

# **Phase II Design Document**

## **(September 2014 – August 2017)**

**Integrated Coastal Management Programme (ICMP), Viet Nam**



**From: Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH**

**To: Australian Department of Foreign Affairs and Trade (DFAT)**

**Hanoi, 11 September 2014**

## Contents

	List of abbreviations	3
	Preliminary note	4
	Background: from Phase I (2011-2014) to Phase II (2014-2017)	4
<b>1</b>	<b>Brief description</b>	<b>8</b>
<b>2</b>	<b>Problem and potential analysis (related to development cooperation measure)</b>	<b>9</b>
<b>3</b>	<b>Description of the programme</b>	<b>11</b>
3.1	Objectives and indicators	11
3.2	Target groups and other stakeholders	12
3.3	Executing agency and partner structures	12
3.4	Design of Programme	14
3.4.1	Methodological approach and use of instruments	14
3.4.2	Interaction with other development programmes in partner country	16
3.5	Term	17
3.6	Results and risks of Programme	17
3.6.1	Macroeconomic, socio-economic, socio-cultural, political and ecological assessment	17
3.6.2	Development effectiveness at programme level	18
3.6.3	Assessment of risks	20

## Annex

ICMP Log-frame

## List of abbreviations

ADB	Asian Development Bank
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung
DARD	Department of Agriculture and Rural Development
DFAT	Australian Department of Foreign Affairs and Trade
DONRE	Department of Natural Resources and Environment
DOST	Department of Science and Technology
ICOE	Institute of Coastal and Off-Shore Engineering
MARD	Ministry of Agriculture and Rural Development
MONRE	Ministry of Natural Resources and Environment
NGGS	National Green Growth Strategy
PPC	Provincial People's Committee
SEDP	Socio-Economic Development Plan
SIWRP	Southern Institute for Water Resources Planning
SIWRR	Southern Institute for Water Resources Research
Sub-FIPI	Sub-Forest Inventory and Planning Institute
SWSC	South-West Steering Committee

## **Preliminary note**

This Design Document for Phase II of the Integrated Coastal Management Programme (ICMP) corresponds to the commission of the programme by the German Federal Ministry of Economic Cooperation and Development (BMZ) and to the Programme Document of the Vietnamese Government. This coherence of the planning documents enables a joint basis for the implementation of Phase II of the programme.

## **Background: from Phase I (2011-2014) to Phase II (2014-2017)**

From 2011 to 2014, the governments of Australia, Germany and Viet Nam have jointly financed the development programme “Integrated coastal and mangrove forest protection in the Mekong provinces for the adaptation to climate change (ICMP) / climate change and coastal ecosystems program (CCCEP)” (see the Design Document submitted by GIZ to DFAT on 02 October 2010). The programme has worked in 5 Mekong Delta provinces as well as on the national level in order to address challenges resulting from climate change and weak advisory capacities. The overall objective of the program has been to achieve the efficient management and protection of coastal ecosystems for the mitigation and adaptation to environmental hazards related to climate change.

The programme has been able to achieve many successes, most notably regarding the development of innovative technologies to cope with a changing climate and environment in the Mekong Delta. Amongst others, ICMP/CCCEP has pioneered the use of breakwater fences (“T-fences”) that have helped to stop and reverse an erosion of up to 30 meters per year, thus creating the basis for the rehabilitation of mangroves which protect the coast from floods and storms. Furthermore, the programme has successfully introduced gender-differentiated livelihood measures that have both raised the living standards of the targeted farmers and protected the environment, such as salt-tolerant rice varieties and sustainable shrimp farming. Action plans for the integration of gender into climate change and coastal protection policies were elaborated with the relevant stakeholders. Other programme achievements include two national policy packages on forest management and irrigation as well as the preparation of an interprovincial coordination mechanism.

These achievements and the locally developed technologies of the first phase of the programme (2011-2014) now have to be scaled up in order to realise their full impact on a broader scale. This is the purpose of the second phase of the programme (2014-2017) which builds on the experiences and successes of the first phase. The name of the programme in Phase II will be Integrated Coastal Management Programme (ICMP).

In the transition from Phase I to Phase II, a number of recommendations from a Joint Progress Review which was conducted in May 2013 have to be taken into account. Firstly, the review has stated that “the cooperation between individual provinces and the cooperation between the provinces and the national level with respect to scaling up of lessons learned and experiences needs to be done more systematically“. The programme will respond to this

shortcoming by shifting from a geographical to an impact-driven orientation, and by focussing more strongly on the institutionalisation and scaling up of the developed technologies (see below). Secondly, the review has mentioned that „a joint implementation plan has not yet been designed“, which is due to previously differing planning documents for the German and Australian donors. This shortcoming will be addressed by a joint log-frame and operational plan as well as by the fact that this Design Document is highly consistent with the offer that GIZ has submitted to BMZ.

A number of lessons learnt in Phase I of the programme have led to changes in the set-up of the programme in Phase II. These lessons include:

#### Broad-scale impact needs institutionalisation

While the programme has developed a number of effective solutions in Phase I, it has become apparent that these solutions can only be implemented at a broad scale when they are part of the Vietnamese government system. So far, many of the solutions could be applied in the framework of a development programme, because current rules for Vietnamese authorities do not always allow such measures – for instance regarding mangrove rehabilitation, where current cost-norms force foresters to plant the cheapest mangrove varieties which are often not suitable for the areas they are planted in.

This is why in Phase II, the programme will put even more emphasis on the question how the Vietnamese authorities can put the developed solutions into action. One central mechanism for this is to take the learnings from the local level and to turn them into national policies, which then can be applied wherever they are suitable. This approach has already been followed with the cost-norms for mangroves, which are currently being revised, with a Prime-Minister decision on breakwater fences, and with a Prime Minister Decision on mangrove co-management.

