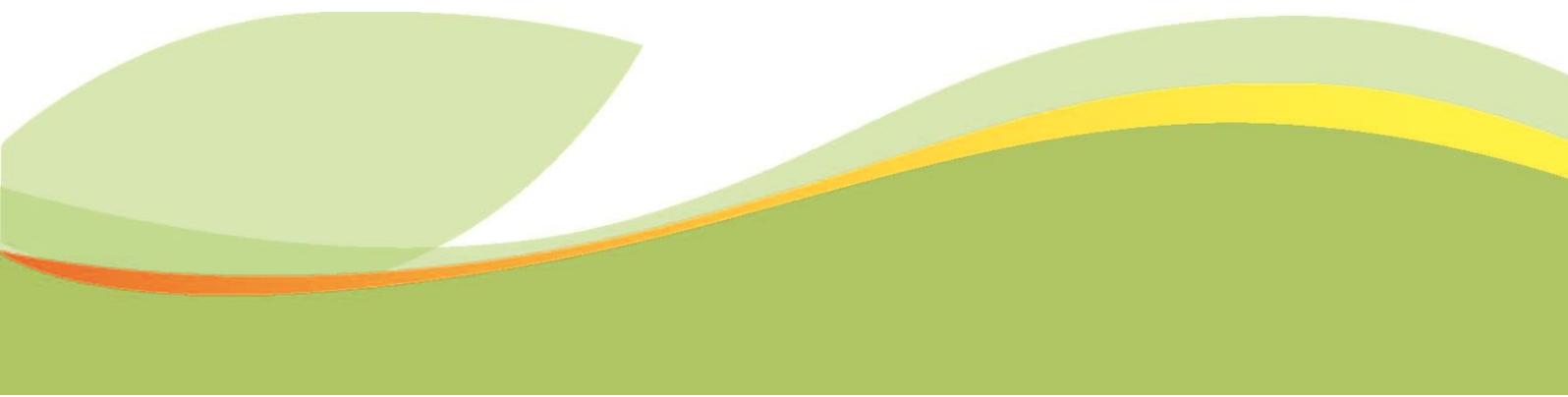




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Special use forest, protection forest management in 2019 and solutions for sustainable development



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On behalf of the

German Federal Ministry for Economic Cooperation and Development (BMZ)

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LIST OF ABBREVIATIONS

MB: Management board

SUF: special-use forest

PF: Protection forest

VNFF: Viet Nam Fund For Forest Protection and Development

MARD: Ministry of Agriculture and Rural Development

DARD: Provincial Department of Agriculture and Rural Development

PFES: Payment for forest environmental services

GIZ: German Development Cooperation Organization

VNFOREST: Viet Nam Administration of Forestry

PPC: Provincial People's Committee

DOPAM: Department of Special-use forest and protection forest management

OVERVIEW OF THE SPECIAL-USE, PROTECTION FOREST SYSTEM

Located in the tropical monsoon belt, Vietnam is ranked the 16th in terms of biodiversity and is one of the 10 richest biodiversity centers in the world¹, the total natural area of the country is 33.12 million hectares, with 14.45 million hectares of forests (10.3 million hectares of natural forests, 4.2 million hectares of planted forests), of which: special-use forests cover 2.15 million hectares (2 million hectares of natural forests, 0.15 million hectares of planted forests) ; Protection forests cover 4.6 million ha (natural protection forest covers 3.94 million ha, plantation forest covers 0.66 million ha); 149,613 ha of mangroves; production forest land covers: 7.7 million ha (natural storage: 4.9 million ha; plantation forest: 2.8 million ha); As planned, the production forest area will be expanded to 3.7 million hectares by 2020. In 2018, the forest coverage ratio reached 41.65%.

In terms of biodiversity, according to statistics, Vietnam is home of about 12,000 plant species, 840 bird species, 300 mammal species, 180 reptile species, 80 amphibian species, 475 species of freshwater fish and 1,650 species of fish living in the mangrove forest and marine fish, of which, 418 species of animals and 464 species of plants are under threat², species are distributing mainly in special-use forests and protection forests. In addition to the species diversity, the biodiversity of ecosystems and genetic resources are also very high. In terrestrial ecosystems, there are typical forest types such as lowland closed forest, woodland, grassland, highland closed forest, highland cold system. In which, types and sub-types of vegetation are of high biodiversity and, most common, the tropical moist evergreen closed forest; thin broad-leaf tropical forest; closed broad-leaf and sub-tropical closed forest; sub-type forest on limestone mountains. Wetland ecosystems are also characterized by coastal mangroves distributing throughout the coast of the country; peat marsh ecosystem distributes in the Mekong Delta, including U Minh Thuong and U Minh Ha conservation zones of Kien Giang and Ca Mau provinces; lagoon ecosystem distributes in the coastal areas of Central provinces from Thua Thien Hue to Ninh Thuan; coral reefs, sea grasses with different types of coastal ecosystems, especially coral reefs typical for tropical waters and waters around coastal islands are recognized as an unique ecosystems of very high biodiversity level.

The system of special-use forests and protection forests plays a very important role in natural environment protection of watershed area, biodiversity conservation. The special-use forests and protection forests are contributing to reducing the pressure of economic development on ecological environment; harmonizing socio-economic development with environmental protection, coping with climate change. At the same time, the Viet Nam's forest system generates an annual income of about VND 33,000 billion for forest workers, including: (i) harvesting of timber from planted forests: about VND 28,000 billion (18.5 million m³ x 1,500 VND / m³). (ii) Exploiting of non-timber forest products: about VND 1,000 billion. (iii) income from forest environmental services: about VND 3,000 billion. (iv) From the 886 program: VND 1,300 billion. Export value of forest products: reached 9.38 billion USD (2018); in 2019, it will reach about 11 billion USD (ranked 5th in the world, after China, Germany, Italy, Poland), 2nd in

¹ Report in the Conference on review the scientific and technological activities on genetic fund in the period 2001 – 2013- Ministry of Science and Technology, 2013

² According to the statistics in the report of the Department of Special-use forest and protection forest management

Asia (China: 40 billion), first in Southeast Asia. This is a remarkable achievement of the forestry sector which turns it to one of the country's promising economic sectors³.

The task of forest protection and development and biodiversity conservation plays a particularly important role in socio-economic development, environmental protection and response to climate change response. This is now not just a task within a country or a territory, but a hot issue and a global task.

In recent years, deeply aware of the role of special-use forests and protection forests in conservation of biodiversity values and protection of ecological environment, the Government and ministries at all levels have strengthened the management of special-use forest and protection forest system at the national scale. To date, 164 special-use forests, management boards have been established (33 national parks, 57 nature reserves, 12 species and habitat conservation areas, 53 landscape conservation areas, 9 scientific and experimental research forests); 231 management boards and about 30 managing units are managing and protecting protection forests. Management boards of special-use forests and protection forests are managing about 48% of the forestry land, which contains most important terrestrial, marine and wetland ecosystems, most of which are primary forests and most of the plant and animal species are at risk.

The Government, ministries, localities, international organizations have invested in many research projects on species conservation and forest ecosystem conservation towards effectiveness. Investment policies on forest protection and development have proved themselves efficiency, successfully attracted state budget and non-state funding sources, initially created a sustainable financial mechanism for special-use forests and protection forests development. The communication and education on forest protection and development, biodiversity conservation and environmental protection have been promoted, especially for communities living in the buffer zone and core areas of forests, a change in awareness is seen resulted in a supportive attitude of local people.

In addition to the achieved results, the forest management is facing major difficulties and challenges: (i) The trend of biodiversity degradation has become serious due to deforestation and illegal logging. Over-exploitation; (ii) Hot economic growth, population pressures and limitations of resources; (iii) Mechanisms and policies for management, investment in forest protection and development, biodiversity conservation are inconsistent while most of them will expire by 2020.

In this context, the Ministry of Agriculture and Rural Development organizes a meeting under the theme "Management of the special-use forest and protection forest systems in 2019, solutions, mechanisms and policies for sustainable development in the coming period"

³ According to statistics of DOPAM

PART I

THE SPECIAL USE FOREST, PROTECTION FOREST SYSTEMS

I. FOREST STATUS, ORGANIZATIONAL OF THE STRUCTURE FOR MANAGEMENT OF THE SPECIAL-USE FOREST, PROTECTION FOREST SYSTEMS

1. STATUS QUO OF SPECIAL-USE FORESTS, PROTECTION FORESTS

The total area of special-use forests and protection forests across the country as of December 31, 2018 was 6.75 million hectares (accounting for 46.7% of the total forestry land), specifically as follows:

a) Current status of special-use forests:

The total forested land area is 2,155 million ha (natural forest 2.07 million ha, planted forest 0.08 million ha), accounting for 89%; the area of unforested land is 0.2 million ha, accounting for 11% of the total special-use forest area.

- Special-use forests categorized by functions:

There are 164 management boards, of 33 national parks; 57 nature reserves; 12 species and habitat conservation areas; 53 landscape protection areas; 9 scientific experimental research forests; national seed forests, sacred forests and national botanical gardens. The categorization is still under further review and implementation.

- Special-use forests by ecological regions:

Northeast region: 44 forests; Northwest region: 13 forests; Red River Delta region: 15 forests; North Central Coast region: 27 forests; Central High Land: 17 forests; Southeast region, Southwest region and South Central Coast region I have 16 forests in each region.

b) Current status of protection forests:

The total forested land area is 4.6 million ha (natural forest is 3.94 million ha, planted forest is 0.66 million ha), accounting for 76.4%; unforested land area: 1.3 million ha, accounting for 23.6% of the total protection forest area.

