history of association with a particular forest, rather than migrant ethnic communities such as those from the depleted forest regions of the Northern to Central highland. Thus far, the Government has paid great attention to the rights of ethnic minorities to forest and forestry land as evidenced by the nationwide policy on forest and forestry land allocation, and the Prime Minister's Decision 304/2005-QD-TTg of 23/11/2005 on forestry land allocation to individual households and ethnic minorities' communities in Central Highland. Resolution 30a/2008/NQ-CP has a special article which ensures that the tenure rights of ethnic minorities to forestry land are respected and properly implemented. Through the employment of Free, Prior and Informed Consent (FPIC) mechanisms, communities in Di Linh and Lam

Ha district really participated in the implementation process of the UN-REDD Programme in Vietnam. As a result, the guidelines identified in the “UN-REDD Programme Operational Guidance: Engagement of ethnic minority and other forest dependent communities” report will be followed.

Partners of UN-REDD Vietnam

The partners of UN-REDD Vietnam include the MARD, the Department of Forestry, MONRE, MOF, and other state management agencies, the Forest Sector Support Programme (FSSP); DARDs and other provincial and district departments in Lam Dong and Dak Nong, as well as bilateral funding organizations which include the Norwegian government which is the primary funding entity, the World Bank Forest Carbon Partnership Facility (FCPF), the Forest Inventory and Planning Institute, the Forest Science Institute of Vietnam, NGOs and CSOs.

Coordination among relevant organizations in Vietnam

There is a cooperation mechanism between MARD and relevant Ministries, departments and provinces, as well as between Vietnam’s partners and international partners. Because REDD is a new and complicated issue relating to many Ministries, departments in land and forest management, socio-economic development and poverty reduction, there should be coordination mechanism to oversee the REDD implementation program. This task generally lies with the Department of Forestry, the REDD focal agency of MARD. This requires participation of all stakeholders, especially ethnic minorities and poor people living in and near forests since they play a decisive role in the success of REDD.

With support from UNDP, MARD also established the national REDD “working group” which has been led by representatives of DoF and co-chaired by representatives of donors. DoF has been developing the ToR (Terms of Reference) for “sub technical working group” on REDD. The working group consists of national and international partners and is led by the national offices or by a representative of international organizations or international projects. The working group leader cooperates

closely with the standing office of the Steering Committee for Climate Change (OCCA; in MARD) and the FSSP coordination office (FSSP CO). The establishment of the REDD working group is essential to ensure smooth implementation of capacity building, management and facilities to be ready for REDD implementation. However, there is also coordination capacity among other agencies, organizations and programs in the forestry sector through FSSP. NGOs who work directly with ethnic minorities can be members of the REDD network; they can voice the concern and interests of ethnic minorities and support the rights of ethnic minorities. Ethnic minorities participate in the activities at grassroots level as designed by the UN-REDD Programme, in workshops and meetings on FPIC, and such activities are evaluated by independent evaluators in order to glean lessons from these interactions.

UN-REDD implementation

Implementation of the UN-REDD Programme Vietnam

The details of implementation of the UN-REDD Programme in Vietnam are presented in Annex 6. As per the design, the ethnic minorities will participate in the pilots in two districts in Lam Dong province based on FPIC principles. By joining the UN-REDD network, VNGOs are given a venue to participate and contribute to discussions, and implement REDD projects at the grassroots level as well.

Implementation of the UN-REDD Programme in 2010

In terms of institutional aspects, some activities have taken place such as improving networking on REDD and developing a sub-department on technical and core issues; facilitating the participation of local communities (Free, Prior and Informed Consent - FPIC); participation in the formulation of a Resolution on payment for environmental service; piloting the REDD payment system and capacity building, especially on international negotiation skills. Some technical activities are being implemented such as development of the Reference Emission Level in line with survey activities, monitoring and evaluation the forestry resources and design of the MRV system. To address the finan-

cial issues, a proposal to seek funding to complete the capacity building and set the stage for the continuation of the pilot period of REDD into lasting programs and projects will be drafted. This, in cognizance of the need to seek support from an arrange meetings with donors and to improve discussions and organize the bilateral and multilateral meetings.

RELATED ISSUES AND CHALLENGES

Traditional Forest Management Systems

With the division of forestry land into three types (specific use, protected and production forest) and forestry land allocation to different users, the customary management systems have been disturbed. Communities themselves no longer care about forest in general, but about their own production forests that have been allocated to each household. Ethnic minority communities have not yet cooperated to protect common forests, as their efforts now focus on just on their own forest areas. Recently, government issued policies in order to restore community-based forest and sacred forest management, but implementation of these policies is slow and only applied well in small areas. According to the General Department of Forestry, in 2010 the forestry land allocated to communities is only one per cent. The restoration of community forest management is not easy when the community linkages are weak or not maintained.

With the change in forest management structure, customary law cannot be used to prevent deforestation and uncontrolled exploitation in the unallocated forestry lands under the management of People Committees. The same is the case with specific use forestry land and protected forestry land under the management of the Forest Ranger Departments. The forest protection group, fire group, or the traditional regulations of communities have not been maintained or restored, even as the government now has guidelines and policies that encourage their use.

REDD can be a motivation for better community linkages/cooperation as was common traditionally, and communities' concern related to forest may be properly addressed if the members have opportunities to participate in the REDD design and implementation process, and when they can access forestry land and create income from REDD.

Ethnic Minorities and Forest Protection

According to the law, the forestry land allocated to households for reforestation and afforestation are to be managed and used for 50 years. Such land is considered by ethnic minorities as their asset and as such, they are willing to protect it.