#### Broad-scale impact needs cross-provincial cooperation

Although ICMP/CCCEP itself was active in five different provinces in the Mekong Delta, it has proven to be difficult to initiate a regular dialogue between the provinces, even though many pressing questions – most notably water management – cannot be solved without stronger cross-provincial cooperation. While the programme has already initiated several measures in this regard, cross-provincial coordination needs to be an even bigger focus in the next phase. Similarly, also the management structure of ICMP/CCCEP itself will focus less on single provinces and more on a comprehensive approach that profits all provinces.

#### Broad-scale impact needs more and more diverse actors

Phase I of the programme has shown that in order to achieve broad-scale impact, interventions in the Mekong Delta cannot be limited to government institutions. Especially the private

sector plays a crucial role for the future of the Mekong Delta, and this is why the programme in the future will increasingly focus on cooperating with private businesses.

One example for this approach is the planned cooperation with the agricultural industry, for instance in the context of the Better Rice Initiative Asia (BRIA) or by initiating an aquaculture roundtable for the Mekong Delta. Other potential actors include energy companies that operate directly at the coast.

Civil society organisations also represent considerable un-tapped potential for the Mekong Delta. This is why the programme supports NGOs and NGO networks to raise their voice in the climate adaptation discussion and to get more involved when it comes to reducing the vulnerability of the poor against the impacts of climate change.

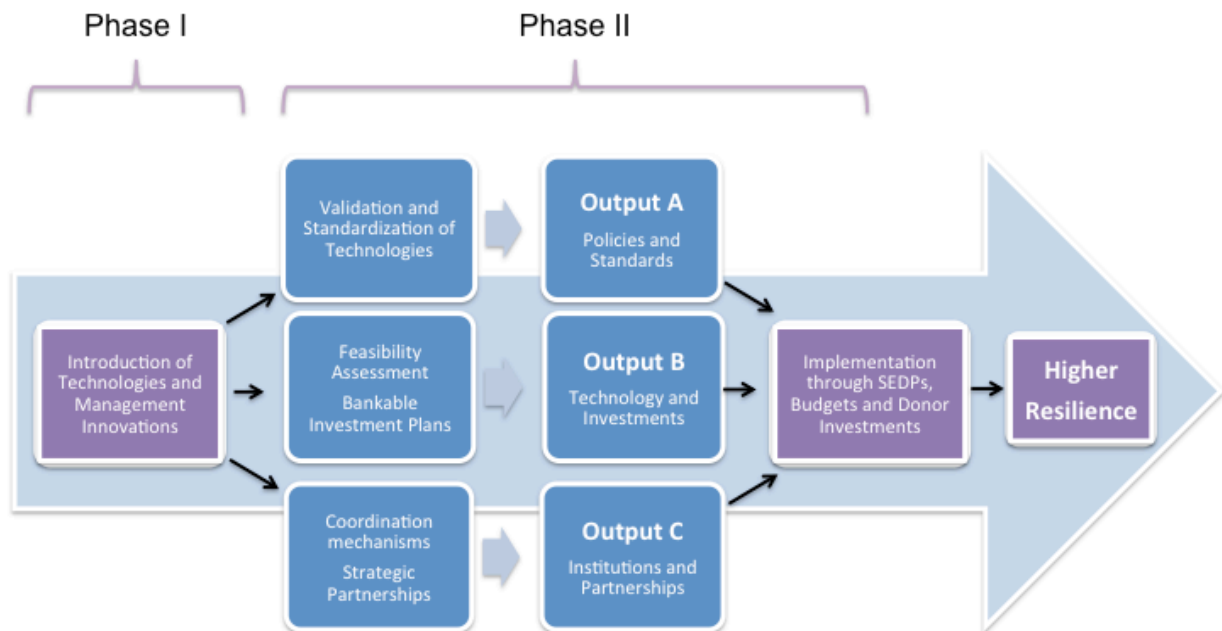
#### Broad-scale impact needs international coordination

The Mekong Delta has received increasing attention from international actors in recent time. This focus from the international community offers an immense potential for the climate-resilient development of the Mekong Delta, especially if the efforts of international actors are not only coordinated with the Vietnamese government, but also coordinated within the international community.

The Mekong Delta Roundtable, initiated by the World Bank and the Dutch government, is an appropriate forum for such coordination and has contributed significantly to the alignment of different strategies by supporting the Mekong Delta Plan, a forward-looking strategy for the Mekong Delta. Yet, Phase I of the programme has shown that the roundtable as well as other coordination fora need a more systematic coordination mechanism, amongst others by better linking bilateral technical assistance to multilateral loans.

This has direct implications for ICMP/CCCEP. Broad-scale impact depends not only on the available policies and regulations, but also on the means to implement new approaches. With the comparably limited budget of a technical cooperation programme, ICMP/CCCEP does not have the resources to implement the developed measures wherever they are needed. This means that even more focus than in the past has to be put on supporting Vietnamese authorities in allocating and accessing the funding necessary for the climate-resilient development of the coast of the Mekong Delta.

Thus, the institutionalization and scaling up of the successes of Phase I is at the core of Phase II:



To achieve higher resilience, innovations (Phase I) need to be successfully translated into policies which become binding (see Output A in the Annex “ICMP Planning Matrix”). On the other hand, the implementation of innovations through policies needs sound institutional support to not only create appropriate procedures but also to foster and establish partnerships which help to create synergies (see Output C in the Annex “ICMP Planning Matrix”). Finally, both forms of institutionalization can only be capitalized if technical, managerial and financial capacities are further enhanced (see Output B in the Annex “ICMP Planning Matrix”).

The following document describes Phase II of the programme in more detail.

