

Scoping Assessment on Climate Change Adaptation in Viet Nam

Summary
October 2010



**ADAPTATION
KNOWLEDGE
PLATFORM**



**REGIONAL CLIMATE CHANGE
ADAPTATIONKNOWLEDGEPLATFORM for Asia**

Acknowledgements

The Scoping Assessment on Climate Change Adaptation in Viet Nam - Summary was conducted and written in 2010.

This scoping study of climate change in Viet Nam draws on work in progress related to the Adaptation Knowledge Platform to disseminate and exchange adaptation knowledge with a wider audience. We thank the countless institutions, organizations, and individuals that have provided key inputs and their insights. The report greatly benefited from comments and suggestions to report the state of climate change adaptation in Viet Nam.

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Bangkok, Thailand
October 2010

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ABBREVIATIONS & ACRONYMS

ADB	ASIAN DEVELOPMENT BANK
AIT	ASIAN INSTITUTE OF TECHNOLOGY
AIT-UNEP RRC.AP	ASIAN INSTITUTE OF TECHNOLOGY/UNITED NATIONS ENVIRONMENT PROGRAMME REGIONAL RESOURCE CENTRE FOR ASIA AND THE PACIFIC
AP	ADVISORY PANEL
ASEAN	ASSOCIATION OF SOUTHEAST ASIAN NATIONS
BCAS	BANGLADESH CENTRE FOR ADVANCED STUDIES
BCCSAP	BANGLADESH CLIMATE CHANGE STRATEGY AND ACTION PLAN
BMA	BANGKOK METROPOLITAN ADMINISTRATION
CCA	CLIMATE CHANGE ADAPTATION
CCAI	CLIMATE CHANGE ADAPTATION INITIATIVE
CEGIS	CENTRE FOR ENVIRONMENTAL AND GEOGRAPHICAL INFORMATION SYSTEMS
COP	UNITED NATIONS CLIMATE CHANGE CONFERENCE IN COPENHAGEN
CSR	CORPORATE SOCIAL RESPONSIBILITY
DDPM	DEPARTMENT OF DISASTER PREVENTION AND MITIGATION
DRR	DISASTER RISK REDUCTION
DWR	DEPARTMENT OF WATER RESOURCES
GCCA	GLOBAL CLIMATE CHANGE ALLIANCE
GEF	GLOBAL ENVIRONMENT FACILITY
GOV	GOVERNMENT
GTZ	GERMAN AGENCY FOR TECHNICAL COOPERATION
EKH	ENVIRONMENTAL KNOWLEDGE HUB
EU	EUROPEAN UNION
HMS	HYDRO-METEOROLOGICAL SERVICE
ICCCAD	INTERNATIONAL CENTRE FOR CLIMATE CHANGE AND DEVELOPMENT
ICT	INFORMATION AND COMMUNICATION TECHNOLOGIES
IGES	INSTITUTE FOR GLOBAL ENVIRONMENTAL STRATEGIES
IIED	INTERNATIONAL INSTITUTE FOR ENVIRONMENT AND DEVELOPMENT
INGO	INTERNATIONAL NON-GOVERNMENTAL ORGANIZATION
ISET-N	INSTITUTE FOR SOCIAL AND ENVIRONMENTAL TRANSITIONS–NEPAL
IT	INFORMATION TECHNOLOGY
IUCN	INTERNATIONAL UNION FOR CONSERVATION OF NATURE
IWRM	INTEGRATED WATER RESOURCES MANAGEMENT
KP	KYOTO PROTOCOL
LDC	LEAST DEVELOPED COUNTRIES
MARD	MINISTRY OF AGRICULTURE AND RURAL DEVELOPMENT

MOEF MINISTRY OF ENVIRONMENT AND FOREST

MMF MANGROVES FOR THE FUTURE

MONRE MINISTRY OF NATURAL RESOURCES AND ENVIRONMENT

MOST MINISTRY OF SCIENCE AND TECHNOLOGY

MPI MINISTRY OF PLANNING AND INVESTMENT

MRC MEKONG RIVER COMMISSION

NAPA NATIONAL ADAPTATION PLAN OF ACTION

NCS NATIONAL COMMUNICATIONS

NDWC NATIONAL DISASTER WARNING CENTRE

NEA NATIONAL ENVIRONMENT AGENCY

NGO NON-GOVERNMENTAL ORGANIZATION

NISTPASS NATIONAL INSTITUTE FOR SCIENCE AND TECHNOLOGY POLICY AND STRATEGY STUDIES

NOCCOP NATIONAL OFFICE FOR CLIMATE CHANGE AND OZONE PROTECTION

NSEP NATIONAL STRATEGY FOR ENVIRONMENTAL PROTECTION

NTP NATIONAL TARGET PROGRAM

NWP NAIROBI WORK PROGRAMME

ONEP OFFICE OF NATURAL RESOURCES AND ENVIRONMENTAL POLICY AND PLANNING

OVI OBJECTIVELY VERIFIABLE INDICATOR

PPCR PILOT PROGRAMME FOR CLIMATE RESILIENCE

SAARC SOUTH ASIAN ASSOCIATION FOR REGIONAL COOPERATION

SEA START SOUTHEAST ASIA SYSTEM FOR ANALYSIS, RESEARCH AND TRAINING

SEI STOCKHOLM ENVIRONMENT INSTITUTE

SENSA SWEDISH ENVIRONMENTAL SECRETARIAT FOR ASIA

SIDA SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY

TEI THAILAND ENVIRONMENT INSTITUTE

TOR TERMS OF REFERENCE

UK UNITED KINGDOM

UKCDS UK COLLABORATIVE ON DEVELOPMENT SCIENCES

UN UNITED NATIONS

UNDP UNITED NATIONS DEVELOPMENT PROGRAMME

UNEP ROAP UNITED NATIONS ENVIRONMENT PROGRAMME
REGIONAL OFFICE FOR THE ASIA AND PACIFIC

UNFCC UN FRAMEWORK CONVENTION ON CLIMATE CHANGE

UNISDR UNITED NATIONS INTERNATIONAL STRATEGY FOR DISASTER REDUCTION

USA UNITED STATES OF AMERICA

WWF WORLD WILDLIFE FUND

EXECUTIVE SUMMARY

The Regional Climate Change Adaptation Knowledge Platform for Asia (hereinafter, referred to as the Adaptation Knowledge Platform) has been developed to respond to demand for effective mechanisms for sharing information on climate change adaptation and developing adaptive capacities in Asian countries, many of whom are the most vulnerable to the effects of climate change. The Adaptation Knowledge Platform supports research and capacity building, policy making and information sharing to help countries in Asia adapt to the challenges of climate change. The Adaptation Knowledge Platform will facilitate climate change adaptation at local, national and regional levels to strengthen adaptive capacity of countries in the region – while working with existing and emerging networks and initiatives.