Regarding the protected and special use forest and the unallocated forestry land that is under the management of the commune authorities, many ethnic minority people do not get involved in protection as they do not feel that they are responsible for these lands. Although individuals may realize that it is necessary to protect these forests, they do not do so because traditional community cooperation is not strong enough and may lack the leadership of a "nuclear person." Weak enforcement is one of the reasons why people do not get involved in or why they ignore or fail to be involved in forest protection.

Policies for safeguarding the protection forests are not fully appreciated by the ethnic minorities. For example, although Decree 178 and the long-term contract with the Forest Management Board to guard the protected forests opens up many possible advantages, it is not fully understood by the local people. Further, the lack of dialogue on the policy has hindered the effectiveness of the decree's implementation. Rather than creating a participatory milieu, failures in implementation have led to feelings of alienation on the part of the local people who feel that they are "hired workers" with a short-term contract, rather than active participants in the protection of the forests which they own. Consequently, local people have not taken the full advantages of the policies, the forest has not been protected well by the local people and the illegal logging persists.

Traditional Forest Customs

The new land laws have been implemented for several years, and the forestry land was allocated to different and separate land users, which leads to an unfavorable environment for applying the customary laws.

In reality, there is currently not much motivation to promote the customary laws for forest protection. The current laws and practices have led to the abandonment of customary laws and the years of neglect by the local people and community have made these laws difficult to revive and restore.

Although the policies/laws promote the forestry land management, there are insufficient mechanisms and institutions to ensure people's access to policies. There is also a lack of support to facilitate cooperation within communities. All of the above issues hinder communities in promoting the customary law based forest management.

Moreover, there is the misunderstanding between the two concepts of "cultural value conservation" and "superstition abolition." This leads to removal not only of unsound customs but also the traditional spirit culture value. Customary law relating to forest protection is slowly eroding and becoming more and more neglected. The administrative management system has been implemented for years and has become familiar to people, and local people, especially the younger generation who no longer seem to care, no longer heed the customary laws. Time, an effective approach, and the right actors are needed to encourage people to restore and apply their customary laws to forest management.

Forest Change Impacts on Ethnic Minorities

There is an increasing trend of over-exploitation of the unallocated production forestry land, the protected and specific use forest by ethnic minorities, who for example, overharvest herbal plants and overhunt wild animals. People are ill-informed on biodiversity and sustainable forest management and are of the mindset that: "if I do not take it, the others will." Not only

the local people, but the commune and village officers as well, lack awareness of the dangers of losing biodiversity. Consequently, many species of flora and fauna have been lost. Currently, reliance on the forest alone is not enough for the ethnic minority groups in northern and central mountainous areas to survive.

The production forestry land allocated to households and communities currently totals 29.9 per cent (in 2010), 28.6 per cent and 1.3 per cent respectively, indicative of participation of local people in forest management. Lands which have been allocated to the different households are not adjacent to each other and as such, owners cannot participate in collective efforts for forest protection. There have been the national forest plantation programmes since 1985 but the planted forest area is not as large as intended; thus, it is sufficient to be able to generate a significant income for the local people. Reasons for slow expansion of forest land may be attributed to two reasons: 1) the low quality of seedlings provided by the programmes; and 2) poor cooperation among villagers in the reforestation and protection of the forest.

In the case of production forests, the regulations are not easy for ethnic minority people to follow. For example, the legal procedure on harvesting forest products requires many documents that the local people are not familiar with. Therefore, they often harvest timber without any permission, and, in the hurry to sell quickly, they fail to get good prices for the wood.

Because of the lack of technical skill and knowledge of sustainable practices, reforestation efforts fall short of target. For example, the forest is planted to only kind of tree, which are all cut down, clearing the forest during harvest season. More seriously, the illegal loggers, in their pursuit of larger trees to cut down, destroy even larger areas of forest.

Forests and Traditional Culture, Livelihoods and Social Relations

The festivals and legends relating to forest protection and use have faded away as the years passed and the rules and customary laws have been lost with them. Importantly, the forest has lost its spiritual value and is now more prone to destruction by humans. At present, forest is no longer the main living source of forest dwellers. Most natural forest has become degraded and has a hard time recovering after being subjected to exploitative practices. The new cultivation techniques have totally replaced the traditional ones. Modern technology has increased the incidence of soil erosion. Because of forest degradation and deforestation, local people suffer from severe flash floods, landslides, heavy rain, drought, and other extreme weather conditions. These, in turn, rebound negatively on agricultural productivity, resulting in heavy losses for the farmers.

In the past, according to the traditional customs of some groups, the task of selecting which varieties to plant per season rested on the women. The practice has been lost. And although the women contribute significantly to income generation for the family in addition to doing most of the housework, they are still relegated to a status inferior to that of the men.

ANALYSIS

In the forestry and climate change context, Vietnam is promoting participation of the local people in forest protection, poverty reduction and sustainable development. One of the challenges that remain to be addressed is the need for dissemination of information on laws and policies to grassroots people, as this has not been very effective. This is especially true in the case of the ethnic minorities who live in remote areas and have their own languages. To compound the problem, officials often lack skills and resources, and some are not committed to their work, so ethnic minorities find it hard to access information relating to these policies. The forest communities are not yet

fully aware of climate change and REDD. They also do not fully realize the important role of forests for the world and for community life.

The forest people are not capable and have very few opportunities to participate in policy making processes. Because of this, local culture, interests and concerns have not been fully reflected and addressed in policies made. The top-down approach to policy implementation neither encourage participation, nor are themselves feasible or applicable in reality. Consequently, local people cannot take full advantage of policies as intended. The CERDA and CSDM experience in working on climate change and REDD awareness raising on the ground shows that climate change, and especially REDD, is a completely new idea to government staff at district and commune level as well as the local people.

On the other hand, there are no proper mechanisms to ensure local people's participation in public affairs. The local people and local cadres still wait for the guidelines/instructions/circulars from the higher levels. So, they remain in a passive position, do not embark on collective initiatives, and have no opportunity to contribute to decision making and policy implementation in forest protection.