## 1 Brief description

The Mekong Delta is home to 20 million people and is Viet Nam's most important agricultural region. Producing 55% of the country's rice, the Mekong Delta is the reason that Viet Nam, which once suffered from shortage of rice, is now the world's second largest exporter of rice. In addition, the Delta is the country's third largest industrial region.

Yet, the Mekong Delta is facing existential threats. Climate change is leading to rising sea levels, and according to the Ministry of Natural Resources and Environment, 38% of the Mekong Delta could be underwater by the year 2100. The mangrove forests along the coast are in dramatic decline. At the same time, there has been a considerable increase in flooding, and there are rising levels of saltwater intrusion in the country's waterways and soils. Improper agricultural practices are leading to ecological imbalances. The future of the entire Mekong Delta is threatened.

However, the country's institutions do not have sufficient capacity to halt these trends. The core problem is that the governmental institutions at the national level and provincial level lack the planning, technical and financial capacity to enable the coastal ecosystems of the Mekong Delta to be developed in a manner that is resilient to climate change.

To address this core problem, the key objective of Phase II of the programme (2014-2017), which builds on the successes and experiences of Phase I (2011-2014), is: the government authorities at national and provincial levels (Ministry of Agriculture and Rural Development (MARD) and Provincial People's Committees (PPCs)) utilize their strengthened political, planning and financial capacities to foster climate-resilient development of the Mekong Delta.

In Phase II, the programme is working towards this end in three areas of action:

1. **Policy and standards** – focused on establishing the political, administrative and legal framework for mainstreaming climate resilience into investments.
2. **Technologies and investments** – building up the technical and financial capacities of partner organisations so that selected measures targeting coastal protection, water management and agriculture can be broadly implemented.
3. **Institutions and partnerships** – improving the institutional conditions for climate-resilient development of the Mekong Delta's coastal ecosystems and creating new strategic partnerships.



## 2 Problem and potential analysis (related to development cooperation measure)

Viet Nam is particularly at risk from the impacts of climate change. Climate models consistently predict increasing frequency and intensity of flooding and tropical storms – and these scenarios are predicted for the near future. Within Viet Nam, the Mekong Delta is particularly threatened by the impacts of climate change. By the year 2100, it is predicted that the sea levels will rise by one metre. This would flood 38% of the Mekong Delta (MONRE 2009). In view of the coastal damage that would be caused by climate change (e.g. erosion, loss of mangrove forests, and destruction of dikes), there is particularly urgency to adopting immediate climate change adaptation measures for these ecosystems. Due to the high population density, people would be heavily impacted by these developments.

Intensive rice production and the associated large-scale irrigation systems, the rapid expansion of aquaculture for export activities (particularly shrimp and fish farming), and the unsustainable management of protected areas and mangrove forests all lead to increasingly poor water, soil and biomass conditions – a process that will be further reinforced by climate change. These developments are not only of grave importance for the ecological balance, they also take away the most important source of livelihoods for the poorest sectors of society.

Climate change is already having an impact on human rights in Viet Nam and this influence will expand in the future. Processes caused by climatic changes such as sea level rise, loss of ecosystem services and land degradation infringe on the rights of territorial integrity and can lead to involuntary resettlement and significant migratory flows. Shifting rain patterns and changes in extreme weather events adversely affect people's rights to life, food, health and integrity.

Governmental institutions at the national and provincial level, particularly the Ministry of Agriculture and Rural Development (MARD) and the Provincial People's Committees (PPCs), are currently unable to adequately address these enormous challenges. There is a lack of capacity needed to initiate the development of the Mekong Delta based on a sustainable use of available resources. Climate-resilient and sustainable development requires that corresponding priorities are reflected in development plans and budgets, and that technical, institutional and legal requirements are met for achieving a scaling-up of tested approaches and measures. Within this context, the programme has already developed and piloted numerous innovations that may indicate ways forward. But there is a lack of planning and technical capacities within the institutions, as well as financial resources required to implement strategies and plans in addition to concrete measures at the national and provincial level.

The **core problem** is that governmental institutions at the national and provincial level (particularly the Ministry of Agriculture and Rural Development (MARD) and the Provincial People's Committees (PPCs)) lack the planning, technical and financial capacity to contribute to the climate-resilient development of the Mekong Delta's coastal ecosystems.

Among the key **causes** of the core problem is that the legal and administrative basis for systematic investment in climate-resilient measures – like the construction of protective fences or the reforestation of mangrove forests – has not yet been established. The innovative coastal protection measures and technologies (including measures within the agricultural

sector) required for comprehensive scaling-up activities have not been specified yet. There is also a lack of investment plans that could be provided to Vietnamese planning and finance offices as well as other potential donors in order to serve as a basis for decisions on potential budget allocations. Another main cause of the core problem is the lack of coordination and cooperation between the governmental organisations that are of relevance to climate change, and a lack of inclusion of other strategic partners from the private sector, civil society and academic community. There are particular deficits in the cooperation among provinces and between the national and provincial level.

The **negative effects** are that while the responsible governmental bodies and their partners are implementing promising, but isolated, measures aimed at increasing sustainability, resilience and poverty reduction, to date there has not been comprehensive and extensive sustainable development of the Mekong Delta's coastal ecosystems.

**Potential** for improvement does however exist, not least because climate change and 'green growth' are both high on the Vietnamese government's agenda. Multiple relevant strategies and action plans have been drawn up over recent years, for example the National Green Growth Strategy (NGGS) from 2012 and the National Climate Change Strategy of 2011. Donors are now also increasingly working together to promote sustainable development in the Mekong Delta. With support from the Netherlands, the Vietnamese government – with participation by this programme – has developed a Mekong Delta Master Plan, which is contributing to coordination of measures among the Vietnamese governmental bodies and donors.