Through its work the Adaptation Knowledge Platform is working towards building bridges between current knowledge on adaptation to climate change and the governments, agencies and communities that need this knowledge to inform their responses to the challenges that climate change presents to them. This is reflected in the **Platform Goal**, which is to facilitate climate change adaptation in Asia at local, national and regional levels and strengthen adaptive capacity [see Annex 1 for Phase One - Logical Framework (2009-2011)].

The specific **Purpose** of the Adaptation Knowledge Platform is to establish a regionally and nationally owned mechanism that facilitates the integration of climate change adaptation into national and regional economic and development policies, processes and plans, strengthens linkages between adaptation and the sustainable development agenda in the region and enhances institutional and research capacity.

In order to achieve this purpose, the Adaptation Knowledge Platform will bring together policy-makers, adaptation researchers, practitioners, and business leaders and will work through a range of activities to achieve three components:

- a. **Regional knowledge sharing system:** a regionally and nationally owned mechanism to promote dialogue and improve the exchange of knowledge, information and methods within and between countries on climate change adaptation and to link existing and emerging networks and initiatives.
- b. **Generation of new knowledge:** to facilitate the generation of new climate change adaptation knowledge promoting understanding and providing guidance relevant to the development and implementation of national and regional climate change adaptation policy, plans and processes focused on climate change adaptation.
- c. **Application of existing and new knowledge:** synthesis of existing and new climate change adaptation knowledge to facilitate its application in sustainable development practices at the local, national and regional levels.

In collaboration with a wide range of national and regional partners, the Adaptation Knowledge Platform will aim at establishing a regionally and nationally owned information exchange mechanism that facilitates the integration of climate change adaptation into national and regional economic and development policies, processes and plans, strengthening linkages with the development agenda and enhancing research and institutional capacity.

The need for such an initiative is clear: the form it should take, less so. The initial partners in the Adaptation Knowledge Platform (Stockholm Environment Institute (SEI), Asian Institute for Technology/United Nations Environment Programme Regional Resource Centre for Asia and the Pacific (AIT/UNEP RRCA) and UNEP Regional Office for Asia and the Pacific (UNEP ROAP), supported by the Swedish Environmental Secretariat for Asia (SENSA) consequently agreed that the initial stages of the Platform's development, during 2009, should be an inception phase during which the management and implementation modalities were established, contacts with and the ownership of stakeholders at both national and regional levels were developed, needs for knowledge generation and sharing and capacity building were assessed and plans for the implementation of the Adaptation Knowledge Platform in 2010-2011 were prepared.

Overall, the activities implemented in 2009 achieved these aims. Activities have been initiated in the five pilot countries, Bangladesh, Cambodia, Nepal, Thailand and Viet Nam, with local partner's mobilized and key knowledge and capacity gaps identified. The management arrangements for the long-term development of the Platform are in place and the structure of the regional knowledge sharing mechanism has been defined. Effective communications are initiated, leading to awareness of the Adaptation Knowledge Platform's development that culminated in its successful, high profile launch on October 3rd 2009 together with the Asia Pacific Climate Change Adaptation Network (hereinafter, referred to as the Adaptation Network). Capacity development activities include training for officials and researchers from across the region and substantial progress has been made in the inventorying of existing and generation of new knowledge products. Sharing of knowledge on climate change adaptation has been initiated, focusing on the impacts of climate change on high altitude ecosystems. Linkages and collaboration with other relevant initiatives has been initiated, with the agreement reached with the Asia Pacific Adaptation Network and the Southeast Asia Network of Climate Change Focal Points for delivery of country needs on climate change adaptation in South and South-East Asia.

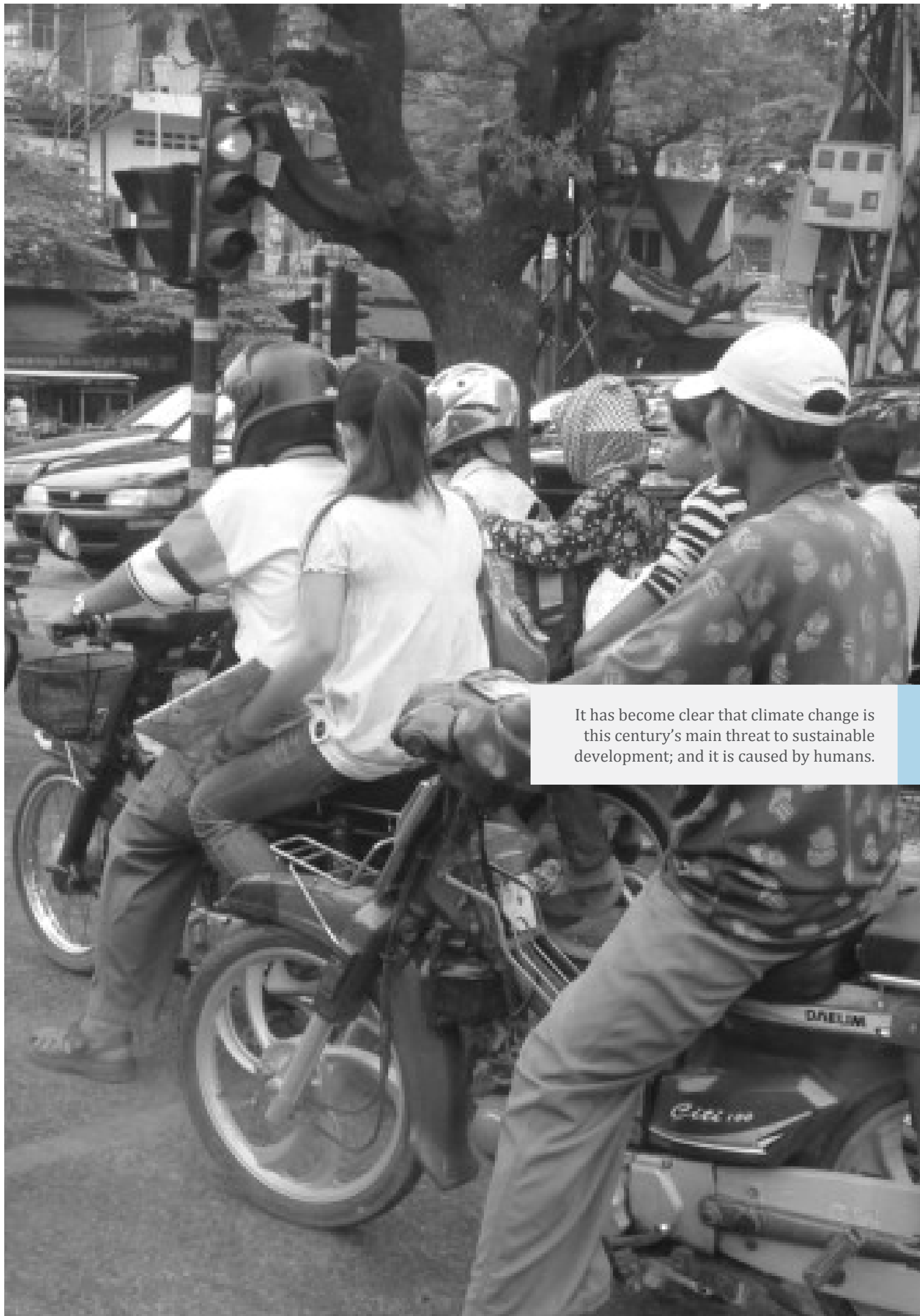
The most significant outcome of the inception year is the strategy for the future development of the Adaptation Knowledge Platform, presented in this report. The strategy details the activities that will be undertaken for each of the three components identified in the programme framework, along with a number of specific communications activities. These three components, along with the main focus of planned activities, are:

Regional knowledge sharing system: a regionally and nationally owned mechanism to promote dialogue and improve the exchange of knowledge, information and methods within and between countries on climate change adaptation and to link existing and emerging networks and initiatives. This will include the development of a Platform website and communications products to reach stakeholders across the region, an annual Asian Climate Change Adaptation Forum, a number of training and capacity development activities, the synthesis and dissemination of information and global experiences on adaptation actions and the development of national-level knowledge sharing and capacity development activities.

Generation of new knowledge: to facilitate the generation of new climate change adaptation knowledge promoting understanding and providing guidance relevant to the development and implementation of national and regional climate change adaptation policy, plans and processes focused on climate change adaptation. This will include the development of generic knowledge products, focused on the analysis of resilience and vulnerability, understanding the links between disaster risk reduction and climate change adaptation and downscaling of climate change and impact assessment data. It will also include four new studies that address key gaps in knowledge and understanding for the mainstreaming of adaptation into development planning. These four studies are: (i) Understanding Planning; (ii) Perceived and Actual Knowledge Gaps; (iii) Comparing Adaptation and Development; and (iv) How 'Autonomous' are Autonomous Responses?

Application of existing and new knowledge: synthesis of existing and new climate change adaptation knowledge to facilitate its application in sustainable development practices at the local, national and regional levels. The focus here is where knowledge is applied: within the countries of the region through mainstreaming adaptation into development planning. Follow-up activities are planned for the five pilot countries listed above and, in addition, in 2010 and 2011 the Adaptation Knowledge Platform activities will be initiated in the remaining eight focal countries: Bhutan, Sri Lanka, China, the Philippines, Myanmar, Indonesia, Lao PDR and Malaysia. In all of these countries, the Adaptation Knowledge Platform will work through partnerships with local institutions and 30% of the budget for 2010-2011 will be dedicated to these partners. There will also be activities to develop generic knowledge-to-practice products at the regional level.

Together with the dedicated **communications** activities, these components will achieve the objectives of this phase of the Regional Climate Change Adaptation Knowledge Platform for Asia. They will also build a base for the long-term development of the Platform as a knowledge-based, demand-driven structure through which planning for and capacities to address climate change adaptation as a core challenge for the future development of Asia. It is anticipated that this legacy will be carried forward through new phases of the Adaptation Knowledge Platform if and when there is demand for the services the Platform provides from the countries of Asia.



It has become clear that climate change is this century's main threat to sustainable development; and it is caused by humans.

SCOPING STUDY ON CLIMATE CHANGE ADAPTATION IN VIET NAM



INTRODUCTION

With the Fourth Assessment by the Inter-governmental Panel on Climate Change (IPCC) in 2007¹, it has become clear that: (i) climate change is this century's main threat to sustainable development; and (ii) it is caused by humans. International summits are now dominated by climate change, in particular in the run up to the 15th Conference of Parties (COP15) to the UN Framework Convention on Climate Change (UNFCCC) in Copenhagen in December 2009. Ban Ki-moon, the Secretary-General of the United Nations, described climate change as 'the greatest collective challenge we face as a human family'. He also said that in Copenhagen, "we have a chance to put in place a climate change agreement that all nations can embrace, which will be equitable, balanced, comprehensible"².

Scientific data indicate that Viet Nam is 'particularly vulnerable to the adverse effects of climate change', as defined in the UN Framework Convention on Climate Change (UNFCCC). Predictions for Viet Nam's regions

according to global scenarios of future greenhouse gas emissions, as used by the IPCC, show major effects on the country from climate change including increased climatic extremes as well as less spectacular, but gradually growing climatic stresses on resources and communities. Increases in average temperatures and average changes in rainfall from climate models do not fully illustrate the extent of 'dangerous climate change', which means that climatic events become more extreme. Importantly, because 'avoiding dangerous climate change' is possible but not certain, there is a need to invoke the 'precautionary principle':

since climate change effects may be very extreme, even if the scientific data cannot provide certainty anticipatory action must be taken.

Climate change is primarily caused by the emission of greenhouse gases. However, International negotiations at Bali in December 2007 failed to achieve consensus on target from climate change mitigation. It is predicted that the severity and frequency of climate change induced disasters will increase. But till now there is no consensus regarding the reduction of greenhouse gases. Further, scientists also estimated that even if emission of all greenhouse

As defined in the UN Framework Convention on Climate Change (UNFCCC), Viet Nam is 'particularly vulnerable to the adverse effects of climate change.'

1 IPCC (2007) Fourth Assessment Report of the Intergovernmental Panel on Climate Change, Cambridge University Press, Cambridge, United Kingdom and New York, NY, USA.

2 UN Secretary General Ban Ki-Moon - to the World Federation of UN Associations, 10 August 2009

gases stopped today (mitigation approach) some degree of climate change would still occur and developing countries would have great sufferings. Therefore, developing countries have no alternative rather putting emphasis to adaptation to climate change. Adaptation to climate change and its induced impacts must demand for building a climate disaster resilient community. In this respect often it is suggested to develop the adaptive capacity and to build a resilient community that would be efficiently capable to face climate change and associated climatic risks.

Respond to the global and regional urgency of climate change impacts, the Regional Climate Change Adaptation Knowledge Platform for Asia (or Adaptation Platform) seeks to facilitate climate change adaptation at local, national and regional levels and to strengthen adaptive capacity of countries in South and South East Asian countries, while bridging existing and emerging networks and knowledge.