- Protection areas categorized by management entities:

there are 12 entities managing protection forests, namely: protection forest management boards; special-use forest management boards; commune people's committee; households; residential communities; forestry companies; armed forces; State owned forestry enterprises; Private owned enterprise; foreign invested businesses; forest protection department; others

2. ORGANIZATIONAL STRUCTURE FOR MANAGEMENT OF THE SPECIAL-USE FOREST, PROTECTION FOREST SYSTEMS.

a) Management boards of special-use forests, protection forests

Currently, in the whole country, there are 395 forest management boards, of which: 164 management boards of special-use forests; 231 management boards of protection forests. Below is the categorization of management boards by forest functions and ecological regions:

- *Special-use forests:*

In the whole country, there are 164 special-use management boards; of which: 33 MBs of national parks (6 national parks under VNFOREST: Tam Dao, Ba Vi, Cuc Phuong, Bach Ma, Yok Don, Cat Tien and 27 national park MBs under the Provincial People's Committee or Department of Agriculture and Rural Development); 57 MBs for nature reserves, 12 MBs for species-habitat conservation areas and 53 MBs of landscape protection areas, which are under the management of local authorities; 9 MBs of scientific research experimental forests.

- *Protection forests:*

In the whole country, there are 231 management boards of protection forests; The local management systems for protection forest management boards is not consistent. Number of MBs under DARD: 153; under the District People's Committees: 55; under the Provincial People's Committee: 5; under the Provincial Forest Protection Department: 18. The organizational structure of a protection forest management board includes: steering committee (01 chairperson and 01 or 02 deputy chairpersons) technical departments of the MB: General – Administrative Department, Forestry Technical Department, Forest Protection Management Department (including the forest protection force at the Forest Protection Stations)

b) Human resources in charged of special-use forests and protection forests management:

The total number of staff and laborers working in forest management boards is 8,916, of which: the number of staff working in special-use forest management boards is 3,221; in the protection forest management board is 5,695.

c) Qualification of officials and labourers:

The percentage of employees with university and postgraduate degrees: 39.7% (special-use forests: 2,036 people; protection forests: 2,716 people); college and secondary education: 27.8% (SU: 828 people; PF: 1,654 people); technical workers and direct labor workers: 32.4% (special-use forests: 357 people; Protection forests: 1,325 people); Some workers work under seasonal contracts. The percentage of officials at high-level political theory qualifications: 4.1% (special-use forests: 145 people; Protection forests: 712 people); staff at intermediate-level political theory: 20.6% (Special-use forests: 416 people; Protection forests: 1,128 people); primary-level political theory: 12.5% (Special-use forests: 780 people; Protection forests: 1,840 people); other subjects accounted for 62.8% (special-use forests: 1,880 people; protection forests: 2,015 people).

II. MATERIAL FACILITIES, TECHNICAL EQUIPMENT FOR MANAGEMENT, PROTECTION, DEVELOPMENT OF FORESTS, BIODIVERSITY CONSERVATION

1. THE SYSTEM OF MATERIAL FACILITIES

a) Offices, working headquarters of the Management Boards:

Offices are arranged for forest management boards with an average area of 21.6 m² / person. Due to lack of maintenance and reparation budget, many working offices have been degraded. The total area for working offices of SUF management boards is 111,212 m², on average 31.7 m² / person; The protection forest management board has a total office area of 64,916 m², on average of 11.5 m² / person.

b) Forest protection stations:

in the whole country, there are 1,441 forest protection stations, on average every 3,598 ha of forest land has one forest protection station; in which: SUF has 517 stations, average 4,689 ha of land / 01 station. The average construction area of each station is 110 m². Protection forests have 924 stations, on average 6,424 ha of land / 01 station. Average construction area of each station is 85.4 m². Forest protection stations can meet the daily needs of officials and employees. 58% of forest protection stations are in good use (mainly stations for protection forests); 32% is in average condition; 10% is in serious degradation condition

c) Communication bill-boards:

In the whole country, there are 5,078 installed communication boards. On average, every 1,021 ha of SUF and PF land has one communication bill-board. Specifically, the SUF Management Boards built 2,982 boards, on average, every 823 hectares has one board. The Protection Forest Management Boards built 2,096 boards, on average, every 2,474 ha has one board. Because many boards were built from the 2000s and are now weather-beaten, without regular maintenance, are now degraded. The percentage of broken boards with fuzzy letters accounts for about 21%; the rate of still in good condition boards is about 39%; The rate of in use with average condition is about 40%;

d) Boundary landmark:

Forest management boards have built 22,291 landmark. On average 233 hectares of land / 01 landmark. of which: The number of boundary landmarks of the SUF is 7,011 units, an average of 346 ha / 01 landmark; number of boundary markers of protection forest is 15,280 pieces, on average 3,884 ha of protection forest land / 01 landmark. However, the number of landmarks is small, the number of landmark in good condition accounts for only about 53%, mainly concentrated in special-use forests, the remaining 47% have been degraded or are no longer usable due to changing the area of protection forest to production forest or conversion of forest to other purpose but landmarks have not yet been moved or have been damaged by local people.

e) Forest fire watchtowers:

Forest management boards have built 667 fire watchtowers, on average 7,775 ha / 01 towers; in which: SUF: 389 towers, the average of 6,232 ha SUF / 01 towers; PF: 278 towers, average 21,350 ha / 01 tower. Many fixed fire watchtowers have been constructed since long time ago. Until now, some of the fire watchtowers are lower than the forest canopy, which is not effective for detecting fires. In each fire watchtower, it is not fully equipped with equipment such as compass, binoculars, map of the area, radio, radio and some signals such as colored flags, command artillery, colored balls, warning ring. the number of still in-good used fire watchtowers was 167 (25%); the number of towers that are still temporary usable is 367 (55%); The number of seriously degraded towers in need of upgrading and reparation is 133 towers (20%).

f) Forest fire forecast warning boards:

the whole country has built 927 boards for forecasting forest fires, on average 5,594 ha / 01 table; in which: SUF: 656 boards (3,696 ha / 01 board); Protection forest: 271 boards (10,190 ha / 01 board). The number of boards that are still in good use is 278 board (30%), are still in average level use is 464 boards (50%), the boards that have been damaged and fail to work effectively is 185 boards (20.0%) .

g) Fire-blocking runways:

Across the country, 3,934 kms of fire-blocking runways have been built (white and blue ways), on average every 5.7 ha of forest land has 01m of fire-blocking runway; in which: SUF: 444 km (5,444 ha / 01 km); Protection forest: 3,490 km (1,692 ha / 01 km). Distributed by regions: North Central Coast: 42.0%, South Central Coast: 20.6%, Red River Delta: 16.3%, Central Highlands: 5.3%, South East: 4.8%, South West region: 4.8%, North West region: 4.4%, special-use forests: 1.8%. The number of fire block runway that meet the standards is 28.6%; the number of runway that has not been regularly repaired is about 45.4%; the number of runway that have been constructed long and are not repaired, with poor effectiveness of preventing fire spread is about 26%.

2. STATUS OF TECHNICAL EQUIPMENT

a) Number and types of equipment used in forest management, protection and development:

Forest Management Boards are equipped quite consistently with equipments in terms of quantities and types of equipment for forest management, protection and development, biodiversity conservation equipping is mainly concentrated in special-use forests, with: GPS and cameras, computers, printers, photocopiers, compass, binoculars, office equipment; means of transport: cars, motorcycles, canoes, boats

b) Quantity and types of equipment for fire prevention and fighting:

Machines and equipment such as gasoline chainsaws, large water pumps, shoulder pumps, vegetation cutting machines, fire extinguishers, celling hook, cans of water, uniform, fire protection equipment ... are equipped relatively synchronously for forest fire prevention and fighting, concentrated in forest management boards of the North West region; Coastal area of South Central Region, East South region, East North region

III. SCIENTIFIC RESEARCH, INTERNATIONAL COOPERATION AND HUMAN RESOURCE DEVELOPMENT

1. SCIENTIFIC RESEARCH

In recent years, activities of biodiversity conservation and scientific research have been actively implemented by management boards of special-use forests and protection forests in collaboration with domestic and foreign research institutes and universities, but due to limited resources, most of the activities are just at small scale with modest results:

- *Special-use forests:*

In the period of 2014-2019, special-use management boards have carried out a number of scientific research tasks with a total budget of VND 725,660.0 million, of which: fund from State budget worth VND 625,398.9 million (86.2%); fund from international projects worth VND 100,261.2 million (13.8%).

- *Protection forests:*

In the period of 2014-2019, protection forest management boards have implemented a number of scientific research tasks with a total budget of VND 2,260 million, of which: fund from State budget is VND 1,760 million (77.9%); fund from international projects is VND 500 million (22.1%).