Capacity of Ethnic Minority, Women, Government and Stakeholders in Dealing with Changes and Challenges

In case the forest land tenure for households and communities is clear and legal, the local people are able to protect the forest based on indigenous knowledge and their experience, but at present an effective mechanism is needed for restoring the active cooperation among households within communities, as before. The traditional linkages within communities for protecting forests and natural resources is lost in general, so the legal framework for community cooperation should be well developed and committed and skilful social workers are needed to facilitate and work directly with communities. With such conditions the cooperation within communities can be restored. It

is also noted that the local people also need more information on relevant knowledge and available technologies to augment their traditional knowledge to be able to adapt to climate change and be more prepared for active participation in REDD.

There have been Government policies or programmes on forest protection and development, environmental protection, Biodiversity protection and others but participation of the local community members was poor. In the process of implementation, the local people who are the stakeholders have just been “the objects or passive receivers of the programme” rather than “subjects or actors in the program.” Further, because of lack of market promotion activities for forest products, the local stakeholders’ interest in forestry policies and the programs which ensue from these is not encouraged.

In cases where local people have legal access to forestry land (i.e., in possession of land use certificates – Red books), factors such as a lack of markets and of cooperation (which existed traditionally) among households are the primary reasons why the communities cannot make significant income from their forests. So a good mechanism to enhance cooperation among villagers and better market access will be help to solve problems and enhance forest sustainability in future.

Moreover, the policy feedback process is has not been very effective and this deficit in input and active participation has been counter-productive. With little, if any, fora and other venues for discussion and exchange of ideas and opinions between the stakeholders and the decision makers. Furthermore, because of this gap in communication, information on various initiatives are not effectively disseminated and as a result, reception given to the policies/programs is not high.

The Role of Ethnic Minorities in Dealing with Climate Change and REDD

Many people realize that natural disasters are becoming worse, with extreme weather conditions like damaging cold, drought and loss of water sources, as well as heavy rains. This affects people’s health, reduces animal and plant productivity,

and can cause major losses in livestock, crop, and housing.

The ethnic minorities have accumulated experience through history, but given the present circumstances, traditional knowledge alone cannot effectively address the effects of extreme weather patterns. For instance, because traditional knowledge hinged on sustainable practices which safeguard the environment to forestall extreme events, severe flash floods and landslides leave the ethnic communities vulnerable and unable to fully address these eventualities. Traditional community structures which highlighted the role of elders, which used to be very effective in forest and natural resource management has, unfortunately remained in very few communities despite the government guideline to restore this set-up.

Climate change and REDD are very new to both ethnic minorities and the local staff at district and commune levels, as well as most of the local people, especially the poor and women. Therefore awareness raising on climate change and on REDD is very important and urgent.

RECOMMENDATIONS

REDD is a new idea which requires massive information dissemination during the implementation process. The target group of REDD in Vietnam are the people living in or near forests. These are the most vulnerable groups who nonetheless have limited access to policies and potential resources. These same groups likewise have poor participation in the development process. There are several preconditions to ensure REDD success:

- Forest dwellers, especially ethnic minorities, must be the owner of the programme, not just as passive receivers or beneficiaries of policy projects and mere recipients of support in cash or kind;
- REDD needs a system of good governance and requires the high participation from stakeholders. As such, a top-down approach to management will not be productive

A decentralized and rights-based approach which involves FPIC and MRV (Monitoring, Reporting and Verification) should be institutionalized;

- As originally intended by the policy, production forestry land should be allocated to the local people and communities. Further, their legal rights should likewise be recognized as protectors of forestry land through a contract entered into with the government (District Forest Management Board).

Role of Ethnic Minorities and Their Traditional Knowledge and Forest Management Customary Law with Regard to REDD

Ethnic minorities have been living in and near forest lands for a long time. They depend on the forest for their subsistence by hunting and collecting natural forest products. Ethnic communities and cultures have customary laws to protect forests and forest ecosystems and a policy to restore the customary laws is needed. There is likewise a need to harmonize and coordinate government laws, traditional knowledge and new techniques for REDD implementation. In this way, ethnic minorities can participate in REDD and be active partners in and owners of the REDD process.

Coordination of REDD at the national level

As mentioned above, ethnic minorities who participate in REDD must be the owners of REDD programme for REDD to be successful. Experience has shown that it has not been easy to make ethnic minorities appreciate the programme and see that they can be the real owners of REDD. The process is time consuming and requires a multi-dimensional approach. In this context, it is necessary to assure concrete and effective coordination. Among the central tasks of the government should be to clarify what the government agency system can and cannot do because of lack of financial or human resources. Further, it must clarify the role the NGOs and social organizations must specifically take in the REDD process.

Furthermore, a channel is needed to provide information about the localities that are able to start with REDD, for all government and non-government organizations.

Design of the REDD programme

At the national level

- Before starting REDD, it is necessary to review implementation of forestry land laws at localities to ensure that ethnic minorities are given priority to receive production forestry land, compared with other economic entities, as the policies intended;
- After the piloting phase, REDD should be integrated into the social-economic development plan at all levels, and not just remain as a separate REDD target program;
- REDD policy should be and a financially-independent program which is separate from programs implemented in line with other policies;
- If a fund mechanism is realized, the obligatory conditions must be applied before money transfer. The “package way” funding mechanism should be applied to ensure the duty of each post which must be clarified at the onset;
- Principles such as FPIC, MRV, traditional knowledge, customary laws, as well as a benefit sharing mechanism need to be institutionalized;
- REDD should be decentralized but in the meantime, capacity building for local staff must be undertaken to ensure the existence of effective consultation channels and independent monitoring;
- REDD should mobilize civil society participation at all levels at the earliest stages. Government agencies should be proactive in coordination with them. The focal point of the Ministry of Agriculture and Rural Development – the General Department of Forestry – should actively motivate CSOs/NGOs and join their networks or cre-

ate a platform for these to participate in consultations with the various sectors conducted by Government;

- It is necessary to create channels to share experiences on REDD between government and non government organizations.