Among the **results achieved to date** is the programme's success in developing and testing a large number of approaches, technologies and practices, which have positive impacts on the conservation of natural resources and climate change adaptation for coastal ecosystems, as well as increasing people's incomes. The programme has also contributed to halting erosion in multiple provinces where projects are being carried out, and even to reclaiming land that had already been carried away by the ocean. Among other things, this has been made possible through the use of bamboo barriers ('T-fences') that were developed on the basis of complex hydrological modelling. Due to these techniques, which imitate natural propagation of mangroves, it has also been possible to stop the decline of mangrove forests, and even reverse this trend. Mangroves provide the best natural protection against flooding and tidal surges. In regards to agriculture and aquaculture, the programme has developed new approaches, which are environmentally friendly and targeted towards increasing people's incomes. These approaches have already been implemented in over 8,500 households.

These and other impacts should now be further capitalised upon, and undergo systematic application for impact on a larger scale than present. This is one of the core activities of the programme, and a range of important policy and institutional foundations have been laid for this purpose. The programme has assessed starting points from which coastal protection and climate change adaptation issues can be integrated into overall development planning at the national and provincial level – for example through the Socio-Economic Development Plans (SEDPs) of the provinces.

The programme is already cooperating with the South-West Steering Committee (SWSC), which is part of the Communist Party of Viet Nam and the only institution that is coordinating development activities in the Mekong Delta. A draft Memorandum of Understanding between

the programme and the SWSC has been prepared. Thematic mechanisms for cooperation among the provinces (e.g. on water and irrigation management) were also successfully initiated in the first phase and now need to be expanded and formalised.

### **3 Description of the programme**

#### **3.1 Objectives and indicators**

##### **Programme objective for Phase II**

Government authorities at national and provincial levels (Ministry of Agriculture and Rural Development (MARD) and Provincial People's Committees (PPCs)) utilize their strengthened political, planning and financial capacities to foster climate-resilient development of the Mekong Delta.

##### **Indicators**

1. The Ministry for Agriculture and Rural Development (MARD) implements a gender-differentiated policy framework for the protection and climate-resilient development of coastal ecosystems (particularly legal frameworks for the promotion of mangrove forest rehabilitation, erosion protection, management of wetlands, water management and sustainable livelihoods) in the Mekong Delta.

Base value 2014: A national policy framework for coastal ecosystems has not yet been developed, ratified, or implemented.

Target value 2017: A gender-differentiated national policy framework is implemented;

Source: Documents that describe the national policy framework and confirm the assessment of gender-differentiated vulnerabilities; relevant documents on planning and decision-making processes, e.g. Socio-Economic Development Plan (SEDP).

2. The funds aiming at coastal management and climate change adaptation allocated in the annual budget plans of 5 provinces in the timeframe 2015-2017 amount on average to at least 20% of the respective overall budgets.

Base value 2014: Not available because corresponding activities are currently not classified or quantified in this manner.

Target value 2017: 20%;

Source: Budget plans for 2015, 2016 and 2017 in the five provinces.

3. The feasibility assessments and investment plans developed by the programme and the newly forged strategic partnerships have been used by programme partners (e.g. government authorities, civil society organizations, private sector, research organizations) to access additional funding of at least EUR 15m by other development partners and international financing mechanisms (e.g. Green Climate Fund) for the implementation of measures fostering climate-resilient development of the Mekong Delta.

Base value 2014: EUR 0;

Target value 2017: EUR 15 million;

Source: Documents (e.g. proposals, drafts, statements), financing plans, public budgets, programme budgets; documents that describe the application and granting of financial resources.

### **3.2 Target groups and other stakeholders**

**Target groups:** A total of around 20 million people live in the Mekong Delta, including more than 7 million in the five programme provinces of An Giang, Kien Giang, Ca Mau, Bac Lieu and Soc Trang. These people use the ecological resources provided by the coastal wetlands and are therefore particularly vulnerable to the impacts of climate change. This includes landless people living from the collection of natural resources (e.g. crabs, fish and honey) for their own consumption and as trade goods, as well as farmers and shrimp farmers dependent upon the brackish water regime. The provinces are home to ethnic groups like the Viet, Hoa, Cham and Khmer. The minority Khmer ethnic group includes a disproportionately high share of the poor resource users.

Women and girls are primarily occupied with the collection of natural resources and are seldom included in planning work and decision-making. Based on the results of the gender analysis, the programme will dedicate particular attention to taking gender aspects into account when formulating the intended policies, and the inclusion of women and ethnic minorities into priority value-added chains. Within the context of the ecosystem-based approach to climate change adaptation, vulnerabilities facing women will be explicitly considered. When conducting training activities and making compensatory payments for ecosystem services, a particular focus will likewise be placed on women and ethnic minorities.

**Other stakeholders** include specialists and leaders who will be provided with advisory support and training by the programme. This includes representatives of the South West Steering Committee (SWSC) and provincial governments, as well as other local institutions. Representatives from civil society, the private sector and the Vietnam Women's Union will also be included.

### **3.3 Executing agency and partner structures**

The Ministry for Agriculture and Rural Development (MARD) is the executing agency.