2. INTERNATIONAL COOPERATION

The Ministry of Agriculture and Rural Development and VNFOREST have focused on promoting international cooperation activities, making the forestry industry more and deeply integrated with the economy and international market. Countries and international organizations such as UNDP, GIZ, WWF, JICA, WB, ADB, USAID, DANIDA, TFF, etc. through ODA projects have actively supported for institutional development tasks, new financial mechanism, investment policies for forest protection and development ... management boards of special-use forests and protection forests cooperated with each other in implementation of international cooperation projects focused on study and propagating a number of forest plant species of conservation value; researching and preserving gene sources of precious medicinal plants (False ginseng, wintergreen barberry, Jiaogulan,...); study biological characteristics and reproductive propagation to develop a number of rare and precious animal species of economic value (peacock, wild chickens ...); an ex-situ conservation model to conserve species of native plants was developed; rescuing and reintroducing primate species, bears, turtles, pangolin, etc were maintained, cooperation between national parks and many international organizations, information exchange, sharing have been practiced among many scientists in scientific research from universities in the United States, Australia, Canada, the Russian Federation, and the Federal Republic Germany, France, training courses have been organized...

3. TRAINING AND DEVELOPING HUMAN RESOURCES

In recent years, the Management Boards of special-use forests and protection forests have always paid attention to and created favorable conditions for officials and employees to participate in learning, training, improving their professional qualifications and working skills through training, coaching and retraining program in the topics of management, professional, technical, management, foreign languages, languages of ethnic minorities, ... Training and development of human resources at SUF and PF management boards, has achieved certain

results, meeting the immediate requirements in performance of professional tasks. The number of people who have participated in the training programs with a duration of more than one year in-country and abroad in the period of 2014-2019 is 947 people, of which: from SUF Management Boards 742 people; The PF management board has 205 people; with a duration of less than one year is 2,264 people, of which: SUF Management Boards have 2,083 people; The PF management board has 181 people.

PART II

EVALUATION OF RESULTS OF BIODIVERSITY CONSERVATION MANAGEMENT IN SPECIAL-USE FORESTS AND PROTECTION FORESTS

II. RESULTS OF FORMULATION AND IMPLEMENTING POLICIES FOR MANAGING FOREST BIODIVERSITY CONSERVATION

1. POLICIES ON FOREST BIODIVERSITY CONSERVATION

a) Policy on investment in development of special-use forests

In 2010, the Government issued Decree No. 117/2010 / ND-CP of December 24, 2010, on organization and management of special-use forests. Pursuant to the Decree, the Prime Minister issued Decision No. 24/2012 / QD-TTg dated June 1, 2012 on policies on investment in development of special-use forests in the 2011-2020 period. the viewpoint on investment in development of SUF is stated explicitly:

“(i) SUFs are national assets. Forest protection and development is the responsibility of the State and the whole society. (ii) The State shall invest in building essential infrastructure and facilities and ensures fund for the operation of the management, protection, conservation, biodiversity monitoring, scientific research and training for human resources, communication and education on forest protection, improving the lives of people in special use forests and buffer zones. (iii) The State shall encourage the development of forest environmental services activities, ecotourism business in special-use forests in conformity with relevant legal provisions, in order to generate income for expenditure, improve income of officials and step by step reduce the burden on the state budget. (iv) The State shall issue policies to support investment and create benefit sharing mechanisms for all economic sectors, village communities who invest in protection and development of special-use forests”.

The total investment fund and fund for public services from the State budget is worth VND 5,500 billion, of which the proportion of fund for development is about 50%. Plus with the regulations on ensurance of the state budget, the investment policy for development of special-use forests also stipulates the items and criteria for investment in special-use forests. This is a step forward in the mechanism of using state budget for forest development. In addition, Decision 24/2012 / QD-TTg also stipulates that the state budget must be ensured for recurrent cost of special-use forests management boards as a public service delivery unit. In addition, the State must ensures a stable funding for management of forest protection so that the SUF management boards can proactively organize the leasing, contracting, on-site community contracting, procurement of equipment in service for forest protection management; fund shall be granted on the basis of on average of VND 100,000 / ha / year on the total allocated forest area.

A new and very special point of Decision 24/2012 / QD-TTg is for the first time, the Prime Minister of the Government stipulated that a fund from the State Budget is reserved to “ support investment in buffer zone village communities so that they can participate in co-management of special-use forests; The support rate to each village is VND 40 million / village”. This is an unprecedented policy, showing an innovation in use of state budget.

b) Policies on investment and development of protection forest

Investment in developing the PF system is implemented under the Prime Minister's Decision No. 17/2015 / QD-TTg of June 9, 2015, promulgating the Regulation on management of protection forests. Accordingly, the State budget must ensure investment and recurrent expenditure for the activities of protection forest management boards in forest protection and development, with categories and items specified. As for coastal protection forest, the Prime Minister issued Decision No. 120 / QD-TTg dated January 22, 2015 approving the Scheme on coastal protection and development of climate change in the period 2015-2020, aiming to promote the protection of coastal forests to cope with climate change and sea level rise, natural disaster mitigation, protection of sea dike systems, infrastructure, biodiversity conservation; contribute to socio-economic development and consolidation of national defense and security. The total estimated budget is VND 5,415 billion, of which: VND 3,491.3 billion (70%); ODA capital: 1,397.5 billion dong (25.8%); Other legal funding sources: 226.2 billion VND (4.2%).

c) Policies on investment in biodiversity conservation

The Law on Biodiversity was adopted by the National Assembly in 2008, Article 73 states: "Funds for the conservation and sustainable development of biodiversity are formed from (i) the State Budget, (ii) Investment and organization contributions. , domestic, foreign individuals, organizations, (iii) Revenue from environmental services related to bio-diversity and other sources as prescribed by law "; at the same time, the law stipulates expenditure items for development investment and recurrent expenditures from the State budget for the conservation and sustainable development of biodiversity.

2. RESULTS OF PROTECTION OF SPECIAL-USE AND PROTECTION FORESTS

- According to the statistics of the forest management boards: On average, each year, 402,490 ha of forest (SUF 178,513 ha, PF 223,977 ha) have been allocated by management boards to communities households for protection; 10,883 ha (special-use forest 1,300 ha, protection forest 9,583 ha) are newly planted; which contributes to increasing the forested area, forest coverage, creating jobs, improving income for local people living in the forest core and buffer zones. Many households have escaped from poverty and enjoy a stable life from forestry.

- The system of forest protection stations, patrolling teams have been consolidated by special-use and protection forest management boards to perform the forest plant and animal resources protection and restoration; Investment in constructing infrastructure, planting new forests and protecting and restoring natural forest ecosystems also have been done, which greatly contributed to the conservation of bio-diversity values, maintaining landscape and ecological environment.

- The number of cases of violations of the law on forest protection and development that have been discovered and handled tends to decrease both in number and severity of damage year by year: there were 1,940 cases in 2014. In 2018, there were 1,007 cases (on average down 187 cases per year); For the PF system in 2017, there were 1,508 cases, in 2018 there were 1,131 cases, down about 377 cases.

3. DEVELOPMENT OF SPECIAL-USE FORESTS, PROTECTION FORESTS

a) Newly forest planting:

The total area of special-use forests and protection forests planted with new forests during the 2014-2019 period is 57,481.8 ha, of which:

- The total area of special-use forests to be planted with new forests is 7,800.1 ha, including: national parks: 4,877 ha; nature reserve: 2,553 ha; habitat species conservation area: 26.1 ha; landscape protection area: 344 ha.

- Total area of protection forest planted is 49,681.7 ha, divided by regions: Red River Delta: 29.9%; West North region: 19.2%; North Central region: 16.1%; Coastal South Central Region: 18.1%; South West: 6.9%; Central Highlands: 3.8%; South East region: 3.3%; Red River Delta: 2.8%.

b) Zoning off for natural regeneration without additional planting:

- The total area of special-use forests zoned off for natural regeneration in the period of 2014-2019 is 42,245.0 ha (average of 7,040.8 ha per year), of which: national parks: 33,354.1 ha; nature reserve: 8,153.3 ha; habitat species conservation area: 128.6 ha; landscape protection area: 609.0 ha.

- The total area of protection forest zoned off for natural regeneration in the 2014-2017 period is 311,319.0 ha, of which: in Red River Delta: 39.7%; West South Region: 20.2%; Coastal South Central region: 20.0%; North Central Region: 9.8%; Red River Delta: 5.8%; Central Highlands: 3.7%; South East Coast: 0.6%; West South Region: 0.2%.

c) Zone off assisted forest regeneration with supplementary planting:

Mainly applied in protection forest systems. The total area of 4,187.4 ha, concentrated distribution in the provinces: Ha Tinh: 1,062.5 ha; Quang Tri: 200 hectares; Quang Ngai: 1,472.9 ha; Ninh Thuan: 460 ha; Binh Thuan: 460 ha.

d) Enrichment forest:

Mainly applied in protection forest system. The total area is 3,012.8 ha, concentrated in the provinces: Thanh Hoa: 774.6 ha; Quang Binh: 211.7 ha; Ha Tinh: 30 hectares; Dong Nai: 647.2 ha; Bac Lieu: 68.4 ha.