The Adaptation Platform is intended to support countries in the Asia region to strengthen their capabilities to introduce effective adaptation measures. This includes both at the national level, in terms of creating an enabling policy, regulatory, planning and budgeting environment for the adoption of adaptation measures, and at a sub-national and local level where most adaptation activities will actually be implemented. The overall platform goal is to facilitate climate change adaptation in Asia at local, national and regional levels and strengthen adaptive capacity. This paper is the first step towards the establishment of the Adaptation Platform. The paper aims to identify and assess the existing policies, institutional mechanisms and mandates and specific programs for adaptation, national development and key sectors, and the existing state of knowledge and existing initiatives related to adaptation and obvious sectors such as disaster management in Viet Nam.



POLICY AND STRATEGY FRAMEWORK

In Viet Nam, climate change policy can be broadly divided into two groups: (a) adaptation to climate change effects, and (b) mitigation of GHG emissions. Viet Nam has set up national structures required under the UNFCCC and the Kyoto Protocol, and related regulation. It has adhered to its commitments to report to the UNFCCC, notably with the Initial Communication, which addresses both GHG emissions and adaptation³. This international engagement has also helped build national capacities.

The National Target Program in Responding to Climate Change

The Prime Minister has approved The National Target Program in Responding to Climate Change (NTPRCC) on 2nd Dec 2008. Contents of the Framework are quite broad including both mitigation and adaptation. Strategic objectives of the NTPRCC are to assess climate change impacts on sectors and regions in specific periods and to develop feasible action plans to effectively respond to climate change in the short-term and long-term to ensure sustainable development of Viet Nam, to take opportunities to develop towards a low-carbon economy, and to join the international community's efforts in

³ SRV (2003) Viet Nam Initial National Communication under the United Nations Framework Convention on Climate Change, Socialist Republic of Viet Nam, Ministry of Natural Resources and Environment

Timeline of Climate Change Policies in Viet Nam

Some progress was achieved although a review of the first NSEP found that environmental planning need to be integrated into economic development. Also, investments in the environment were limited and spread too thinly across a variety of sectors⁵

1990s

Viet Nam National Assembly approved the Environmental Protection Law

1993

Until the early 2000's
The focus was on developing greenhouse gas inventories and devising strategies to reduce these emissions. With the realization that climate change was occurring, (regardless of achieving emission reductions or even stabilization), it became necessary to incorporate climate change adaptation (CCA) into national planning and development

Mid-1980s

The first National Strategy for Environmental Protection (NSEP) was drafted under the National Environment Agency (NEA)⁴ which provided an action plan for the period 1991-2000, including the creation of a system of state management agencies at the national, provincial, and sectoral levels. It also raised awareness among government officials, in addition to that of businesses and communities

June 1992

Signed the United Nations Framework Convention on Climate Change (UNFCCC), which was ratified in November 1994 and entered into force in February 1995

December 1998

Signed the Kyoto Protocol (KP) and ratified in September 2002

Established the National Action Plan of Viet Nam⁶ for climate change issues, carried out by the Hydro-Meteorological Service (HMS)

mitigating climate change and protecting the climatic system. Below are specific objectives:

- a. To identify the extent of climate change in Vietnam due to global climate change and assess climate change impacts on every sector, area and locality;
- b. To identify measures to respond to climate change;
- c. To promote scientific and technological activities to establish the scientific and practical basis for climate change response measures;
- d. To consolidate and enhance the organisational structure, institutional capacity and the development and implementation of policies to respond to climate change;
- e. To enhance public awareness, responsibility and participation; and develop human resources to respond to climate change;
- f. To promote international cooperation to obtain external support in response to climate change;

4 NEA was an independent agency in charge of environmental protection; MONRE was later established by combining this agencies functions with others in 2003

5 NEA, 2000

6 The National Action Plan has two main roles: 1. to assist in the formation of socio-economic development strategies which take into account climate change; and 2. to control the diffusion of greenhouse gases which cause global warming

The second NSEP was drafted for the period of 2001– 2010. The general objectives of the strategy are to protect and improve the environment in order to raise the living standards and health of the people and to ensure sustainable development with activities to be undertaken in collaboration with the Ministries of Industry, Commerce, Culture and Information, Foreign Affairs, Fisheries, and others, and also business, NGOs, and People’s Committees

The National Target Program to Respond to Climate Change prepared by MONRE in collaboration with other ministries and sectors and approved by the Prime Minister. Being recognized as a immense and complex program, the NTP has strategic objectives: to assess climate change impacts on sectors and regions in specific periods and to develop feasible action plans to effectively respond to climate

change in the short-term and long-term to ensure sustainable development of Viet Nam; to take opportunities to develop towards a low-carbon economy, and to join the international community’s efforts in mitigating climate change and protecting the climatic system.

National Strategy for Natural Disaster Response, Prevention and Mitigation to 2020 has been approved. This states the need to promote international cooperation and integration to implement the UNFCCC, KP and Hyogo Framework for Action.

June 2000

December 2003

November 2007

December 2008

August 2002

2006 - 2009

September 2008

Ministry of Natural Resources and Environment (MONRE) set up, pursuant to Resolution No. 02/2002/QH11, to specifically tackle environmental problems, including climate change; under MONRE, the National Office for Climate Change and Ozone Protection (NOCCOP), established and responsible for the national co-ordination of work on climate change, the construction of national policies to deal with the impacts of climate change, and the encouragement of international cooperation in climate and climate change issues

Preparation for Second National Communication

approved by MARD. This action plan has general objective of enhancing the Government’s capabilities of adaptation and mitigation to climate change in order to minimize its adverse impacts and to ensure sustainable development of the agriculture and rural development sector including disaster prevention and mitigation.

Action Plan Framework for Adaptation to Climate Change in the Agriculture and Rural Development Sector Period 2008-2020,

- g. To mainstream climate change issues into socio-economic, sectoral and local development strategies, plans and planning;
- h. To develop and implement action plans of all ministries, sectors and localities to respond to climate change; to implement projects, and first of all pilot projects to respond to climate change.

The NTPRCC will require 2 trillion VND (121.2 million USD) to provide climate change scenarios, to assess climate change impacts and develop feasible action plans to respond to climate change as well as to build and strength related capacities and awareness from 2009-15. The budget does not include measures to cope with climate change related problems. According to Decision 60/ND-CP/dated 3 December 2007 by the Prime Minister, MONRE is assigned as a focal agency to lead, coordinate with other related ministries and sectors to prepare a National Objective Program to cope with Global Climate Change, calling for support from the international community for this Program and submitting this Program to the Prime Minister during the second quarter of 2008. MONRE has appointed the Institute of Meteorology, Hydrology and Environment (IMHEN) to take charge of preparing the Framework of the National Objective Program on Climate Change. Due to the short timeframe for preparation, the Action plan is somewhat general, leaving considerable scope for more detailed work later on. During the implementation, changes or adjustments will be expected.