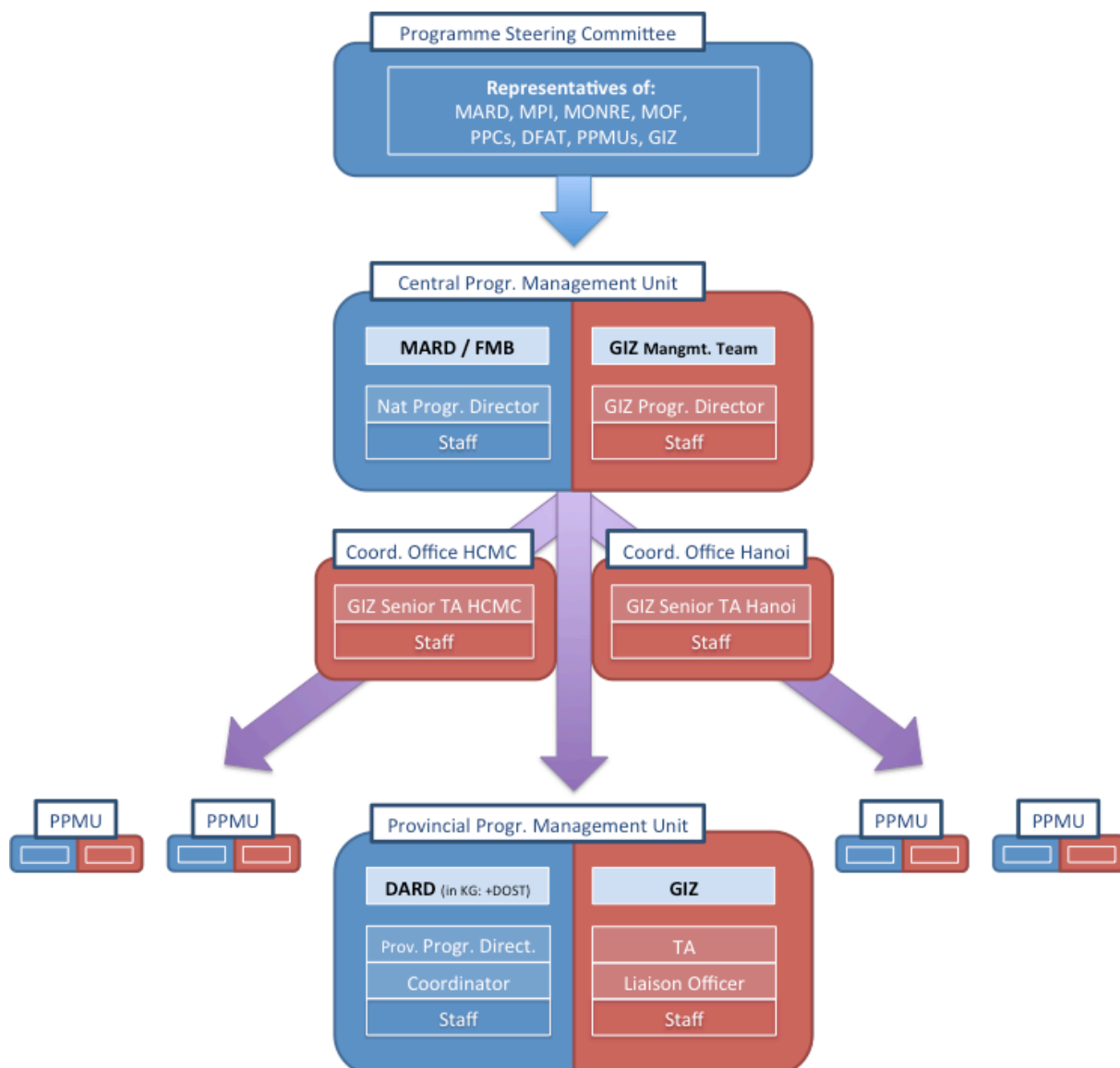
Upon confirmation of the offer by BMZ, the executing agency has the right to directly request GIZ to provide all inputs. GIZ and the executing agency will arrange the specifics in an implementation agreement.

MARD as well as its subsidiary bodies at the decentralised governmental levels (Department of Agriculture and Rural Development, DARD), are the most important partners for implementation. The Provincial People's Committee (PPC) is the executing agency at provincial level, responsible for the development and distribution of guidelines and ordinances on the implementation of sustainable and climate-resilient practices.

The programme is working together with multiple institutions affiliated with the MARD:

- The Programme is institutionally anchored with the Forestry Projects Management Board (FPMB), under MARD's Directorate of Forestry (VNForest). The FPMB is responsible for implementing the financial cooperation and programmes. Capacity is particularly lacking in terms of project management, network building, including organisational development, and leadership.
- The Water Resource Directorate (WRD) under the MARD is an implementation partner at the national level. The WRD is responsible for the development and implementation of national policies within the areas of irrigation management and systems, and flood and disaster prevention.
- VNForest is an implementation partner at the national level. VNForest is responsible for the development and implementation of national policies, among other things with regards to forestry management, including co-management and coastal forest protection and management.
- A 20-member steering committee, chaired by the MARD Vice-Minister, is handling the overall programme management.

Accordingly, the Steering Structure of the programme will be as follows:



In addition, the programme is cooperating with four other ministries. The ministries and their subsidiary bodies at the local level (departments) are playing a key role in the creation of policies, development plans and guidelines, as well as the implementation of concrete activities. These ministries include the Ministry of Natural Resources and Environment (MONRE), Ministry of Planning and Investment (MPI), the Ministry of Finance (MOF) and the Ministry of Science and Technology.

Multiple institutions based in Ho Chi Minh City play a key role in the programme, because they represent an important linking element between the national and provincial levels for planning, validation and implementation of activities. These institutes include the Southern Institute for Water Resources Research (SIWRR), the Southern Institute for Water Resources Planning (SIWRP), the Institute of Coastal and Off-Shore Engineering (ICOE) and the Sub-Forest Inventory and Planning Institute (Sub-FIPI). The SWSC ensures coordination and cooperation between provinces and is used to achieve harmonised planning of sustainable and climate-resilient development in the Mekong Delta. Furthermore, the programme is also cooperating with the private sector, non-governmental organisations (NGOs), civil society and research institutions in order to utilise the respective expertise and resources for scaling-up of the identified pilot activities.