4. RESULT OF INVESTMENT IN INFRASTRUCTURE AND PROCUREMENT OF EQUIPMENT

a) Special-use forests:

The total investment capital for building infrastructure works and purchasing equipment for management, protection and development and conservation of bio-diversity in special-use forests is VND 523,441.6 million, of which: Funding for constructing infrastructure works is VND 494,174.4 million (94.4%), including: Works for management, forest protection 425,897.7 million; works for forest fire prevention and fighting 68,276.6 million dong. The cost of equipment procurement is VND 29,267.2 million (5.6%), including: Management service, VND 27,092.9 million for forest protection, VND 2,174.3 million for forest fire prevention and fighting. By capital sources: State budget source is 456,903.1 million dong (87.3%); other sources of capital 66,538.5 million (12.7%).

b) Protection forests:

The total investment capital for the construction of infrastructure works and the procurement of equipment for the management, protection and development of forests and the conservation of biodiversity at protection forest Management Boards is VND 153,098.0 million, of which: Funding for constructing infrastructure works is 117,768.3 million VND (76.9%), including: Works for management, forest protection 111,055.12 million VND; works for forest fire prevention and fighting 6,713.18 million dong. The cost of equipment procurement is VND 35,329.7 million (5.6%), including: for management, forest protection, VND 32,884,041 million; for forest fire prevention and fighting is 2,445.6493 million. By capital sources: State budget is 106,386.3 million dong (69.5%); other sources 46,711.7 million dong (30.5%).

II. RESULTS OF DEVELOPING AND IMPLEMENTING POLICIES ON LEVERAGING NON-STATE FUNDING SOURCES FOR CONSERVATION OF FOREST BIODIVERSITY

1. RESULTS OF IMPLEMENTING THE PAYMENT FOR FOREST ENVIRONMENTAL SERVICES (PFES) POLICY.

After 10 years of implementing the PFES policy, as of September 30, 2018, the VNFF received VND 10,026,176 billion, of which: revenue from hydroelectricity facilities was VND 9,688.88 billion (96.6%); revenue from clean water production and supply facilities was VND 297.97 billion (2.97%); revenue from tourism service was 37.4 billion dong (0.43%). Specifically, PFES payment for SUF and PF in 2014-2019 was as follows:

- *Special-use forest*: Total PFES payment was VND 432,758.7 million, of which: VND 362,648.8 million from hydro-power production establishments (83.8%); revenue from clean water production and supply establishments worth VND 5,828.0 million (1.4%); revenue from other FES users worth 64,281.9 million (14.9%).

- *Protection forest*: Total revenue from FES payment was VND 623,039.2 million, of which: VND 593,030 million from hydroelectricity manufacturing establishments (95.2%); revenue from clean water production and supply facility VND 24,691.8 million (4.0%); revenue from other FES users was VND 5,317.3 million (0.85%).

a) Results of ecotourism service activities

According to the reports of the SUF and PF management boards, there are 61 special-use forests having ecotourism service activities. Including 26/33 national parks, 35/122 nature reserves and landscape protection areas; 37 management boards self-organized these activities, 11 Management Boards maintained a joint-venture, business associates and 13 Management Boards leased forest environment. In particular, there are 2 units: Phong Nha Ke Bang National Park and Ba Vi National Park dealing in all 3 models (self-organizing, joint-venture, associating and leasing forest environment). 231 Protection forest management boards did not organize any ecotourism activities. Below are specific results of the implementation of the ecotourism services activities by 61 SUF management boards:

- In 2016, there were over 1.76 million of visitors, an increase of 53.3% compared to 2015 (1,154 thousand), with a total revenue of VND 130 billion, up 68% in value compared to 2015 (77, 3 billion dong);

- In 2017, there were 1.67 million visitors, down 5.2% over the same period, but revenue reached 145 billion, up 11.1% compared to 2016;

- In 2018, there were 2.39 million of visitors, up 43% of the same period, the revenue reached 155.5 billion, up 7% of the same period in 2017. Regarding revenue structure: Revenue from self-organized model accounted for 67.4%; revenue from leasing forest environment accounted for 5.1%; Joint ventures and business associates about 3.9%; revenue from the sale of tour tickets in conformity with regulations accounted for about 23.7%.

III. IMPLEMENTATION OF SELF-FINANCING MECHANISM IN MANAGEMENT BOARDS OF SPECIAL FORESTS AND PROTECTION FORESTS

1. IMPLEMENTATION OF SELF-FINANCING MECHANISM AS A STATE ADMINISTRATION TASK

a) Planning the network of economic and public service delivery units.

The Ministry of Agriculture and Rural Development has submitted to the Prime Minister for promulgation of Decision No. 1976 / QD-TTg dated October 30, 2014 approving the Plan of special-use forest system to 2020, with a vision to 2030, but until now, a plan of network public service and other services delivery units has not been developed to submit to the Prime Minister for approval. According to the Report from 129 management boards of SUFs, PFs, in all localities, People's Committees of provinces and cities have not yet approved the Planning of network of public and other service delivery units in the respective area.

b) Issuance of a list of public service delivery units funded by the state budget

The Ministry of Agriculture and Rural Development has submitted to the Prime Minister to promulgate Decision No. 254 / QD-TTg dated February 22, 2017 promulgating the list of public service delivery units using the state budget in other economic and public service fields. Accordingly, in the forestry sector, there are 5 public service eligible to state budget, including: (i) forest protection and development; (ii) Conservation, rescue, restoration of ecology and forest resources; (iii) Investigation and planning in the forestry sector; (iv) updating statistics and inventory in the forestry sector; (v) Museum, preservation of specimens in the forestry sector.

However, up to now, the implementation of task assignment and order for implementation of public services are still entangled. At the local level, as reported by the Forest Management Boards, the provincial People's Committee has not issued a list of public services eligible to State budget in the area, so the special-use forest and protection forest management boards are very confused in the implementation of the self-financing mechanism.

c) Promulgation of technical and economic norms applicable to the public service delivery units.

Up to now, the economic and technical norms applied to public services in the forestry sector have not been promulgated, although in 2015 MARD issued Decision No. 2276 / QD-BNN-TCCB on June 16, 2015 on Implementation plan of Decree No. 16/2015 / ND-CP. Later, in 2019, MARD and its agencies continue to issue official documents (217 / BNN-TC dated January 14, 2019; 991 / BNN-KHCN dated February 18, 2019; 647 / TCLN). -KHTC on 4/5/2019), urging to review and formulate economic and technical norms, but the promulgation of technical-economic norms has not progressed any further.

Due to the slow progress of formulation of the public services portfolio system, due to the absence of a system of economic and technical norms, other contents on state management prescribed in Article 4 of Decree 141/2016 / ND-CP have not been implemented yet. Specifically :

- Criteria, quality standards, mechanisms for monitoring, evaluating and verifying quality of public services; operational efficiency of public economic, other service delivery units;
- The roadmap to fully calculate public service fees and charges for implementation by other public economic and other service delivery units.
- Inspecting, examining and imposing penalties for violations in delivery of public economic and other services.

As such, after 3 years of implementing Decree No. 141/2016 / ND-CP, agencies under MARD have not completed the tasks specified in Article 4, so they are unable to implement the contents specified in Article 9, 10, 11 of this Decree

2. IMPLEMENTATION OF SELF-FINANCING MECHANISM BY MANAGEMENT BOARDS OF SPECIAL-USE FORESTS, PROTECTION FORESTS

a) Formulation and giving approval on the self-financing plan and classification of level self-financing level

According to the Report of 129 Forest Management Boards sent to the VNFOREST (September 2019), self-financing plans of 110/129 management boards have been approved (accounting for 85.27% of MBs who reported). Of which, the MBs under MARD: 6/6 NP (100%); self-financing plans of 104/123 management boards of special-use forest and protection forest under the local state management agencies have been approved (84.55% of MBs reported); self-financing plans of 19/123 MBs (15.45%) have not yet been yet approved.

b) Classification of self-financing levels

Summary of the data of the 129 forest management boards show that there is no management board that is self-financed for their recurrent expenditure and investment (0%); 9/129 MBs are 100% self-financed for their recurrent expenditure (6.97%); 30/129 of the MBs are partly self-financed for recurrent expenditure (23.26%); 90/129 of MBs are fully funded from the state budget for recurrent expenditure (69.77%).

As such, only 9 MBs are 100% self-financed for their recurrent expenditures, which accounts for less than 7% of the total number of the reporting MBs. Of those, there are 5 national parks (Ba Vi, Cuc Phuong, Bach Ma, Cat Tien, Ta Dung Dak Nong); 2 Nature reserves (Nam Nung in Dak Nong and Suoi Mo in Bac Giang); 2 protection forest management boards (Muong Te in Lai Chau and Xuan Loc in Dong Nai). Particularly, Muong Te protection forest management board's main income comes from PFES; Xuan Loc protection forest management board's main income comes from production, business and service.

c) Classification of MB's self-financing level by forest category.

Among 129 reports, 62 reports came from SUF management boards (29 national parks, 33 nature reserves) and 67 reports from protection forest management boards.

+ *Classification of self-financing level of SUF management boards:*

7 MBs are 100% self-financed (11.29%) for their recurrent expenditure; 14 management boards are partly self-financed for their recurrent expenditure (22.58%); 41 management boards are funded from the state budget for recurrent expenditures (66.13%).

+ *Classification of self-financing level of protection forest management boards:*

2 management boards are 100% self-financed (2.99%) for their recurrent expenditure; 5 management board are partly self-financed for recurrent expenditure (22.38%); 50 management boards are funded by the state budget for their recurrent expenditure (74.63%).