At the local level

- Important work that should be done before implementing REDD is to ensure that all people who live in or near forests can have equal access to forestry land and that they are satisfied with the arrangements;
- Community-based organizations and a network to promote cooperation must be established;
- The REDD framework must be designed so as to avoid putting great pressure on ethnic minority communities in the first stages of implementation. For instance, a carbon market mechanism should not be applied to ethnic minority communities at the initial stage because at present there are no mechanisms whereby benefit from carbon markets for their communities is assured. Ethnic minorities are, as yet, "outsiders" in the economic market. The ethnic minorities should be given priorities based on the funded mechanism, especially for capacity building and institutional development. It would be good if the program introduces the concept of carbon markets to villagers to let them get acquainted with it;
- In order to protect forests successfully, effective cooperation within communities is a vital factor. Suitable traditional structures should be incorporated into existing laws. People should be encouraged to set up their own rules for forest protection and be given the responsibility to implement and monitor these;
- In order to work with ethnic minorities, it is necessary to develop teams of actors who are highly committed, skilful, and have the potential and know-how to work with ethnic minority communities to help harmonize selected traditional and new technologies, and government laws with the customary law;

- Training on good governance for key people who join REDD;
- A monitoring mechanism that ensures that community representatives are able to participate in and master the whole process must be made operational. This is considered a mechanism to control corruption;
- Effective and efficient feedback and recourse mechanisms must be developed. A consultation channel at commune level must be made available for the community to ensure a participatory process in formulation of policies that have to do with REDD and other relevant policies;
- Key farmers and/or individuals at village level who are living in the villages must be identified and trained to be “REDD experts” who can act as facilitators for their communities in the REDD process. A network of REDD experts must also be set up to allow venue for cooperation and sharing, and continuous dialogue;
- With the implementation of FPIC activities, institutions which allow local community members to set up and operate the self-payment mechanism among local carbon sellers must be established. In this manner, carbon sellers can pay for local REDD experts at community level when local REDD experts work for them through a mechanism monitored by the local authorities. This is one way to ensure that local communities will directly reap benefits;
- When the market-based mechanism is applied, the representatives of ethnic minorities should be given opportunities to participate equally with all the stakeholders: Carbon buyers–sellers/local community–local authorities.

REDD Implementation

In summary, the implementation of REDD must take into account the following:

- REDD must operate as a community-based organization which promotes collective rights;
- It is necessary to establish REDD working groups at local level with participation of all stakeholders, inclusive of actual members of the communities involved. The tasks of these groups need to be clearly delineated and as detailed as possible to ensure good performance and accountability. Volunteer members must be dedicated and given proper training to ensure that they have the necessary capabilities required by the work lined up for them in relation with REDD;
- During FPIC implementation, the consent (C) should be obtained through democratic discussion among villagers at the scale determined by themselves without any interference from outsiders;
- A legal framework which allows the community to build up their own benefit sharing system must be developed. This mechanism should ensure that all forest dwellers occupying different land areas have equal access to REDD resources which must be deployed with transparency consensus within the communities. For example, these can be used to create jobs for landless households and build up a community REDD fund;
- A community fund can be set up to enable the operation of a self-finance system among villagers/carbon sellers at the early stages. This mechanism can subsidize all the relevant costs, including fees for a “REDD community expert” who works for the community and the network;
- There should be a policy to support key farmers/REDD experts to work for their community. This includes capacity building activities such as REDD vocational education; FPIC facilitation skills; organizational development; networking; leadership; coordination, MRV, car-

bon marketing skills and economic accounting on carbon and forestry;

- During REDD implementation, the commune authority, village heads and people need effective and efficient support, instruction and consultation from outsiders. In order to get this to work, there is a strong need for committed and skilful actors who come from government agencies, NGOs and civil society organizations to work directly with local commune and village cadres and the community.

Networking

Based on traditional culture, networks of CBOs, CSOs must and platforms for dialogue between people and decision makers for sharing information, experience, and for collaboration in REDD implementation (forest protection and carbon selling) must be put in place.

Technique, market and information access

There should be special policies to support and operate information systems which will see to the dissemination of full and accurate information on REDD, inclusive of techniques, market information for ethnic minorities to have easy access to these.

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Annexes

Annex 1: Laws and policies on forest use, protection and management

- Forest Protection and Development Act (2004) and Decree No. 23/2006/NĐ-CP dated 3 March 2006 by the Government about guidelines on the implementation of Forest Protection and Development Act: Improving state forest management validity, preventing deforestation, enhancing responsibilities and promoting organizations and individuals in forest protection, and strengthening forests' benefits in the country development and security;
- Environmental Protection Act (2005) – Regulations on environmental protection activities; policies, measures and sources for environmental protection; rights and responsibilities of organizations, households, individuals in environmental protection;
- Biodiversity Act (2008) - Regulations on biodiversity reservation and development; rights and responsibilities of organizations, households, individuals in biodiversity reservation and development;
- National Forest Development Strategy (2006-2020) approved in Decision No. 18/2007/QĐ-TTg dated 5 February 2007 with the goal of “Establish, manage, protect, develop and use 16.24 million ha of planned forestry land; increase afforested area to 42-43 per cent by strengthening afforestation; increase their contributions to socio-economic development, environmental protection, biodiversity conservation and environmental services supply, to reduce poverty and improve the livelihoods of rural mountainous people, and to contribute to national defence and security”;

- Decision No. 186/2006/QĐ-TTg dated 14 November 2006 by Prime Minister on the issue of forest management regulation;
- Decision No. 661/QĐ-TTg dated 29 July 1998 by Prime Minister on goals, responsibilities, policies and implementation of 5-ha afforestation project;
- Decision No. 100/2007/QĐ-TTg dated 6 July 2007 by Prime Minister on amendments of some articles in the Decision No. 661/QĐ-TTg dated 29 July 1998 on goals, responsibilities, policies and implementation of 5-ha afforestation project;
- Decision No. 304/2005/QĐ-TTg dated 23 November 2005 by Prime Minister on forest land allocation, presumptive forest protection to households and communities of ethnic minorities in the Highlands;
- Decision No. 186/2006/QĐ-TTg dated 14 August 2006 by Prime Minister on the issue of forest management regulation.