### **3.4 Design of Programme (Phase II)**

#### **3.4.1 Methodological approach and use of instruments**

##### **Methodological approach**

The programme aims to build up the planning, technical and financial capacities of Vietnamese governmental bodies at the national and provincial level in order to contribute to climate-resilient development of the Mekong Delta's coastal ecosystems.

The programme is divided into three areas of action. The first of these, **policy and standards**, is focused on creating political, administrative and legal conditions for the mainstreaming of climate-resilient and 'green growth' oriented investments. Guidelines and regulations for the management of coastal ecosystems are being developed with the programme's support and approved by the relevant national and provincial bodies, particularly MARD, DARD and PPCs. Such processes establish the basic conditions necessary for successful scaling-up of practices and technologies that have been piloted over the course of programme implementation to date. The adopted guidelines and regulations enable dissemination of the technologies and measures beyond the boundaries of the five provinces directly supported by the programme.

On the province's initiative, customarily through the PPCs, with support from the programme and e.g. DARD and the Department of Science and Technology (DOST), concrete coastal protection and agricultural measures (e.g. rehabilitation of mangrove forests or the construction of dikes) are recommended to MARD. Technical standards and guidelines must be de-

veloped for the implementation of these measures. In order to support the standardisation, the Programme is conducting technical quality assurance activities.

Instruments and methods, among other things, are being used for this purpose and were previously developed by the programme (e.g. hydrological modelling, Geographic Information System (GIS) mapping, quality assessment of dikes). These technical assessments are being conducted in close cooperation with the advisory institutions based in Ho Chi Minh City, e.g. the SIWRR, SIWRP, ICOE and Sub-FIPI. The technical assessment is followed by the formulation of regulations and policies that set the standards and administrative steps for further dissemination of the respective technologies or measures. The formulation and implementation of policies and regulations is carried out on behalf of MARD and is conducted in close cooperation with the institutes in Ho Chi Minh City.

The second area of action, **technologies and investments**, aims to build up the technical and financial conditions required for broad implementation of selected climate-resilient coastal protection and water management – including agricultural – measures. Towards this end, the necessary technical capacities and management capacities of partner organisations will be developed and enhanced. The objective is to prepare investments in climate-resilient technologies and practices so that these can be implemented, in a second step, by other actors (e.g. World Bank or ADB). This is being achieved, in particular, through feasibility studies and investment plans tailored to potential donors that specify the exact costs and benefits of the implementation of concrete measures. Examples of potential activities within the areas of coastal protection and water management include reforestation of mangrove forests, construction of ‘T-fences’ (protective fences) along coasts, erosion protection measures, and the planting of salt-tolerant tree species. Examples of potential measures related to agriculture include sustainable shrimp production, cultivation of alternate wetting and drying rice, and agroforestry systems. Co-management of natural resources, i.e. sharing of management responsibilities between official bodies and users of the respective resources, will be included in the programme’s innovative approach. The programme intends to build up the capacities of national, regional and provincial governmental bodies and their partners until they can take up complete responsibility for the entire planning, implementation and maintenance process over the long term.

The third area of action, **institutions and partnerships**, is focused on improving the institutional conditions for broad implementation of an approach for the climate-resilient development of the Mekong Delta’s coastal ecosystems. Implementation of the programme to date has illustrated that the Programme needs to focus even more intensely than before on strengthening coordination and cooperation mechanisms between the national and provincial level. Climate change is still a new issue for the Vietnamese administration, which is why considerable effort is needed in this area towards achieving alignment among different institutions.

The current programme has already identified appropriate advisory institutes located in Ho Chi Minh City for the implementation of a harmonised approach across the provinces to the protection and development of coastal ecosystems. This harmonised approach should promote exchange of experience between provinces and strengthen the coordinated implementation of measures extending across provinces and across sectors. In addition to advisory institutes, the SWSC has emerged as an important partner in this respect. The SWSC has de-

veloped a Draft Memorandum of Understanding for more intensive cooperation among the provinces with the programme's support.

The programme is also supporting systematic coordination of climate-resilient development of the coastal ecosystems within the provinces. At the provincial level, past planning processes related to this have been largely held in parallel. Action plans to respond to climate change and sea level rise were formulated on this basis, but were not systematically coordinated with the SEDPs and the sectoral strategies for water, forestry and fisheries. The programme's past implementation has raised awareness within the provincial bodies about an integrated approach. Under the leadership of the DARD, the Programme is supporting the provincial bodies (including DONRE, DOST, Department of Planning and Investment) to ensure more intensive cooperation in regards to the implementation of an approach to climate-resilient development of coastal ecosystems, and to develop a general plan for coastal protection. Among other things, this plan should ensure that planning and implementation of measures with cross-thematic relevance is better coordinated.

This area of action will continue to support strategic partnerships with other donors, civil society, the private sector and the research community to generate agreement upon a coordinated approach to supporting coastal ecosystems. In order to further intensify the dialogue with the private sector, the programme is helping to organise the annual Mekong Delta Economic Cooperation (MDEC) Forum, which specifically seeks to include private enterprises in the development of the Mekong Delta. Cooperation with the private sector is defined in PPPs (see 3.4.2).

The programme's approach is designed in such a manner that the programme provides actionable approaches from these three areas of action, which can then be implemented by the Vietnamese government (for example within the context of the SEDPs) or by international partners. In order, for example, for the provincial governments or the World Bank to implement major coastal protection activities, first the political foundations need to be laid (first area of action), then feasibility studies must be conducted (second area of action), and there must be inclusion and cooperation with corresponding institutions as well as additional partners in implementation (third area of action).