The results of the implementation of the self-financing mechanism by the forest management boards show that the level of self-financing of the special-use forest management management boards in recurrent expenditures is higher than that by the protection forest management boards and the state budget has to ensure a higher value of fund for recurrent expenditure for the protection forest management boards than that for special-use forest management boards; up to 70% of the special-use forest and protection forest MBs are funded by the State budget for their recurrent expenditure; It is still difficult for management boards of special-use forests and protection forests to leverage non-state funding sources and state budget is still the major source of investment for forest protection and development.

d) Results of management and use of fund from self-financing source

Based on the current regulations and the internal spending regulations of the units, the forest management boards have showed a high sense of responsibility for an effective use and management of assets, investment funds for forest protection and development, saving amounts

that are distributed to Fund for public services implementation, fund for complementary income, Fund for emulation, fund for welfare. The use of the funds initially promoted the effectiveness of public service delivery activities, improved incomes, and lives of officials and employees. The management results of the use of self-finance funding sources are publicly reported by some SUFs, PFs management boards with data and statistics. Below are some specific examples:

+ Contributions of Phong Nha Ke Bang national park contribution to different funds, in 2016: VND 905 million; in 2017: VND 2,207 million; in 2018: VND 3,731 million. Average income of officials and employees increased from 26 to 28.8 million / person / year.

+ Contributions of Dong Nai cultural nature reserve's to different funds, in 2016: 432 million dong; in 2017: VND 1,229 million; in 2018: 2,446 million dong. Average income of officials and employees increased by 13 million / year.

+ Contributions of Muong Te Lai Chau protection forest management board to different funds, in 2016: VND 431 million; in 2017: VND 398 million; in 2018: VND 3,332 million. Average income of officials and employees increased from 28 to 63 million / year.

IV. EVALUATION OF RESULTS

1. IN DEVELOPMENT OF POLICY AND INSTITUTION

Over the past recent years, the innovation in state management in the forestry sector, especially in developing institutions and policies has been very clear. Many activities have been implemented such as amending and supplementing the Law on Forest Protection and Development into the Forestry Law in 2017; developing legal documents, policies, programs, projects, sustainable forest protection and development plan ... The most outstanding result is all the institutions, policies that were developed, amended have an integration approach, aligned with legal provisions and international agreements to which Vietnam has signed and acceded. The promulgated mechanisms and policies have created an environment for promoting the achievement of the forestry development strategy objectives in the 2006-2020 period; successful management, protection and development the existing natural forest capital, conservation of biodiversity, protection of precious and rare gene sources, preservation of endemic species, protection of water sources, ensurance of environmental security and sustainable exploitation of forest resources. The policies for mobilization of financial investment for forest protection and development clearly state that "forest is national asset, forest protection and development is the responsibility of the State and the whole society", from that perspective, policies have stipulated the use of state budget, ODA and non-state funding sources with synchronous mechanisms and solutions.

A light point in the investment policies for forest protection and development over the past time is the Government's Decree No. 99/2010 / ND-CP of September 24, 2010, on the PFES policy. The implementation and result of PFES policy have been recognized as one of the 10 outstanding achievements of the agriculture and rural development sector. The PFES policy has opened up a new way in exploitation of the invaluable resource which is forest environment, opening the door for mobilization a huge volume of financial resources from non-state actors for forest protection and development. After 10 years of implementation, although PFES revenue has just come from 3/5 forest environmental services; the level of service payment only reached 40-50% of the actual value of the forest environmental services, additionally, the payment rate is not yet determined on par with the market price, but the total revenue as of September 30, 2018

reached 10,026, VND 176 billion. This is a proud result in institutions and policies development in the forestry sector in the past period.

Regarding the implementation of the self-financing mechanism: Up to now, 85% of the special-use forest management boards and protection forest management boards have been approved by state competent agencies for their self-financing plan and level. 100% of management boards have developed their own internal spending regulations. The mechanism for budget estimation-based fund allocation, inspection of financial statement of financial management agencies have been renewed according to self-financing mechanism.

Initially, all the management boards have developed plans to implement the tasks of forest protection and development, biodiversity conservation; self-financing, implementation of public services, development of ecotourism and other public services in order to attract financial resources for forest protection and development; contribution to Funds in accordance with regulations; formulating the regulation on emulation and commendation, the distribution mechanism for additional income to officials and employees. The management of finance, the use of public assets and the use of savings funds have been conducted in a publicly, transparently and give positive results. Improvements are seen in income and life of officials and employees.

2. IN FOREST PROTECTION AND BIODIVERSITY CONSERVATION

The process of implementation of mechanisms and policies on investment in forest protection and development, biodiversity conservation has raised awareness of all strata in society, especially the awareness of the communities living in the core and buffer zones; encouraged all economic sectors together with village communities to actively participate in forest protection and development, biodiversity conservation. Some specific results are as follows:

+ *Contracting for forest protection services*: on average, each year, forest management boards have contracted communities, individuals and households for protection of 402,490 ha (SUF 178,513 ha, PF 223,977 ha) of forest; for planting 10,883 ha of new forest (special-use forest 1,300 ha, protection forest 9,583 ha); contributed to increased forested area, an expansion of the forested coverage, creating jobs, increasing income for local people living in the core and buffer zones. Many households have escaped from poverty and have a stable life from forestry.

+ *Investing in infrastructure, restoring forest ecosystems*: Management boards of special-use forests and protection forests have strengthened and consolidated the system of forest protection stations and forest patrol teams to perform the task of protecting and restoring forest plants and animal resources; Investing in building infrastructure, planting new forests and protecting and restoring natural forest ecosystems, contributing to the conservation of biodiversity values, maintaining landscape and ecological environment. Specifically:

+ *The number of cases violating the provisions of law on forest protection and development* that have been detected and handled tends to decline both the number of cases and the extent of damage year by year: In the special-use forest system in 2014, there were 1,940 cases, up to in 2018, there were 1,007 cases (on average, a decrease of about 187 cases per year); In the protection forest system in 2017, there were 1,508 cases, in 2018, there were 1,131 cases, a decrease of about 377 cases.

+ *From 2014 to 2018, the area of special forest and protection forest has increased by 93,568 ha (2014: 6,649,669 ha, in 2018: 6,743,237 ha); of which, the area of special-use forests with forests increased by 70,046 ha (including: natural forests 63,374 ha; planted forests: 6,672 ha); the area of protection forest with forest increased 23,522 ha (including: natural forest decreased by 7,105 ha; planted forest increased by 30,627 ha).*

- 33 national parks, 122 nature reserves and landscape protection areas, are managed and protected effectively. Many endangered, precious and rare animal and plant species are listed and protected and preserved in national parks and nature reserves, such as elephants in Quang Nam species and elephant conservation zone, bears in Tam Dao national park, Sao La in Thua Thien Hue Nature Reserve, langur in Cuc Phuong National Park, Vietnamese ginseng in Ngoc Linh Kon Tum Nature Reserve, ...

+ *PFES:*

As for special-use and protection forest management boards: "In 2017, there were 313 forest owners being state organizations who retained 1,358,760 ha of forest area for their own management (accounting for 24.7% of the total forest area eligible for PFES), earned VND 437,818 billion, equal to 32.7% of the total PFES money for all forest owners. On average, each forest management board earns VND 1.4 billion / year. PFES became a big income source for SUF management boards. In 2007, PFES revenue was equal to 175.1% of the total local state budget invested in forestry development; equal to 53.4% of the state budget for public economic and other services and 126.9% of development investment sources of the central state budget for forestry. This is really a great financial resource for the special-use forest and protection forest management boards. Thanks to PFES money, the management boards do not not only perform more effectively the management task, but also can mobilize tens of thousands of labors from households, village, communities to participate effectively in forest management, protection and development".

+ *In ecotourism service development:* The results in 2018 shows that there were 2.39 million visitors, up 43% compared to 2017, the revenue reached 155.5 billion, up 7% compared to 2017. Although the total revenue is not really large, does not commensurate with the potential, but the revenue from ecotourism activities is very meaningful in the roadmap of leveraging non-state funding sources for forest protection and development, contributing an improved sense of responsibility of the community in management, forest protection, biodiversity conservation, protection of ecological environment landscape, protection of natural, cultural and historical heritages. At the same time, the revenue from forest ecosystems has significantly covered the recurrent expenditures of forest management boards, decreased the burden on the state budget; increased income for officials and employees; contributed to restoring, preserving and promoting the traditional cultural beauty of ethnic minorities through cultural and art activities, production of products, development of crafts jobs and and other jobs for employees, actively contributed to poverty reduction, maintaining social security and order, improved the living standards of the community.

3. COOPERATION IN FOREST BIODIVERSITY CONSERVATION

Vietnam has invested a lot of resources to preserve and conserve its natural heritage, and at the same time, has received effective support and assistance from the international community for biodiversity conservation and protection of natural resources. Governments, ministries, provinces and provincial governments have actively implemented multilateral environmental commitments related to climate change, such as the United Nations Convention against

Desertification (UNCCD), biodiversity convention, RAMSAR Convention, CITES ...; green economic issues are integrated in international forestry cooperation projects and programs towards sustainable development; donor forums, dialogues and seminars are organized; technical cooperation is strengthened, experiences of sustainable forest management are exchanged and shared among countries, international organizations in the region and around the world.

At the grassroots level: management boards of national parks and nature reserves actively cooperate with international organizations to build projects, use and mobilize financial resources to invest in rescue and conservation of endangered, precious and rare plants and animals species. Many programs and projects have been implemented effectively, such as: The program for conservation of sea turtles in Con Dao national park (in cooperation with IUCN); primate conservation project for primates (in cooperation with Monkey World Taiwan) and Bear Conservation Project (in cooperation with Free The Bears) in Cat Tien National Park; Conservation of Vietnam's rare and precious primates at Cuc Phuong National Park (in cooperation with Leipzig Zoo - Federal Republic of Germany); Project "Integrating biodiversity conservation, climate change adaptation and sustainable forest management of Central Truong Son Vietnam landscape" (in cooperation with GEF / ADB) in Phong Dien Nature Reserve in Thua Thien Hue; The project "Enhancing biodiversity conservation and improving people's livelihoods through community-based resource use and management in Tram Chim National Park" (in cooperation with WWF) at Tram Chim National Park in Dong Thap; Strengthening tiger conservation activities at Yok Don National Park that aims to achieve the national goal of tiger conservation for the period of 2014-2022 (in cooperation with WWF) ...