Second Communication To The UNFCCC

MONRE is assigned by GoV to be the National Focal Point to take part in and implement the UNFCCC, Kyoto Protocol, and CDM in Viet Nam. The International Cooperation Department (ICD) is responsible for supporting MONRE in managing activities related to UNFCCC, Kyoto Protocol and CDM. The Minister of MONRE also set up a National Committee of Climate Change (NCCC) on 4 July 2007. The main responsibility of the NCCC is to assist the Minister of MONRE to direct, manage and coordinate activities to implement UNFCCC, Kyoto protocol and CDM in Viet Nam. The National Office for Climate Change and Ozone Protection (NOCCOP) has taken the leading role to prepare for the contents of the Second Communication to UNFCCC through a project: "Viet Nam: Preparation of the Second National Communication to the UNFCCC". This project runs from 2006 to 2009 with support from UNEP/GEF. The project mainly covers the following areas:

- To undertake national GHG inventories by source
- To identify sufficient adaptation measures to CC and prepare the Policy Framework of implementing adaptation measures for key socio-economic sectors
- To determine climate change mitigation measures.

Total funding from UNEP/GEF is USD 405,000 of which USD 140,000 was allocated for development of the Policy Framework of implementing adaptation measures of key socio-economic sectors including water resources, agriculture and coastal zone management.

The Technical Team of the project are from a range of development agencies, institutes under ministries (MONRE, Industry, MARD, Transportation, Education & Training), universities such as Hanoi Polytechnic University, University of Water Resources, some associations under VUSTA, VNGOs, and Southeast Asia network.

Due to the limited funding from the project, so far it has not been possible for local authorities, communities including the poor to engage in the process. However, the scope for this can be provided with support from international donors through projects to be

implemented by INGOs and VNGOs.

There is an enormous gap of knowledge, skills, awareness, and also commitment for implementation or integrating CC at provincial levels. According to the Self Capacity Assessment Project (UNFCCC), ICD faces a number of constraints:

- Lack of skilled experts
- Lack of knowledge and experiences, expertise and negotiation skills on CC issues

Lack of professional capacity to manage and coordinate the implementation of CC activities in the country and integrate CC issues into sustainable development plans and programs at national, sectoral and local levels.

.....

Total funding from UNEP/GEF...was allocated for development of the Policy Framework of implementing adaptation measures of key socio-economic sectors including water resources, agriculture and coastal zone management.

.....

Action Plan Framework on climate change adaptation and mitigation of the agriculture and rural development sector

With clear awareness of climate change, in order to enhance mitigation and adaptation to climate change and ensure sustainable development in the agricultural and rural sector, the Minister of Agriculture and Rural Development promulgated Decision No. 2730/QĐ-BNN-KHCN dated September 05, 2008 to approve “Action Plan Framework on climate change adaptation and mitigation of the agriculture and rural development sector in period 2008-2020”. On such basis, the relevant agencies under the Ministry and the localities will organize and implement the programs, projects and activities to detail and concretize impacts of climate change and solutions by incorporating the programs with socio-economic development objective of the sector and the localities.

General objectives

To enhance capability of climate change (CC) mitigation and adaptation to minimize its adverse impacts and ensure sustainable development of the agriculture and rural development sector in the context of climate change. Of which, focuses are given to:

- Ensuring the stability and safety of residents in cities, different zones and regions, especially the deltas of Mekong and Red rivers, the central and mountainous areas;
- Ensuring the stable agriculture production and food security with the stable area of 3.8 million ha of two seasonal rice crops;
- Ensuring safety of dyke and infrastructure systems to meet requirements in disaster prevention and mitigation.

Specific objective

1. Develop a policy system integrating climate change in sectoral development program, define responsibilities of relevant agencies as well as funding sources and management mechanisms of implementation of the action plan (AP) on CC adaptation and mitigation;
2. Develop an AP and propose support policies to the CC affected regions to ensure the sustainable development of different sub-sectors of agriculture and rural development sector;
3. Strengthen capacity of research and forecast of CC impacts in agriculture, water resources, forestry, salt production and rural development to provide scientific foundation for formulating policies, strategies and solutions for CC mitigation and adaptation in agricultural and rural development sector;
4. Strengthen international cooperation, promote the linkage with international and regional region programme and receive technical and financial assistance from international communities in CC mitigation and adaptation in agriculture and rural development sector;
5. Develop human resources for implementing the CC mitigation and adaptation;
6. Enhance awareness of government officials, staff and communities in CC mitigation and adaptation in agriculture and rural development sector;
7. Ensure equal benefit sharing for rural communities in implementing CC mitigation and adaptation.



ORGANIZATIONS

Institute of Meteorology, Hydrology and Environment (IMHEN)

- IMHEN has a long history of conducting projects related to CC since 1990s.
- Founded in 1976 in pursuance to the Government Decree No 215/CP.
- Re-structured in 2003 to be a scientific functional organization under the Ministry of Natural Resources and Environment (MONRE).

Its mandate is:

Research and Development on Meteorology, Climatology, Agro-Meteorology, Hydrology, Water Resources, Oceanography and Environment.

Institute of Science and Technology

The Institute will review the draft Framework of National Program of Climate Change prepared by IMHEN and submit to Vice Ministers or the Minister of MONRE.

Institute of Policy and Strategy on Natural Resources and Environment

According to the PEP project funded by UNDP/DFID, 'the institute should be empowered to coordinate the relevant agencies in different ministries in dealing with climate change adaptation, mandated with broad responsibilities to deal with CC adaptation and embrace the existing National Office for Climate Change and Ozone Protection (NOCCOP). It should conduct V&A assessment tasks, undertake analysis of climate impacts and adaptation options, exchange research results and coordinate with the CCFSC to apply policy development within MONRE and MARD. These sectoral policies should be used for MPI and Provincial People's Committees to integrate into national and provincial development plans and strategy'.

.....

...the institute should be empowered to coordinate the relevant agencies in different ministries in dealing with climate change adaptation...

.....

However, the Institute may not be strong enough to deal with CC issues, especially institutional issue because it is a newly established institute with limited staffing capacity in relation to CC work, for example in comparison to IMHEN. So it may not be able to carry out the work of preparing the National Program on Climate Change within MONRE.

Institute of Environment Monitoring and Disaster Mitigation

Such an Institute is proposed to be established within MONRE to help manage CC coordination, rather than the technical agency of IMHEN at the moment. However this is not yet approved by the Prime Minister. This should be monitored and followed up as needed.