### **3.4.2 Interaction with other development programmes in partner country**

Collaboration and coordination with other Australia's bi-lateral and regional programs operating in the Mekong Delta, including e.g. (i) a community-based disaster risk management component of ADB's Flood and Drought Risk Mitigation Project (2012-2016) aimed at improving management of floods and droughts in Tien Giang and Dong Thap provinces; (ii) Community-based Climate Change Action Grants Program (2012-2015), supporting sustainable livelihoods and disaster risk reduction for communities across An Giang, Kien Giang, Tien Giang and Soc Trang among the program's ten provinces; (iii) Mekong regional water program, providing support for a study on how mainstream dams will impact the Mekong Delta. Also, assistance to the development of a MONRE's policy action relating to ICZM national action plan.



### 3.5 Term

Term from 09/2014 until 08/2017 (3 years, 0 months).

### 3.6 Results and risks of Programme

#### 3.6.1 Macroeconomic, socio-economic, socio-cultural, political and ecological assessment

**Gender equality:** The participatory approaches are oriented towards achieving gender equality. The Women's Union, which is represented all the way down to the commune level, is being included in the process, and women's groups are being strengthened within the context of income-generating measures and co-management agreements. Women should benefit more from priority value-added chains. Within the context of the ecosystem approach to climate change adaptation, explicit consideration is paid to the vulnerability of women. Positive impacts on gender equality are therefore expected (Marker **GG-1**).

**Participatory development and good governance:** Participatory development and good governance within the area of integrated management of coastal ecosystems is the programme's primary objective and is of decisive importance to the success of its implementation. The programme will improve cooperation among bodies at the national, provincial, district and commune level, as well as the residents of coastal areas, in terms of the joint development of sustainable use solutions for coastal area resources. Through active participation by communities (differentiated according to use groups, e.g. small businesses, agriculture, fish farming, fishing), their negotiating position within the context of co-management agreements will be strengthened vis-à-vis official bodies and interest groups. (Marker **PD/PG-2**).

**Environmental protection and resource conservation:** The programme's objective is to conserve the ecologically important coastal areas and to support climate change adaptation through integrated, cross-sector participatory management. By creating the institutional and economic conditions for sustainable management of protected areas and the mangrove forests as well as conservation of species that are utilised or protected, it can be expected that there will be far-reaching positive ecological impacts (e.g. protection of the coasts, mangroves, land and water regime, as well as climate change adaptation) (Marker **UR-2**).

**Adaptation to climate change:** Adaptation to climate change in the Mekong Delta is one of the programme's main goals. The Programme focuses on enabling climate-resilient development of the coastal ecosystems. In this regard, adaptation to climate change is prioritised in the relevant policies, development plans and budgets. Appropriate approaches and practices will be further expanded through standardisation, guidelines, technical advisory support and financial resources (Marker **KLA-2**).

**Biodiversity convention:** The measure contributes in particular to achieving the objectives of the Biodiversity Convention. It is focused on the conservation and sustainable use of the Mekong Delta's fragile coastal ecosystems. The mangrove forests in the selected provinces (especially Ca Mau), which are protected by the programme, are among the most world's most important mangrove forests (Marker **BTR-2**).

**Poverty orientation:** The programme is particularly targeted towards the poorer segments of the population. Initial impact studies on the promotion of sustainable aquaculture in small-scale farms near the coast, and the implementation of 'Best Management Practices' have found an average increase in income levels of 35% while the risk of harvest losses was simultaneously reduced. Due to the sectoral focus and multi-level spatial approach of the programme, the spread of successful approaches to improving income levels among the target groups can be guaranteed (Marker **AO-SUA**).

**Rural development and food security:** The programme supports rural communities to achieve resource-friendly land use practices. Examples include the conservation of biodiversity, improved erosion protection, introduction of salt-tolerant rice varieties, management of saltwater intrusion and sustainable use of freshwater and soil resources. The programme is contributing to the agricultural and rural development policies being more strongly oriented towards the challenges posed by climate change. Agricultural production systems (like aquaculture, rice cultivation) are being promoted, diversified and more sustainably designed. Rural development is a main objective of the programme and of decisive importance for its implementation (Marker **LE-2**).

**Human rights:** The Programme does not pose any human rights risks. The programme is particularly focused on ensuring the availability and access to food and protecting the sources of livelihoods for poor segments of the population, which are threatened by climate change (like natural resources).

### **3.6.2 Development effectiveness at programme level**

**Relevance:** The programme matches the strategic development objectives of the Australian Government's aid program to Vietnam, which contributes to advancing adaptation to climate change and climate-resilient development, focusing on the Mekong Delta. Climate change and 'green growth' have been increasingly prioritised by the Vietnamese government in recent years as focal areas. This fact is reflected, among other things, in the formulation of various strategies and action plans, e.g. the NGGS from 2012 (with the associated National Action Plan on Green Growth 2012-2020) and the National Climate Change Strategy from late 2011 (including the associated action plans at the provincial level).

**Effectiveness:** Results achieved so far over the course of the current programme and previous completed projects in the Mekong Delta have generated very good conditions for achieving the objectives of this programme. Approaches, methods, practices and technologies were tested on a pilot basis and are now available for systematic scaling-up. Due to its long-term commitment, GIZ has a very good connection to the partner system. This will be further intensified by the programme by entering into strategic partnerships. The objectives and impacts formulated for the programme correspond to the individual interests of the partners.

Joint planning will be achieved through the programme management structure. It can be expected that the political and strategic prioritisation of climate change and 'green growth' will also be reflected in the allocation of funding, the interest in capacity development of organisations and specialists and leaders, as well as practical implementation of activities.

**Efficiency:** The programme has successfully completed the development of pilot measures and is now concentrating on establishing the technical, financial and administrative requirements for a systematic scaling-up. It is thereby contributing to the creation of frameworks and the development of capacities that enable the implementation of a broad approach to the conservation of coastal ecosystems. The programme seeks strategic partnerships with institutions and organisations, which are essential from political economy, technical and financial points of view, in order to achieve multiplier effects. Potential donors are being systematically and directly included by the programme.