V. LIMITATIONS, SHORTCOMINGS

1. LIMITATIONS, SHORTCOMINGS IN MANAGEMENT, CONSERVATION OF FOREST BIODIVERSITY CONSERVATION

a) In planning and organization of the management structure:

- *In planning and organizational structure:*

On a national scale, the Prime Minister issued Decision No. 1976 / QD-TTg dated October 30, 2014 approving the Planning of special-use forest system until 2020, with a vision to 2030, as for the protection forest system, thus far, there has not any plan. Regarding the organization of the forest management structure, the structure remain unstable at provinces, the organizational structure of the forest management boards are not uniformed in localities:

+ *For special-use forest:* The model of organization and management of special-use management boards in localities is not uniformed. There are Management Boards under the Department of Agriculture and Rural Development, or under the Provincial People's Committee, or under the Forest Protection Department. Some special-use forests are managing an area that is large enough for a forest protection force to be established, but the forest protection force should be under the Forest Protection Department's management. Decentralization and allocation of the authority in forest protection remain tangled: Director of the Forest Protection Department in national park or nature reserve is often the director of such unit's management board.

+ *For protection forest:* The organizational model of the managerial structure of protection forest management boards is not uniformed. Many protection forest management boards are under

DARD; while many other MBs are under the District People's Committee, even under the Economic Committee of the District People's Committee; Some MBs are under the management of the Forest Protection Department or Forest Protection Division. Management boards of coastal protection forests have not yet been established in many northern and central provinces.

- In human resources of the Forest management boards:

the management boards of special-use forest and protection forest have focused on training to improve the quality of human resources, the number of university-level officials and employees has increased, and in many management boards, there have been officials with master degree, doctorate qualification. However, the number and benefit packages to such human resource is limited. As the number of permanently contracted state employees is always limited while forest areas to manage is too large, located in remote, isolated and difficult terrain areas, most of the management boards are not allocated with the quotas of permanent public employees working as rangers that is enough to their demand (500 ha / 1 ranger), therefore, they must use a large force of contractual laborers to patrol for forest protection; But legally, this force has no right to punish violating actors. Besides, as the state budget fund is limited management boards have a lot of difficulties in implementing the work of forest protection and development and biodiversity conservation.

b) Shortcomings, limitations in management of integrated ecosystems

- In organizing the implementation of management, protection and development, conservation of biodiversity:

Currently, protection forest management boards are public service delivery units, who perform public service, they funded mainly from the state budget based on the number of permanently contracted employees. There is an additional fund comes forestry programs and projects.

Due to the implementation of the major policy on decreasing number of permanent staff, number of permanent staff at the protection forest management boards and special-use forest management boards is little, the allocation of funds which is based on the number of permanently contracted staff at the localities is low, depending on the total budget allocated of each province. As forest management boards must maintain a control over a large forest areas, which are at high risk of being encroached, often in remote areas, complex and rugged terrain, unfavorable traffic, they encounter face many difficulties, and are under great pressure in management and protection of forest resources.

- In forest boundary: In recent years, provinces and cities have adjusted the boundary of special-use forests and protection forests in localities, but the delineation and demarcation of forest boundaries, measurement and redrawing of forest maps have not been carried out yet in a uniformed way. At the same time, due to lack of resources, effectiveness of forest protection reduces. Many new forest management boards have been assigned to manage forests or have been handed over with the management of new forest areas, but have not had the conditions or have not promptly reviewed the forest map with the area in the field, resulting in no delineation and unawareness of the forest boundaries that overlap with forest areas allocated to households, individuals and communities for management.

- In scientific research and application of technical advances:

scientific research activities, application of technical advances to serve afforestation, forest regeneration, raising productivity, quality of forests and seed... has been implemented, but the results are modest. The area of planted forests has increased but the quality still fails to ensure forest function. Due to inappropriate species and planting methods, pure or mixed planted forest often end up as pure forest. For the protection forest system functioning as wavebreaker and sea encroachment, there have not been sufficiently in-depth studies to provide solutions for sustainable use of mangroves in integration with fishing and aquaculture activities.

- A big shortcoming and limitations in forestry scientific research is that so far there has been no proper investment in building a database system on biodiversity. To the need for an integrated management of ecosystems, the forestry sector is does not have a database system for biodiversity, and a mechanism for checking, monitoring and evaluating the aspects of: (i) forest quality; (ii) diversity of forest ecosystems; (iii) efficiency and quality of biodiversity protection and protection management; (iv) efficiency and quality of management of special-use forests, protection forests.

c) Failure to bring into full play the positiveness and activeness of the population community in forest protection and conservation of forest biodiversity

The Prime Minister's Decision No. 07/2012 / QD-TTg of February 8, 2012, promulgated a number of policies to strengthen forest protection, accordingly, the Ministry of Agriculture and Rural Development (Article 4) was assigned with the responsibility to coordinate with relevant ministries and agencies formulate and pilot forest co-management policies so that a mechanisms that can facilitate the cooperation between local communities, households and individuals and management boards and business actors is in place on the basis of an agreement on the responsibilities of forest protection and development; benefit sharing in commensurate with the contributions of parties. Over the past time, apart from the investment policy to allocate each community VND 40 million according to Decision No. 24/2012 / QD-TTg, there is not any issued co-management forest policy. While in reality, the forest management boards have been working closely with local authorities and mass organizations in a number of measures to promote the leading and active role of the community so that it can actively participate in the forest protection and development activities. There have been many initiatives in patrolling for forest protection; management and use of PFES money; establishment of community livelihood development fund; benefit sharing from forests of local communities in Ta Xua, Phu Yen and Bac Yen Son La; Tuong Duong and Ky Son Nghe An; Dong Giang in Quang Nam; Lac Duong in Lam Dong, Dak Lak, Kon Tum, Gia Lai ... were realized and proved themselves effective. However, the results and lessons therefrom have not yet been transformed into solutions and policies for co-management of forest protection and development that would be implemented in the entire forestry sector.

2. SHORTCOMINGS AND LIMITATIONS IN IMPLEMENTATION OF INVESTMENT POLICIES FOR FOREST PROTECTION

a) Constraints in financial resources of the State budget allocated for implementation of policies on investment in forest protection and development

Policies on investment in protection and development of special-use forests and protection forests require a large investment funding sources, but in reality, the state budget is always limited.

After 2010, the country's socio-economic situation was in extreme difficulty, the budget deficit was high, the Government had to issue Resolution No. 11 / NQ-CP on February 24, 2011 to focus efforts on cutting public investment. Therefore, ministries and People's Committees of provinces and cities must implement fiscal policies to practice thrift and refrain state budget overspending. The financial management agencies at all levels do not allocate enough funding sources from the state budget for investment in development of special-use forests and protection forests. The allocated fund from State budget to programs, projects, management boards of special-use forests, protection forests is never equal to the policies based-budget estimates. Specifically:

- The sustainable forestry development investment program for the 2016-2020 period under Decision No. 886 / QD-TTg has a total estimated investment fund of VND 59,600 billion, of which the state budget at central level is VND 14,575 billion, including the investment fund for development: 9,460 billion dong; fund for forestry public service: VND 5.115 billion.

In fact, according to the VNFOREST's data, fund from the State budget at central level for forestry development allocated in the three years from 2016 to 2018 worth VND 2,112 billion (equal to 22.33% of the total estimate), of which: in 2016: VND 1,208 billion; in 2017: 345 billion dong; 2018: VND 559 billion.

- The policy on investment in development of special-use forests under Decision No. 24/2012 / QD-TTg estimate that the total investment fund is VND 5,500 billion, of which 50% is fund for development (VND 2,250 billion). The investment fund for each village community is VND 40 million. In fact, in the 5 years from 2014 to 2019, the state budget invested in restoring forest ecosystems was only VND 200,260 billion; investment fund for village communities was disbursed only in 500 village communities at 6 national parks under MARD's management with a total estimated budget of VND 20 billion, in other localities, there is no full statistics in this regard.

- Project on coastal protection forest development and protection in the period of 2015-2020 according to Decision No. 120 / QD-TTg, has a total investment fund of VND 5,415 billion, on average, VND 902 billion is granted per year. In fact, the total investment capital in the development of protection forest in 2017 was only VND 242.7 billion.

b) Limitations in integrating and coordinating the implementation of investment policies for forest protection and development

c) Over the past few years, many policies on forest protection and development have been implemented, in one area, or village included in an area of special-use forest or protection forest can receives multiple funding sources (from Decree 75, Decree 99, QD 07, QD 886) ; Decision 24, ...) for the same purpose of investment in forest protection and development, sustainable forest development, improving the community living condition..... c) But there is no integration and coordination between such funding sources while organizing the policies enforcement at local level. In order to coordinate and integrate the implementation of different policies towards effectiveness, it is necessary to build a database system for monitoring, and evaluation of the

results of fund allocation, realizations of objectives required for fund allocation; strengthening management capacity to operate the forestry sector management system.