International Cooperation Department (ICD) of MONRE

The ICD also helps key staff of the drafting team of the Framework of National Program on Climate Change by providing the assessment of the status of Viet Nam in dealing with CC. This is considered important in preparing the

National Program as it relates to choices of solutions/measures for mitigation and adaptation.

The Designated National Authority (DNA) for Clean Development Mechanism (CDM) in Viet Nam is also placed under the ICD. Functions and tasks of the DNA are:

- Develop assessment criteria, regulations and guidelines on CDM
- Provide national assessment of CDM projects
- Submit potential CDM projects to Steering Advisory/Consultative Committee of CDM for their evaluation.
- Receive, evaluate and present project ideas or designs to Minister of MONRE for issuance of Letter of Evaluation (LOE) or Letter of Approval (LOA)
- Provide information on CDM for investors, related international agencies, consultants and public
- Manage and coordinate activities and investment of CDM in Viet Nam.

An Advisory Committee of Viet Nam was founded in April 2003 and is headed by the Head of the International Relations Department, MONRE. The Committee includes 12 representatives:

- MONRE (one head, one standing committee member, one secretariat)
- Ministry of Foreign Affairs
- Ministry of Finance
- Ministry of Planning and Investment
- Ministry of Science and Technology
- Ministry of Industry
- MARD
- Ministry of Education and Training
- VUSTA

Functions and tasks are:

- Advise MONRE on policy issues related to setting up, implementing and managing CDM activities
- Direct and evaluate CDM projects in Viet Nam within the framework of the Kyoto Protocol and UNFCCC.

Some government officials from MPI and MONRE and some donor representatives express the view that the process of approval of CDM projects in Viet Nam is extremely slow, resulting in too few projects being approved so far, compared to the potential. The key reason seems to be the limited capacity of DNA and ICD within MONRE.

International Support Group on Environment (ISGE) Office at MONRE

ISGE overall Objective is “to assist MONRE, other Ministries and international donors towards mobilization and better coordination of ODA resources to attain Government of Viet Nam (GoV) and MONRE plans, priorities, policies and strategies geared towards enhanced sustainable management of the environment and natural resources through facilitating functions and activities”.

ISGE’s corresponding Vision reads: “Government and donor activities on environment and natural resources management are harmonized and coordinated, leading to effective pollution prevention, high environmental quality, and the sustainable use and conservation of natural resources in Viet Nam.



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Specific objectives, from its 2003 TOR, are:

- Assist MONRE/ICD to strengthen coordination, policy dialogue on natural resources management and environment protection;
- Advise the Minister of MONRE on issues related to the development of relevant short and long-term natural resources and environmental policies, development programs, ODA priorities and other specific environmental issues; and
- Facilitate, coordinate and disseminate information and lessons learned through meetings, consultations, newsletters, databases, study tours, etc.

As CC is a new and cross-sectoral issue, most staff of the relevant agencies express their need for more support in terms of further understanding of CC, skills and experience to develop a quicker approval process for CDM projects, technical expertise in predicting different CC scenarios, as well as methodologies related to CC, for example tools for assessing the vulnerability and adaptation of the local communities. There is a need for learning from the successful experiences of other National Programs such as Poverty Reduction, and for wide consultations from relevant stakeholders.

Climate Change Within Ministry Of Planning & Investment (MPI)

General views expressed from meetings with MPI officials and other technical advisors from the Environment Program funded by DANIDA based in MPI show that for most of the staff from various departments of MPI, CC is a very new topic and there is almost no work done on this issue at MPI.

According to Mr Phuong, Director General of Department of Science, Education, Natural Resources and Environment, people are aware that CC is already taking place. Mr Phuong raised some key issues related to the National Programme of Climate Change as follows:

- Coordination mechanism among Ministries, as a crucial part of the National Objective Program, should be well designed, with very active roles and responsibilities for Ministries such as MARD or Transport (those most affected by CC), and these roles and responsibilities made as specific as possible.
- Experiences from other successful national programs such as Poverty Reduction should be provided to MONRE when the National Programme of Climate Change is to be commented/consulted by other Ministries. Both MPI and MOLISA can provide valuable inputs. According MPI, to implement successfully the new Program, the Government should take a strong lead to coordinate the support from the international community (rather than being led by the donors because among the donors there is also a strong competition for being the leader in supporting GoV in CC, which negatively effects their own coordination).
- The National Program of Climate Change should provide funding as well as official mandate for other ministries to mainstream CC into their work. MPI will also have plans to mainstream CC into their current work.

Key Actors

- Mr Nguyen Huy Hoang, Senior Official of the Foreign Economic Department, responsible for Finland and Germany
- This Department assists negotiation between GoV and donor countries on investment programmes and projects funded by ODA. For example in early 2008 the German Government and GTZ will work with this Department to negotiate funding CC-related projects in the field of sustainable natural resource management. For functions of this Department, see Annex 5.
- Department of Science, Education, Natural Resources and Environment (DSENRE). This Department is responsible for carrying out appraisals for all projects related to CC (part of Environment sector). The Department will also integrate CC into Environmental Impact Assessment (EIA), Strategic Environmental Assessment (SEA), as well as model of Sustainable Appraisal (SA) (as has been done in the UK) for investment projects. On behalf of MPI, the Department will also provide comments during the consultation for the draft National Program of Climate Change from MONRE.
- Department of Management of Industrial Parks, Export and Processing Zones. In relation to mitigation and mainstreaming CC efforts with the private sector, this Department within MPI will be a focal one. See their functions in Annex 5.
- Small and Medium Enterprise Development Department: In relation to mitigation and mainstreaming CC efforts with the private sector, this Department within MPI will be a focal one. See their functions in Annex 5.

Needs and Gaps

- As most staff of MPI are not aware of CC issues or even the UN Conventions that Viet Nam has signed relating to CC, there is a need to provide communication materials and training programs to raise staff awareness, knowledge and skills to negotiate related issues, and how to integrate/mainstream CC into their work.

Coordination mechanisms

There are poor data on adaptation options and a lack of mechanisms for information sharing and management across sectors. Number of interviewees state that complicated structure in several ministries prevented from well interaction among government agencies concerning with climate change adaptation and disaster risk management. Review of several workshops on issues of climate change and natural disaster taken place in the last two years shows insufficient participations of MARD officers in MONRE workshops/ meetings and vice versa as well as inadequate involvement of other ministries in the events. So far coordination between the government agencies in climate change adaptation (via Steering Committee for the UNFCCC and KP) faces more challenges than in disaster risk management (via CCFSC).

The coordination function played by PACCOM is too small mechanism for DRM and CCA. Although DMWG and CCWG have played as effective forums for coordination's among NGOs, the two groups at present are informal bodies and does not yet have clear mandate so that overlap still exist between the two working groups in dealing with climate change adaptation.