**Impact:** The programme's developmental impacts include reduction of poverty in the project region. This is achieved through income-generating activities and the conservation or increased productivity of natural resources. In addition, availability of and accessibility to food is being improved and the Mekong Delta's ecological sustainability is protected. In terms of global development objectives, the programme is contributing to the Millennium Development Goals 1 (eradicate extreme poverty and hunger) and 7 (ensure environmental sustainability).

**Sustainability:** Based on the outcomes of on-going and completed projects in the Mekong Delta, the programme is creating the technical, financial and administrative conditions for a broad and pronounced impact. A series of activities are focused on mainstreaming into the governmental systems: the creation of guidelines, regulations and technical standards approved by governmental bodies, the consideration of activities in development plans and budgets that are aimed at climate change adaptation and sustainable development, and the accompanying capacity development of organisations and individuals. These measures considerably increase the likeliness that the impacts achieved over the course of the activities will persist.

**Monitoring:** The programme has already designed and implemented a web-based bilingual monitoring system. It takes into account the needs of different users (e.g. MARD, DFAT, GIZ, BMZ), among other things, in regards to knowledge management, project management and reporting. The monitoring system enables decentralised registration of all activities conducted at the provincial and the national level, which means that programme staff in the provinces as well as at the national level can directly access the monitoring system and feed in data and information.

The system collects information on outcomes, the degree to which objectives have been achieved at the indicator, milestone and activity level, as well as specific markers. In this context, the focus of the monitoring system is less on activities and outputs, but preferably on outcomes and impacts, especially with regard to the eight indicators (see log-frame attached). Whenever possible, data will be monitored in a gender-disaggregated manner, especially with regard to livelihood impacts.

### 3.6.3 Assessment of risks

#### Overall risk that objectives will not be achieved

very high:                      high:                      medium: x                      low:

#### Description and assessment of individual risks

Risks	Risk-reduction measures
<p>Strained public budgets could lead the Vietnamese government to shift its priorities towards measures aiming at short-term economic growth, neglecting aspects of sustainability.</p>	<p>This risk lies on a political level that is beyond the sphere of influence of the programme.</p>
<p>The poverty reduction effect of the sustainable use of resources could set in with delay, thus reducing the interests of government authorities and target groups in such measures.</p>	<p>In order to strengthen the awareness of the connection between a sustainable use of resources and poverty reduction, this connection will be emphasised repeatedly by the programme when interacting with partners, both at the national and the provincial level. The argumentation focuses on the economic benefits of resources, especially with regard to industries which are crucial to the Mekong Delta such as agriculture and aquaculture.</p>
<p>A constructive cooperation between MARD and the Ministry of Natural Resources and Environment (MONRE) is a prerequisite for the development of consistent approaches.</p>	<p>The programme will continue to foster the dialogue between MARD and MONRE, both through bilateral, trilateral and multilateral approaches. This includes joint events and, if appropriate, joint study tours. Special attention is given to working fields of the programme with a strong connection to MONRE and its sub-departments, most notably coastal protection.</p>

<p>The approval of regulations and guidelines might be affected by political and administrative procedures which are beyond the control of the programme.</p>	<p>Risks related to the extent of implementation of activities and the adoption of policies, guidelines and regulations are consciously accepted, as these likewise represent a necessary condition for successful mainstreaming in governmental systems. Through its continuous engagement in Viet Nam, GIZ has collected useful experience and acquired a keen understanding of governmental processes. Along with the strong interest indicated across various governmental levels in achieving climate-resilient development in the Mekong Delta, this reduces the risk, although it is not possible to completely eliminate it.</p>
<p>Provincial government authorities might not be able to follow the reform efforts of the central government and continue to prioritize short-term economic development.</p>	<p>In order to convince provincial governments of the necessities of reforms in the area of integrated coastal management, the programme will enter into a continuous and sustained dialogue with each province, including regular meetings with the Provincial People's Committees.</p>
<p>The access to additional funds from other donors might be negatively impacted by various factors which are beyond the control of the programme.</p>	<p>In order to mitigate the risk of not being able to access additional funds from donors, the programme aims to diversify its efforts to trigger additional funding for measures proposed by the programme. This includes addressing a number of different potential donors instead of focussing on a limited amount of alternatives.</p>
<p>The willingness of provincial government authorities to collaborate with the national level and other provinces might be limited, as provinces enjoy high autonomy in their planning procedures.</p>	<p>The risk of a lack of cooperation between the provinces or between the national and provincial level is directly addressed by the programme, most importantly by introducing a cross-provincial coordination mechanisms in cooperation with the SWSC. Furthermore, close interaction with the provincial and the national level will raise awareness for the necessity of increased cooperation.</p>

The reduction of personnel in the provinces and the increased pooling of personnel in Hanoi and Ho Chi Minh City might lead to a reduced ownership and identification of the provinces with the programme.

The reduction of personnel in the provinces is a necessity due to the reduced funding for the programme, compared with Phase I. Not changing the personnel structure would mean that insufficient funds were available for operational budgets, thus endangering the implementation of activities.

Meanwhile, the reduction of personnel in the provinces is countered by a considerable increase of travel of both management and technical staff, resulting in a high presence of technical staff in the provinces. Additionally, short-term experts in Phase II will always cover several or all provinces, which further increases the presence of technical experts in the provinces.

More generally, the new approach of working beyond provincial borders means that provinces profit from much more activities than in the past, as more activities are implemented in several or all provinces.

Finally, each province will still have an international Technical Advisor as a direct contact person and member of the PPMU, even though this Technical Advisor may be based in the province only part-time.