These are the current shortcomings and limitations in organizing the implementation of investment policies for forest protection and development.

c) Inappropriate proportion between investment in forest protection and development and biodiversity conservation

The objectives of the investment policies on forest protection and development all are for a sustainable and harmonious development between forest protection and development and biodiversity conservation.

Over the past few years, in the policy conceptualization, the content of mechanisms, investment items, expenditure items mainly focused on forest protection and afforestation activities. Funding sources such as State budget and PFES are mainly invested in forest protection. Silvicultural investment items, activities of biodiversity conservation, rescue, conservation of endangered precious and rare animal and plant species, protection of sparse forest ecosystems have not yet been properly mentioned in the content and fund estimates of policies. Activities to implement Decree 75/2015 / ND-CP, Decisions 57 / QD-TTg, 886 / QD-TTg, 24/2012 / QD-TTg ... have not yet been coordinated, integrated with the target activities at the national level, programs and schemes on conservation and sustainable development of endangered wildlife plant and animal populations which are prioritized for global conservation prescribed in Decree 32/2006 / ND-CP and Decree 160/2013 / ND-CP.

Without a doubt, the conceptualization and implementation of policies focuses on forest protection while the biodiversity conservation is not commensurate with its position and importance in the sustainable development strategy.

The proportion of fund in estimation is in favor of forest protection and development tasks, not commensurate with biodiversity conservation tasks.

3. SHORTCOMINGS, LIMITATIONS IN IMPLEMENTATION OF SELF-FINANCING MECHANISM

a) Limitations in implementation of tasks by State administration agencies at all sectors, levels.

In order to implement the self-financing mechanism at special-use and protection forest management boards, it is necessary to have the synchronous coordination of ministries, branches and state management agencies at central and local levels. Decree 141/2016 / ND-CP stipulates 8 contents and tasks in state management (Article 4) to be implemented, but after 3 years of implementing the Decree and 17 years of implementing self-financing mechanism in public service delivery units (counting from the time the Government promulgated Decree No. 02/2002 / ND-CP), the tasks of "state management on public economic and other service delivery units stay uncompleted yet. This shortcoming, limitation reveals the weaknesses of the state management agencies in governing the organizational system for implementation of mechanisms and policies of multidisciplinary and interdisciplinary soundness, in daily direction

and administration, in coordination of activities among state management agencies at all levels and branches.

b) Limitations of special-use forest, protection forest management boards

Forest management boards have recently implemented the self-financing mechanism to perform tasks and take initiative in their own organizational structure, permanent contracted employees and finance. However, most of the management boards remain passive, waiting for guidance from the superior levels, and rely on the State budget. There are very few management boards that have mobilized themselves to develop a list of public services, set up technical and economic norms to be applied internally, to set their own criteria and standards for inspection, supervision and quality assessment of the services, management effectiveness ...

In fact, the forest management boards are not fully aware of the development of internal criteria, standards, economic and technical norms, and regulations on expenditure which set an internal legal framework for their unit's management, further development of public services, attract investment in forest protection and development, improvement of the living conditions of officials and employees, and open, democracy, transparent implementation of the self-financing mechanism.

c) Shortcomings in review, development, amendment of legal document system

The system of legal documents on the organization and finance of the State in the last period was huge. The implementation of self-financing mechanism in public service delivery units, special-use forest and protection forest management boards means the implementation of the policy of converting the economy from the planning, centralization and subsidy mechanism to a market economy mechanism. Therefore, the volume of legal documents need to be reviewed, supplemented, adjusted and newly developed is huge. Besides, the number of documents to be issued under Article 4 of Decree No. 141/2016 / ND-CP is also high and very complicated. In order to complete this huge workload, it is necessary to have close coordination among ministries, branches and levels, between departments, departments, administrations, agencies and units of MARD and it requires time. In the past years, the coordination between agencies and units in reviewing, supplementing, adjusting and developing new legal documents has been slow, leading to slow formation of the legal environment, limiting the results of implementation of the self-financing mechanism at SUF, PF management boards.

d) A bottleneck in the implementation of self-financing mechanism at special-use forests, protection forests

Implementation of the self-financing mechanism at the SUF and PF management boards reveals a lack of uniformity in the state administration over public economic and other service delivery units. In reviewing, supplementing and perfecting the system of legal documents, the most burning issue is that review, amendment, development and submission to the competent authorities for approval of the system of technical economic norms to be applied for public service delivery units stay uncompleted.

Without a system of economic and technical norms, there will be no basis for determining costs, service prices, and no scientific basis as for allocating estimation-based state budget to units and forest management boards. The financial management agencies cannot allocate the

estimation-based state budget, assign tasks and place orders to irregular expenditure items, specific tasks for forest protection, development, biodiversity conservation, rescue and protection, conservation of endangered, precious and rare animal and plant species, surveying, inventory, assessing the quality of forests and other public services eligible to State budget.

This is a shortcoming and a bottleneck in the roadmap for implementing self-financing mechanism at SUF and PF management boards.

VI. CAUSES

1. FROM AWARENESS

In development and implementation of the policies on forest protection and development, biodiversity conservation:

Awareness on the position and role of community on forest protection and development of all levels and sectors. The forest management boards do not have enough staff to protect millions of hectares of forests, while the communities who live on forest, living in the core areas and buffer zones of special-use and protection forest areas constituted of millions of labor have not been used effectively. The village labor community has an important role, which is not promoted in forest protection and development. Even for their livelihood, a part of poor people also deforest, encroach forest land for agricultural production or dig aquaculture ponds in mangrove forests, putting pressure on the management of forest protection and development, biodiversity conservation.

Awareness on biodiversity value of forest ecosystems for the sustainable development of the country of all levels, sectors, localities and communities is limited, this is reflected by a short-term response to deforestation; easiness in approval of forest land conversion projects; the main policy solutions are just focused on forest protection and development; no in-depth approach for protection of ecosystems, fund allocation structure is unrational to biodiversity conservation; this has failed to created a driving force that can attract all economic sectors's investment in biodiversity conservation, protection of natural resources and forest ecosystems.

- In organizing the implementation of investment policies: during process of policy conceptualization the viewpoint is balancing funding sources, creation of an environment that attracts non-state funding sources to reduce the burden on the state budget. However, in implementing policies, apart from the PFES source, most of the forest management boards remain passive, relying mainly on the state budget. 70% of forest management boards are still funded by the state budget. The mindset and awareness of forest management system, especially management boards of protection forest still overwhelmed by the financial management mechanism in the budget subsidies time.

2. FROM STEERING

The coordination between ministries, branches, central and local levels in directing, steering, integrated implementation of policies on investment in forest protection and development, biodiversity conservation, implementation of self-financing mechanism at management boards of special-use forest and protection forest has not yet been synchronized. The coordination between agencies and units in the Ministry of Agriculture and Rural Development, among the departments, branches and localities in the province remain ineffective. Although each agency

and unit is assigned functions and performs their own tasks of state management, implementation of a specific policy requires a synchronous coordination of many agencies and units under various ministries, branches, at central, local and grassroots levels. In recent years, this still reveals itself a problem, or even a defect.

3. IN DEVELOPMENT OF LEGAL DOCUMENTS SYSTEM

Development of a synchronous legal document system, establishment of a healthy, fair and competitive legal environment, attraction of all non-state resources and economic sectors' investment in forest protection and development, biodiversity conservation is a necessary work, which must lead the way. However, over the past time, this work has encountered many a lot of difficulties and obstacles, for the following reasons:

- The system of legal documents related to organization, finance, investment in forest protection and development, biodiversity conservation is cumbersome and complex, under the responsibility of many ministries and sectors. The review, amendment, supplement, completion and formulation thereof are not at all simple and impossible to be completed in a short time.

- The Government and the Prime Minister have issued many mechanisms and policies on investment in forest protection and development, biodiversity conservation, but uniformity and consistency are still absent.

+ Gaps in the legal document system: the following legal documents are still missing planning for protection forest development; policies on investment and development of protection forest; planning the network system of public economic and other service delivery units; The economic and technical norm system applies to public service delivery units in forestry. Criteria and standards to be applied in checking, supervising and evaluating the quality of public service delivered; Policies and projects on investment in biodiversity conservation; Database system to be used in monitoring, checking, monitoring, evaluating the effectiveness of the implementation of policies on forest protection and development, biodiversity conservation ...

+ Inconsistency in regulations: payment rate (VND/ha) applied for forest protection services under contracts with local communities varies from different policies (VND 100,000 / ha; VND 200,000 / ha; VND 400,000 / ha ...) which leads to a confusion during implementation.

+ Inconsistency in policies: policies that allow forest management boards to practice business association or cooperation for development of ecotourism and in leasing of forest environment... go without guidelines and regulations on determining the value of assets, forests, forest land, forest environment...as a result, it is neither to consider these values as a capital contribution in business cooperation/association nor calculate the price of forest environment for a leasing deal.

4. UNIQUE CHARACTERISTICS OF THE SPECIAL-USE FOREST, PROTECTION FOREST SYSTEM

The system of special-use forests and protection forests is distributed in areas of special geographical characteristics which are often isolated and rugged areas, where most of the ethnic minorities live in unique economic conditions, traditional social, cultural, infrastructure, limited and very difficult transportation. Such socio-economic conditions together with natural ecosystems constitute specific characteristics in management of special-use and protection

forest systems. These practical factors have not been fully taken into account in mechanisms and policies on investment in forest protection and development and biodiversity conservation.