Vietnam Network of Civil Society Organisations and Climate Change (VNCSCC) was set up officially on September 11, 2008. The VNCSCC is a network of Vietnamese based NGO's, connected to local business and government bodies. The Network has actually around 70 members from different areas including Vietnamese NGOS, government agencies, research institutes and universities.

The guidance principles of the Network as follow:

- It focuses on the climate change in Vietnam with due attention to the international and regional climate change issues related to Vietnam.
- It harmonises with the overall goals of the Government of Vietnam in addressing climate change.
- It ensures a high level of organisational and operational transparency.
- It is open for all individuals and organisations of the civil society to actively participate in and constructively contribute to its maintenance and development.
- It creates a flexible organisational and operational mechanism to promote the strengths of its members.

The Network aims to

- Openly and transparently work with organizations and individuals within Vietnamese civil society to coordinate activities related to climate change in Vietnam.
- Outwardly represent Vietnamese civil society to government and international on issues related to climate change in Viet Nam.
- Work in harmony with Network members without compromising the individual and principles of its members.
- Innovate and disseminate successful strategies for addressing the challenges of change in Vietnam that support and supplement the efforts of government.
- Be a leading source for technical and project information regarding climate change Vietnam
- Be a focal point for mobilising and focusing Vietnamese civil organisations, scientists, students, communities and individuals in initiatives dealing with climate change



The general objective is to enhance capability of climate change mitigation and adaptation to minimize its adverse impacts and ensure sustainable development of the agriculture and rural development sector.

Interviewees from NGOs and CSs also note that there is few support from government agencies for NGOs and CSs, particularly information sharing. As such, most of NGOs and CSs prefer working in local levels to conduct projects on climate change adaptation and disaster risk reduction.

Adaptive capacity, policy and decision making

Several problems have been exposed during process of coping with disaster events the last three years show that there have been weaknesses in policy analysis, planning and implementation. This can be explained by interviewees due to inadequate interdisciplinary expertise between MARD and MONRE in charge of disaster risk management and climate change.

Number of shortcomings of V&A assessment also reflects that national expertise to undertake vulnerability and adaptation (V&A) assessment and integrated assessment is weak. Limited staff capacity, particularly skills in analysis, planning, monitoring and evaluation for assessing trade offs between development decisions.

There has been a lack of government budget available for climate change adaptation and it remains difficult to allocate additional finance for adaptation as the issue has not been fully considered nor understood.

Existing policies and decisions made by different ministries respond to their specific sectoral area. Incomplete and un-coordinated management system with overlapping roles and responsibilities across sectors affected by climate change.

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This is reaffirmed by considerable concerns which have been raised during meetings of donors, NGOs and in the launching ceremony of National Target Program for the allocation of fund and finding effective financial mechanism for climate change adaptation and disaster risk management.



CLIMATE CHANGE IN THE PROVINCES

Discussion with agencies carrying out projects on CC at provincial level, and with provincial authorities of Ha Giang and Nghe An, show that those provinces without projects are not aware of CC issues and therefore have not yet taken action. Provincial authorities say they can act immediately before there is a National Program of Climate Change, if the Chairperson is committed to addressing CC. The most influential person is the Chairperson of the province. His advisory staff at the Office of the Province can advise and influence his commitment to act on CC. If/when committed, he can also issue a decision for all other provincial departments to mainstream CC.

According to provincial staff, each province has responsibility to tackle CC issues. If the Chairperson and Vice Chairperson of the province understand the risks and damage caused by CC to their people, they can take it up the issue in their provincial plans and they can directly approve CC-related projects.

Experiences from SEMLA program funded by SIDA show that province authorities have a lot of autonomy to integrate CC into their provincial plan and to allocate/attract financial resources for the work, even before the National Program of Climate Change is approved. During workshops in



Capacity building for the province will be needed in knowledge, skills, methodologies especially mainstreaming into various sectors and measures to support the most affected communities within the province.

Hanoi organized by MARD, where the representatives of some provinces were present, they were all very concerned about CC and wished to provide feedback to national level agencies from their own provinces.

In some provinces, there is a Steering Committee for Implementation of National Target Programmes, but actually, the NTPRCC is still not under responsibility of this Committee. In the reality, both NTPRCC and the Action Plan of MARD have been approved but nothing has happened at provincial level, even in 3 pilot provinces of NTPRCC.

Since early 2009, the Rockefeller Foundation has supported 3 cities in Vietnam including Da Nang, Quy Nhon and Can Tho to adapt with Climate change through the project called “Asian Cities Climate Change Resilience Network” (ACCCRN). The project aims to Build awareness and capacity on climate vulnerability and resilience; Provide tangible benefits to city partners including: Vulnerability assessment, Linkage of resilience measures to current city plans, Scoping and collaboration on pilot activities, Support for development of city adaptation / resilience strategy and action plans, Support city proposals for external funding, Support for implementation of city adaptation action plans and Establish regional network and support shared learning process (e.g. replication).

Up to date, Climate change and sea level rise scenarios as well as hydrological modeling were developed for all 3 cities; Climate change vulnerability assessment was also carried out for both community and city level. These results are using as the key inputs (foundation) for development of city resilience strategy and adaptation action plans. In addition, it's important to remain that the ACCCRN has engaged all key related local stakeholders to work together and the Shared Learning Dialogue Tool has been used for ensuring both bottom-up and top down approach.

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Thanks to this project, Da Nang, Quy Nhon and Can Tho have been considered as pioneers in the field in Vietnam. The experiences and knowledge from ACCCRN would play an important role for implementation of the NTPRCC at local level as well as to replicate in other places.

Capacity building for the province will be needed in knowledge, skills, methodologies especially mainstreaming into various sectors and measures to support the most affected communities within the province.

- Many provinces are not aware of CC issues.
- Provincial authorities appear to take up CC work if they are convinced and aware of its serious impact on their population (depending on their location), without waiting for the National Program on Climate Change.
- Provinces lack information, methodologies, tools and experiences in dealing with CC.

Recommendations

- Document the experiences from provinces to feed to National agencies during workshops and meetings, and help provinces to replicate good CC work.
- Start more CC-related projects in the provinces, especially those considered as hotspots

- Assist the province level with comprehensive data and information related to CC for its mainstreaming and planning.

Climate change activities – add some more ...