Programs for forest recovery implemented in Vietnam.

- PAM Program (1976 – 2000): The program started in 1975, focusing on afforestation, irrigation system and health care. Forest plantation project started in 2000 and provided food, facilities and materials to plant 450,000 ha; constructed forest path; established fire precaution and extinguishment groups and improved forestry extension service quality. According to Vietnam Government's evaluation, the program created jobs, improved livelihoods and gender equity;
- Program 327 (1993-1998): The program focused on bare hill afforestation, including protecting existing forest area, modified natural forests and newly-planted forests. In 1994, the Program was adjusted and shifted their focus to forest protection in key regions and at places of deforestation, mainly in the North and Central Highlands. The Program conducted main activities such as resettlement and bare land plantation in mountainous areas and the Central. From 1996 to 1998, the Program was scale-reduced to forest protection and plantation in specialized forest through natural regeneration and afforestation;

- The Program 5 million forest ha (1998-2010) – This is adjusted Program 327 ratified by National Assembly in 1997 and implemented according to Decision No. 661/QĐ-TT dated 29 July 1998. The Program focused on increasing nationwide forest coverage to 43 per cent;
- Decision No. 106/ 2006/QĐ-BNN dated 27 November 2006 issuing “Guidelines on village community forest management,” piloted in 40 communes in 10 selected provinces within the “Pilot program of community forestry in 2006-2007,” encouraging “sustainable forest management and biodiversity conservation to attain the results of a) environmental protection, b) improving living standard of people living on forests, and c) enhancing contribution of forestry in the national economy”;
- Decision No. 147/2007/QĐ-TTg dated 10 September 2007: Policies for production forest development in 2007-2015 with the goals of 1) Planting 2 million ha of production forest with 250 thousand ha every year (including replantation after exploitation); 2) Creating jobs, improving income to stabilize ethnic minorities’ lives; 3) Promoting establishment of the sustainable forestry market including providing seedlings, technical services, processing services and forest product trading;
- Program 2945 - “Support to sustainable agriculture and forestry development in the uplands” during the period of 2008-2012. The Program will support people in mountainous areas in agriculture intensive cultivation and by this way reducing cultivation area to create favorable condition and time for poor soil’s recovery and forest reservation;
- Decision No. 166/2007/QĐ-TTg dated 30 October 2007 on the issue of policies for investment and benefit support for households, communities and organizations participating in the Forest Livelihoods in the Central Highlands (FLITCH) program. The program aims to improve livelihoods of forest dependent ethnic minorities in the Highlands;
- Decision No. 1641 QĐ/BNN-HTQT dated 5 June 2006 by Minister of MARD on the approval of the project “Community Forestry Pilot during 2006-2007” funded by Forestry Trust Fund and implemented in 40 communes in 10 provinces.

Annex 2: Policies on forest tenure

- Government Resolution No 02/CP, dated 15/4/1994, legalized the forest land allocation to different economic organizations, households and individuals for long-term management and use. This resolution has replaced for the Government Decree No 163/1999/ND-CP, dated 16/11/1999;
- Government Decree No 178/QĐ-TTg, dated 12/11/2001, regulated rights and obligations of households and individual who are allocated or contracted forest and forest land for benefit sharing;
- The Joined Circular No 80/2003/TTLT/BNN-BTC, dated 03/09/2003, between MARD and MOF, which regulated rights and obligations of households and individuals whose forest land areas are allocated and contracted;
- Land Law in 2003 and Law on Forest Protection and Development in 2004;
- Government Decree No 181/2004/NĐ-CP, dated 29/10/2004, which provide legal guidance for the Land Law implementation process;
- Government Decree No 135/2005/NĐ-CP, dated 08/11/2005, on allocation and contracting of forest land for agriculture, forest and aquaculture production areas to state forest enterprises;
- Prime Minister Decision No 304/2005/QĐ-TTg, dated 23/11/2005, on forest land allocation and forest lease to households and ethnic minority community who are living at villages of highland area;
- Prime Minister Resolution 38/2005/CT-TTg, dated 05/12/2005, on review and planning for management and protection of three kinds of forest land areas;
- Ministry of Agriculture and Rural Development Decision No 1970/BNN-KL, dated 06/7/2006, regulated public dissemination about the National Forest Update 2005;
- Ministry of Agriculture and Rural Development Circular No 38/2007/TT-BNN, dated 25/4/2007, regulated guidance pro-

cess and procedures to allocate land lease forest land areas to organizations, individuals and community;

- Ministry of Agriculture and Rural Development Decision No 2740-QĐ/BNN-KL, dated 20/9/2007, regarding to allocation and lease of forest land areas for period of 2007-2010 in order to achieve the expectation that there is a total of 12 million ha of forest land will be allocated and leased by households, community, economic organizations until 2010;
- Law on Forest Protection and Development in 2004 legalizes target groups of forest allocation as well as their own rights and obligations to contribute to sustainable forest management and development as follow:
 - Management Boards of Protective Forest or Special forest use,
 - Economic organizations,
 - Households and individuals,
 - Army units located in the forest,
 - Forestry research institutions; forestry science technology centre and other forestry training centre or vocational training centre,
 - The overseas Vietnamese's who have investment projects in Vietnam,
 - The foreigners and international organizations who have investment projects in Vietnam;
- Article 23, Decree 23/2006/NĐ-CP, regulates a limit term for contracting and managing different kinds of forest areas as follows:
 - The state allocates protection forest and special forest use to owners with long-term protection and use,
 - The state contracts and allocates production forest areas that includes natural forest or planting forest to forest users with maximum 50 years. Where forest trees require over 50 years for growth and/or projects invested in the most difficult areas, the contract duration given to forest owners will be maximum 70 years,

- The state contracts and allocate production forest and special forest use to economic organizations with maximum 50 years for ecotourism and resort development.

Annex 3: Vietnam climate change and REDD policies

- Decision No 158/2008/QĐ-TTg, dated 02/12/2008, regulated the National Target Program on climate change adaptation;
- Resolution No 27/NQ-CP (Article 1.c), dated 12/6/200, regulated urgent solutions to strengthen state management on natural resource and environment protection;
- Prime Minister Decision No 18/2007/QĐ-TTg, dated 05/02/2007, regulated National Forestry Development Strategy for period of 2006- 2020;
- Decision No 380/QĐ-TTg, dated 10/4/2008, regulated pilot-ing policy on payment for ecosystem services (PES);
- Decree No 131/2006/NĐ-CP, regulated key issues of common national program on 1) environment protection and natural resource reservation, 2) Institutional capacity building and human resource for research and development.

Annex 4: Policies on climate change

- Decision No 158/2008/QĐ-TTg, dated 2/12/2008, on National Target Program on Climate change coping and adaptation in the period of 2009-2015 (NTP/CCR) with nine specific tasks and solutions. The objective of NTP/CCR is to assess the level of impact of climate change to different areas and locations in order to develop the adaptation action-plan for both short-term and long-term periods, in order to ensure the sustainable development of the country and take full advantage of development opportunity of economy towards low carbon emission and active participate into climate change adaptation and mitigation efforts of international community;

- 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 which focus on water source control; reduce land eroding and ecology-tourism. 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;
- Governmental Resolution No 27/NQ-CP (Article 1.c), dated 12/6/2009, on urgent solutions to water resource management and environment protection;
- Decision No 18/2007/QĐ-TTg, on National strategy on forestry development for period of 2006-2020 (Program 1: sustainable forest management);
- Decree 131/2006/NĐ-CP (chapter 3, article 3), on key priorities of common programs which focus on some areas such as environment protection and natural resource management; and Institutional capacity building and human resource for research and development;
- Decision No 172/2007/QĐ-TTg, dated 16/11/2007, on national target program on climate change adaptation and mitigation till 2020. The objective of the program is to mobilize diversify resources to enable common efforts for disaster risk reduction, natural resource management and environment protection from now to the end 2020 to contribute to sustainable socio-economic development of the country;
- Decision No 2730/QĐ-BNN-KHCN, dated 5/9/2008, on Action Framework on climate change adaptation and mitigation for period of 2008-2020 which contributes much to improvement of capacity of climate change adaptation and mitigation as well as ensure of sustainable development in the agriculture and rural areas. Key objectives of this framework are to help to secure livelihood conditions and sustainable production for communities at the high risk regions such as Mekong delta and Northern central area, central area and mountainous areas. In addition, the framework also helps to

ensure that cultivation land is able to be used twice per year. It also helps to protect irrigation system and other socio-economic infrastructure system;

- Decision No 1002/QĐ-TTg; dated 13/07/2009, on community-based disaster risk management. The objective of this project is to increase awareness of community to better organize the CBDRM models for all levels, especially commune and village level in order to minimize the negative affects to the natural resource, environment, and culture heritage in order to contribute to sustainable development of the country;
- Governmental resolution No 60/2007/NQ-CP, dated 03/12/2007, on national target program on climate change adaptation and mitigation. The objective of this program is to call support from international community to provide support for this program.

Annex 5: REDD policy

The target group of many forestry development programs is ethnic minority groups. Beside of some program mentioned above, there are many poverty reduction programs have been conducted for the ethnic minority groups, for example:

- Prime Mister Decision No 07/2006/QĐ-TTg, dated 10/01/2006, on improvement of socio-economic development program for poorest communes of ethnic minority people in the period of 2006 – 2010;
- The Forest and Livelihood Improvement Program in the Central Highland (FLITCH). The program helps to improve the livelihood conditions for ethnic minority people whose live depends on forest in the central highland areas;
- Decision No 2945-QĐ-BNN-KL, dated 5/10/2007, on forestry and agriculture development at mountainous areas from 2008 – 2012. This program provides support to the ethnic minority people in mountainous areas through support for the extensive agriculture production in order to prevent forest deforestation;
- The Governmental Resolution No 30a/2008/NQ-CP, dated 27/12/2008, on rapid and sustainable poverty alleviation in

61 poorest districts (most of them are located in the mountainous areas). The resolution mandates that the all aspects of life of every ethnic minority poor households in this area will be improved rapidly and sustainable. The program provides support to agriculture and forest development which follow the sustainable and market oriented strategy, change of production structure to ensure quality and effectiveness; protect culture identity for the ethnic minority groups and raising awareness of environment protection and national security;