- A vast amount of CC-related information is available among donors, INGOs, VNGOs, government agencies and associations.
- Many international donors such as DANIDA, German government (GTZ), DFID, have started to address CC within their Viet Nam programs between 2008 and 2009.
- For CC capacity focus at the community level, INGOs are already implementing projects. Some documentation, methodologies and network of trainers at community level may be available for sharing.
- For CC mainstreaming, SEMLA program has started CC mainstreaming into land-use planning in 2008. East Meets West has started mainstreaming CC in their infrastructure projects. CARE International and Oxfam are also developing experience in mainstreaming CC into development projects.
- For CC adaptation and engagement with pro-poor focus, some UNDP projects, both on-going and planned in 2008 include information, tools and methodologies, in several geographic areas.
- Rockefeller Foundation has supported 3 cities in Vietnam since January 2009 to increase their adaptive capacity. The first phase of the project (January 2009-June 2010) focus mostly on engaging of relevant stakeholders, information and knowledge sharing, on capacity building and awareness rising at both community and city level. The expected outcomes before the implementation phase includes a City Resilience Strategy associated with adaptation action plans and proposal for funding. The whole process, lesson learnt, evaluation and monitoring works, methodologies and tools have been documented and shared with relevant stakeholders at different level – community, city and country (with national agencies and other cities) level.
- Very few VNGOs, such as CERED, CBC, are working in the field of CC.
- Few projects, if any, work on CC awareness-raising to large population.


Overall Gaps and Needs

Climate change-related policy development, research, and awareness raising all face coordination challenges, as climate change relates to so many sectors and other strategies, action plans and national target programs. The overall

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leadership for climate change policy development and implementation of the NTPRCC is with a steering committee headed by the Prime Minister and an Executive Board, which is made up of representatives from different ministries. A Standing Office in MONRE is tasked with coordination of implementation of the NTPRCC, but it has limited coordination capacities and participation of other ministries is still mixed. Experience with both long-standing and ad hoc coordination for responses to national challenges, such as the Central Committee for Flood and Storm Control (CCFSC), suggests that strong coordination between sectors and effective oversight (of investment projects, for example) can happen only if a National Committee

is directly supervised by the Prime Minister or a Deputy Prime Minister on a regular basis. It also requires very strong support structures, well resourced with finance and significant numbers of high quality staff possessing a wide



It is very important that awareness is raised further, that technical advice on climate change mainstreaming is provided, and that capacities are built during the early stages of the implementation of the NTP-RCC.

range of skills. The international community is supporting the Standing Office for the NTPRCC, but further strengthening and active contributions from different ministries is needed. The very active participation of MPI and MOF especially is important because of the expected changes in the nature of ODA to Viet Nam. In the future, donors will pay much more attention to mainstreaming climate change in ODA and are expected to create new opportunities for international financing of climate change actions as per the rights and responsibilities defined in the UNFCCC and ongoing negotiations. With successful outcomes of the climate negotiations Viet Nam will be eligible for new and additional grant aid and concessional loans for responding to climate change because it is a country particularly vulnerable to the adverse effects of climate change. However, Viet Nam's transition to middle income country status also means that it is becoming less eligible for other low-interest loans and grant aid from multilateral banks and bilateral donors. In other words, future ODA to Viet Nam is likely to be dominated by climate change.

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It is critical that within various institutions there is awareness of the importance of climate change and that staff possess relevant technical knowledge.
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It is critical that within various institutions there is awareness of the importance of climate change and that staff possess relevant technical knowledge. Therefore, capacity building on many fronts is urgent. With the implementation of the NTP-RCC, most ministries are being mobilised, and all face important

challenges in this regard. Some have more capacities than others whilst all have responsibilities. Despite expressed interest by many, in most ministries climate change (mainstreaming) is not yet seen as very important, even though several are now being supported in their action planning on responses to climate change (within their sector). It is very important that awareness is raised further, that technical advice on climate change mainstreaming is provided, and that capacities are built during the early stages of the implementation of the NTP-RCC.

The following are examples of capacities and responsibilities:

The **Ministry of Agriculture and Rural Development (MARD)** has taken on climate change as a major issue by setting up a dedicated office on climate change, and especially in disaster management and forestry action is being undertaken - though in both of these sub-sectors and in others there is still a lack of awareness and capacity.

The **Ministry of Planning and Investment (MPI)** is engaging with the issue as it has a central mandate for ODA coordination and management, but only a limited number of officials have a comprehensive understanding of climate change. At Provincial level.....No capacity

The **Ministry of Finance (MOF)** should become central to any efforts to finance climate change adaptation and to change the behavior of businesses and private consumers through financial policies that help develop a low carbon economy.

The **Ministry of Industry and Trade (MOIT)** has a key role in enabling industry to explore opportunities for low carbon industrial investments, renewable energy production, and also through market regulation.

Transfer and development of low carbon technology must be a key concern of the [Ministry of Science and Technology \(MOST\)](#).

The number of specialist staff in the [Ministry of Foreign Affairs \(MOFA\)](#) with in-depth knowledge of the global climate change debates and international policy positions is still limited, but clearly the ministry has an important role in the ongoing international negotiations on climate change.

The [Ministry of Construction \(MOC\)](#) and the [Ministry of Transport \(MOT\)](#) have critical roles in public infrastructure investment and regulation of, for example, urban development, with many implications for climate change adaptation (e.g. climate proofing of infrastructure) and GHG mitigation (e.g. energy efficiency).

The [Ministry of Education and Training \(MOET\)](#) and the Ministry of Culture, Sports and Tourism (MOCST) have critical roles to play in mainstreaming climate change in curricula and training, in campaigns to raise awareness among the general public, in collecting data on the impact of climate change on tangible and intangible cultural heritage, and in tourism development plans, as tourist and heritage sites are significantly affected by climate change.

The [Ministry of Health \(MOH\)](#) and the [Ministry of Labour, Invalids and Social Affairs \(MOLISA\)](#) have important roles to play in reducing vulnerabilities to climate change effects. For example, increased temperatures and changes in rainfall patterns are enhancing disease vectors. To address this problem requires strengthening social protection and health-care systems, and increasing public awareness. Several ministries also have responsibilities in terms of encouraging investments in social services that ensure they remain operational and accessible in times of natural disasters such as floods.

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Provinces and lower-level authorities must rapidly develop their action plans to respond to climate change.

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Many climate change responses fall, however, under the shared responsibility of different ministries and local authorities. Provinces and lower-level authorities must rapidly develop their action plans to respond to climate change too, which will also require large scale awareness raising and capacity building efforts. Ministries and universities and training colleges have critical outreach roles in this regard. MONRE officials, for example, have visited many localities and organised regional meetings to explain and discuss details of the NTP-RCC and the official climate change and sea level rise scenarios.

Planning and action must also involve several mass organisations such as the Viet Nam Red Cross, but knowledge of climate change responses is still limited in some of these, such as the Women’s Union and the Farmers’ Union. This means that coordination and cooperation are critical for success.



Secretariat

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October 2010

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