Main REDD Activities

- *Capacity building for Afforestation and Reforestation Clean Development Mechanism (AR-CDM):* This activity was funded by JICA and implemented from 2006 to 2008. Stakeholders consisted Department of Forestry, Forest Science Institute of Vietnam (FSIV), Vietnam Forestry University (VFU); Cao Phong District People's Committee. Activities included i) Improving awareness and providing training courses to stakeholders (from national to provincial levels, university); ii) compiling Guidebook on the implementation of the project AR CDM; iii) developing small scale AR CDM projects;
- *Analysis of project area change:* This activity was funded by JICA and implemented in 2007-2008. Department of Forestry, Forest Science Institute of Vietnam (FSIV), Vietnam Forestry University (VFU) was its stakeholders. Main activities were i) developing assessment method of forest area change to support the REDD Program implementation in Vietnam; ii) Analysing forest area change in the Central Highlands; iii) Using remote sensing and GIS technique;
- *REDD-ALERT* is supported by EU and guided by Macaulay (UK) and implemented in the period of 2009-2010. Research Centre for Forest Ecology and Environment (RCFEE), ICRAF Vietnam, Department of Forestry, Forest Science Institute of Vietnam, and Forest Inventory Planning Institute participate as stakeholders. REDD-ALERT conducts activities of: 1) Studying and finding drivers in land use change; ii) Defining quantity and monitoring land use change; iii) Measuring emission quantity from land use change; iv) Making recommendations to settle tropical forest degradation; v) Developing REDD negotiation support system.

Annex 6: Vietnam UN-REDD program

Overall objective: Support the Government of Vietnam in developing an effective REDD implementation mode and contributing to reducing greenhouse gas emission and climate change in the region and all over the world.

Specific objective: Improve technical and institutional capacity of relevant agencies under the MARD at national and local levels so that till the end of 2012 Vietnam will be ready for REDD implementation and contribute to reducing emission from deforestation and forest degradation.

Expected results and indicators: To attain the objectives, the common Program will produce three major results with detailed outputs as follows:

Result 1: Technical and institutional capacity to manage and facilitate REDD activities at national level (MARD) is improved:

- *Output 1.1:* Propose cooperation mechanism between MARD and other Ministries, departments and relevant provinces in REDD management and implementation;
- *Output 1.2:* Scenario draft of REDD implementation;
- *Output 1.3:* Draft of REDD Action Plan of MARD to implement successfully NTP-RCC and APF of MARD;
- *Output 1.4:* Draft of Decree on payment and benefit sharing policy in REDD implementation from national to local levels mainstreaming in Payment for Environmental Services policy;
- *Output 1.5:* Documents and publications on REDD implementation experience sharing with regional and international countries.

Result 2: Mainstream REDD activities in to district land use plan; People's awareness and REDD implementation capacity at provincial, district and communal levels are improved.

- *Output 2.1:* Mainstream REDD implementation potentiality in district land use plan;
- *Output 2.2:* Participatory forest carbon reserves inventory and monitoring method with the participation of individuals, agencies and organizations transferred forests;

- *Output 2.3:* Draft of transparent and equal payment and benefit sharing mechanism;
- *Output 2.4:* Awareness about REDD of local people and staff is improved.

Result 3: Cooperation, exchange of information and experiences of REDD implementation with Mekong River region are established, first four countries selected to join FCPF (Vietnam, Lao, Cambodia, and Thailand)

- *Output 3.1:* Analyze and quantify risk of carbon emission location shifting in the region;
- *Output 3.2:* Propose dialogue and information exchange mechanism among countries in the region on REDD implementation;
- *Output 3.3:* Assess situation and propose cooperation enhancing mechanism between Vietnam and countries in the region in order to prevent illegal timber exploitation, transportation and trading across border.

Overall strategy and approach

The Program mainly works with agencies responsible for forest management under the MARD, especially Department of Forestry, Department of Forest Management and in provinces. The leading organization of the Program implementation together with FAO, UNDP and UNEP cooperates closely with Steering Committee of NTP-RCC and National Office for Climate Change and Ozone Protection (NOCCOP).

National activities focus on capacity building for departments, units and staff to help MARD develop the feasible and effective REDD Program, including state management agencies (Department of Forestry, Department of Forest Management, ...) and forestry research and technical support units (Forest Inventory and Planning Institute, Forest Science Institute of Vietnam, ...) through trainings and equipment provision. In the future, the UN-REDD Program implementation will allow selling verified carbon credits and ensure transparent and equal benefit sharing between the Government and stakeholders in forest protection and management. The Program will coordinate closely with the implementation of piloted payment for environmental services policy according to Decision No. 380/QĐ-TTg and programs, projects in forest protection, management and development sector to promote

effective implementation. Results of REDD implementation in Vietnam will contribute to international experiences and efforts relating to REDD. Therefore, knowledge sharing and awareness raising will be important activities in the common Program.

At provincial, district and communal levels, the Program support capacity building for departments and agencies, integrating the REDD implementation in land use plan, improving staff's and local people's awareness on the role of forests and REDD. The Program will give priority to conduct piloting activities in Lam Dong.

Result-based management and planning approach is applied during the Program implementation in order to ensure timely mobilization of necessary resources. The best national and international organizations and consultants in natural resources management are invited to implement the Program. Partner approach will be used to ensure effective coordination of donors' support for the Government. Besides, the Programme applies participatory approach, ensuring the participation of women to be from 30 per cent.

Quarter and annual work plans are main assessment tools and will be paid special attention to implement the Program. Participation of stakeholders reinforces the sustainable development. The Program will cooperate closely with other stakeholders such as Fatherland Front and media.

Gender Equity: Women's participation in planning and decision making process in sustainable natural resources protection and development is a big challenge. It is because women are easily affected by climate change; they are representative for most of poor people in the world; and they depend more on forest resources. Hence, gender equity is a very important issue of sustainable development and need mainstreaming in all contents of the Program, especially women's participation in decision making. Criteria will be developed to ensure that the Program comply gender equity in all activities. These criteria include: i) At least 30 per cent women participate in training activities organized by the Program, including workshops, trainings and study tours; ii) Ensuring gender equity among trainers, trainees in trainings and experts; iii) Mainstreaming gender issues in capacity building; iv) Mainstreaming gender issues in communication activities and information sessions conducted by the Programme.

UN-REDD Programme design

Main points in the UN-REDD Program Vietnam design – “Reducing Emission from Deforestation and Forest Degradation in Vietnam” (hereinafter called the Program) can be summarized as follows:

2.2.1. Selection of piloting area. After APF was promulgated, under guidance of the MARD, Department of Forestry cooperated with internal and external agencies to promptly develop proposal for international resources mobilization for REDD activities and selected piloting area. According to statistics provided by the MARD, Lam Dong is one of provinces which have biggest natural forest area countrywide and face complicated deforestation and forest degradation in the past years. Besides, Lam Dong is the place of piloted payment for environmental services policy basing on Decision No. 380/QĐ-TTg dated 10th April, 2008 by the Prime Minister with the support of USAID through Winrock International. In January, 2009, the MARD assigned a mission together with representative from the Government of Norway, experts from FAO, UNDP and UNEP to work with Lam Dong provincial People's Committee and departments for cooperation in the Program development and implementation in the province. The MARD, UNDP, UNEP and FAO also worked with some donors (WB, GTZ, JICA, ...) and provinces (Dac Nong, Kien Giang, Bac Lieu, Quang Binh, Hoa Binh, Son La and Bac Can) on the possibility of mainstreaming REDD activities in some economic and ecological areas in order to improve the Program's effect and ensured to provide an overall REDD implementation capacity in Vietnam after the end of phase 1.

2.2.2. Development of the UN-REDD Program proposal. The MARD submitted the common Program proposal to the UN-REDD Program through UN representative office in Vietnam. On 10th March, 2009 the MARD's proposal was approved by the steering committee of the UN-REDD Program and Vietnam became one of the first nine countries selected to participate in this program.

2.2.3. Development of detailed UN-REDD Program: The UN-REDD Program belongs to the NTP-RCC and APF of the MARD. During the proposal development, Department of Forestry and experts consulted with Ministries, departments and relevant provinces. The MARD promoted the establishment of REDD working group with the participation of governmental agencies, donors, enterprises and NGOs in order to support technically the APF steering committee on REDD activity development and implementation. During the Program implementation, Department of Forestry will coordinate with internal and external units, especially Ministry of Natural Resources and Environment (MONRE) – the national key organization in UNFCCC an NTP-RCC implementation, People's Committee of two selected provinces to ensure the agreement with NTP-RCC and APF as well as promote the Program's effectiveness.

The UN-REDD Program Vietnam is implemented in 20 months, starting in September, 2009. The Program is funded by UN. Stakeholders include the MARD (Department of Forestry), MONRE, Ministry of Planning and Investment (MPI), Ministry of Finance (MoF) and FSSP.

Program monitoring, evaluation and report

Logical framework matrix describes expected results (Objectives, results and outputs) of the Program together with quantitative indicators and attained objectives. Logical framework matrix also describes verification tools and possible risks and assumption relating to each result. The summarized table defines responsibility of FAO, UNDP, UNEP and key implementation agencies for every result and output.

This common program's duration is estimated 20 months to support Vietnam in capacity building and awareness raising at different levels for them to be ready for REDD implementation in 2012. Therefore, the Program will not conduct any assessment and most of criteria are about progress and only assessed one time. Common Program monitoring framework is developed basing on re-arrangement of indicators in logical framework matrix.

Risk monitoring: In periodical meeting, Program Implementation Board (PIB) will sum up partially according to risk framework; in case of any risk PIB defines situation or possibility or need adjusting impact score system, PIB will propose whether it should be maintained or adjusted immediate responding solutions. Adjusted risk framework will be submitted to FAO, UNDP, UNEP as soon as possible after PIB meeting.

Periodical and annual review and evaluation. UN-REDD secretary department develop evaluation plan to ensure every general programs implementing in Vietnam and other pilot countries which received support from UN-REDD will have the final evaluation to evaluate the connection, effective of support activities, impact evaluation of outputs base on the baseline survey and indicator mentioned on program development process. UN-REDD secretary department will chair all midterm evaluation and topic evaluation of programs.

Periodical and annual report. At national level, FAO, UNDP and UNEP will report the output, lesson learnt and contribution to program. The report will then add to 6-month report by Program Management Board. UN-REDD secretary department will update the program implementation process every six months to Policy Department based on report of each country. For better management, monitoring and evaluation, three UN organs and the Program Manager Board will use

the same report format. UN Resident Coordinator will ensure UN representative offices in Vietnam provide required information. UN-REDD Coordination team will collaborate with officers, representatives of FAO, UNDP and UNEP in activities implementation.

All UN related organs (FAO, UNDP and UNEP) who receive fund from UN-REDD will report and provide material for Management Board.

Implementation of the UN-REDD Programme Vietnam

- Organization and consultation
 - Developing national REDD program route and framework;
 - Establishing national REDD network with the participation of national and local governmental agencies, donors, embassies, FSSP, ODA programs of the same concern, research institutes, universities, INGOs and VNGOs;
 - REDD technical support group with the participation of Department of Forestry (leading), donors, research institutes and INGOs;
 - Starting the UN-REDD Program Vietnam;
 - Cooperation between UN-REDD and Forest Carbon Partnership Facility (FCPC);
- Preparation for REDD strategy
 - Conducting study on benefit sharing;
 - REDD's impacts on sustainable development and poverty reduction: choices for equality, growth and environment;
- Development of reference scenario
 - Developing national REDD implementation potentiality map;
 - Conducting study on land and forest potentiality used for the goal of reducing impacts of climate change;

- Compiling available data;
- Design of monitoring system
 - Enhancing national capacity in forest monitoring and assessment;
 - Supporting national assessment and forest and wood resources assessment in Vietnam.