Investment in development of special-use forests, protection forests and biodiversity conservation means investing in ecosystems, existing organisms that are living, growing and developing under the nature law which is very different from investment in developing, mechanical construction, concrete, steel works. However, in recent years, implementation of policies on investment in forest protection and development, biodiversity conservation by agencies, units, management boards of special-use forests and protection forests still has to comply to legal documents on investment in basic construction which govern all construction works and projects of all sectors, levels and economic fields.

PART III

SETTING ORIENTATION FOR POLICIES, SOLUTIONS FOR SUSTAINABLE MANAGEMENT OF SPECIAL-USE FORESTS, PROTECTION FORESTS

I. OPPORTUNITIES, DIFFICULTIES, CHALLENGES

1. ABOUT OPPORTUNITIES:

+ The direction and policies of the Party and State are under a review process to report to the 13th National Party Congress (Quarter 1, 2021), this process open up a prospect for effectively mobilization of resources for investment in forest protection and development, biodiversity conservation. with consistent goals: ensuring the stable and sustainable development, "not to exchange economic growth to environmental security".

+ The 2017 Law on Forestry has approached international legal regulations, created the basis for a progressive, fair, democratic and competitive legal environment, encouraging all economic sectors to invest in forest protection and development and biodiversity conservation;

+ Over the past time, trust is strengthened through lessons learned of attracting, managing and using non-State funding sources, especially PFES resources, opening up the potential of mobilizing growing non-state funding sources in forest protection and development, forest resource protection, biodiversity conservation.

+ The administrative and public finance reform program continues to be promoted, which is the motivation to remove the bottlenecks on the mechanism, remove the negative practices, improve the discipline and responsibility of officials and public employees, officials and public employees, making a dramatic change in management activities at agencies and units.

2. DIFFICULTIES, CHALLENGES:

+ *From nature:* Climate change, sea level rise, changes in ocean currents, rain, storms, flash floods and floods are putting coastal and river bank erosion into a very complicated situation, greatly affecting lives, production, economy and communes. Forest ecosystems and biodiversity in special-use forests and protection forests, especially coastal ecosystems, are very sensitive. Area and quality of natural forests are reduced. Many rare and endemic species of flora and fauna are in danger of extinction. Site conditions in some areas are very difficult for restoration and development, especially in coastal areas with sandy beaches, deep tidal submerged areas, and the average amplitude of temperature fluctuation during months of the year is large, the cold and dry monsoon hinders the growth of forest plants ...

+ *From socio-economic development:* Vietnam has changed from a poor country to a middle-income country, but part of the population living in the mountainous and coastal areas is still in poor or pro-poor condition, depending on the forest resources of special-use forests, protection forest, mangrove forests. Under the impact of the market economy, the demand for forest products and natural fisheries is increasing, stimulating benefits, attracting communities to fully exploit and destroy forests and aquatic products, causing many difficulties for the management of forest protection and development, biodiversity conservation.

On the other hand, the scale of the economy is growing, the requirement of land use is increasing, the area of forests that is converted to other uses is increasing, this entail to the fact that forest protection and development plans are always disrupted, which greatly affected to the implementation of sustainable management of forest resources.

+ *Regarding administrative management.* A great challenge is posed to administrative reform, in differentiating the functions and tasks between ministries, sectors, central and local levels in management and protection of forest resources, biodiversity conservation, in establishing institutions and legal corridors to create an equal and competitive environment, enabling forest owners to be proactive, positive and creative in performing functions and tasks of forest protection and development, biodiversity conservation.

II. ORIENTATION FOR SUSTAINABLE FOREST MANAGEMENT

1. ORIENTATION FOR SUSTAINABLE DEVELOPMENT BY FOREST CATEGORY

a) Special-use forests:

To consolidate the existing national special-use forest system towards the direction of improved forest quality and biodiversity value, ensure that the prescribed criteria are met; no massive establishment of new national parks and nature reserves. The results of implementation of the Prime Minister's Decision No. 1976 / QD-TTg, October 30, 2014 should be reviewed and some critical special-use forests are proposed should be included in the forestry sector development master plan in the period 2021-2030, with a vision to 2050.

b) Protection forests:

Solutions for planning the development of protection forest systems should be included in the Master Plan for the Forestry Sector Development in the period from 2021-2030, with a vision to 2050. Investment projects on development and protection restoration of the watershed forest system in the northern mountainous region, southern central region and coastal south central region, Central Highlands should be focused; also to implement investment projects on development, protection, restoration of protection forests for wind, sand and tide shielding, anti-erosion of coastal erosion in coastal provinces in Northern east region, Northern delta region, northern central region, coastal south central region and southern west region. The content of National Plan on Capacity development for the Protected Area System Management should be reviewed, and expanded to cover also all protection forest.

2. ORIENTATION FOR DEVELOPMENT BY ECOLOGICAL REGIONS

a) The Northwestern Region:

To continue to conserve high mountain tropical forest ecosystems and rare and precious forest fauna and flora genetic sources in special-use forests; to focus on further development, consolidating watershed protection forests along hydro power steps on Da river;

b) Northeast region:

To continue the consolidation of national parks, nature reserves, species and habitat conservation areas, and historical and landscape forests; to focus on further development and consolidation of coastal protection forests and watershed protection forests systems;

c) Northern Delta:

to consolidate and protect the existing national parks such as Cuc Phuong, Ba Vi, Cat Ba, Xuan Thuy, nature reserves, historical, cultural and landscape protected areas; to focus on further development and strengthening protection areas for urban environment, industrial parks and coastal protection forests; to push up forwards scattered tree planting, to improve environmental landscape and partially meet the needs for timber of households;

d) North Central Region:

To protect and strengthen Pu Mat, Vu Quang, Ben En, Bach Ma, Phong Nha - Ke Bang and other nature reserves. To further develop the northern and central Truong Son special-use forests to protect the region's high biodiversity, in combination with watershed protection; Efforts to be focused on establishment and strengthening watershed and coastal protection areas to prevent flying sand, shielding against waves and coastal erosion; to push up forward community-based forest management, especially for scattered watershed protection forests, and in areas where flying sand protection and other soil improvement activities are required;

e) Coastal Southern Central region:

To protect and strengthen the existing national parks such as Nui Ong, Takou; to further develop the special-use forest Nam Truong Son and historical, cultural, traditional forests; to strengthen the development of the watershed forest system, especially in the mountainous unforested areas with high slope degrees, and strengthen the forest plantation for forest shielding function against sand and wind, protecting against coastal erosion; strengthening the protection of the existing forests and newly plant forests in dry and drought areas such as provinces of Ninh Thuan, Binh Thuan in order to improve the water resources and cultivating land;

f) Central High Land region:

To strengthen the protection of national parks and protected areas of high biodiversity such as Ngoc Linh, Yok Don, Chu Yang Sin, Bidoup-Nui Ba, Chu Mom Ray etc...Conservation of endemic species in mixed forest of dipterocarp forest, pine forest; strengthen the protection of the watershed natural protection forest system in order to maintain the coverage of natural forests through co-management and community based forestry;

g) Southeast region:

To strengthen the protection and conservation of biodiversity in special-use forests such as Bu Gia Map national park, Con Dao, Cat Tien, Lo Go - Sa Mat, Can Gio and other nature reserves. To strengthen the protection and protection of watershed protection systems, protect dams and hydroelectric reservoirs such as Tri An, Dau Tieng, Thac Mo to promote the establishment of protection forest for environment protection and for industrial parks and large cities and protection of coastal lines;

h) Southwest region:

To consolidating, protect and conserve biodiversity in special-use forests such as Tram Chim National Park, Mui Ca Mau National Park, U Minh Ha National Park, U Minh Thuong National Park, Phu Quoc National Park, Hon Chong Nature Reserve, Lang Sen Nature Reserve, ...; to restore and develop mangrove and melaleuca ecosystems to serve environmental protection and economic development; to strengthen the establishment and consolidation of protection forests used for wave break, anti-coastal erosion and protection of other constructions;

For special-use forests and protection forests in all ecological regions in the coming period, it is necessary to accelerate the integration of ecosystem service values, develop eco-tourism services (responsible tourism), improve living conditions and raise people awareness among ethnic minorities, especially in remote areas. The state management agencies shall continue to amend mechanisms and policies to leverage non-state funding sources for forest protection and development, biodiversity conservation, especially the PFES policy, the positiveness and proactiveness of the community in forest protection and development will continue to be made use, on the basis of sharing the benefits from the forest.

III. RECOMMENDATIONS, PROPOSED SOLUTIONS, POLICIES

1. SOLUTIONS ON ORGANIZATION FOR MANAGEMENT FOR FOREST PROTECTION AND DEVELOPMENT

a) Strengthening the managerial structure

To consolidate the organizational system for management of the protection forest system in a unified manner across the country. In terms of state management, it is recommended that the management boards of protection forests be public service delivery units who are under Provincial Department of Agriculture and Rural Development.

Based on the Master Plan for Sustainable Forestry Sector Development in the 2021-2030 period, with a vision to 2050, the Provincial People's Committee will formulate and promulgate a plan to organize the management of protection forests in the area, in which it is necessary to merge or establish new management boards of protection forests in accordance with Article 17 of Decree 156/2018 / ND-CP dated November 16, 2018. In some specific cases, it is possible to consider reducing the criteria of area scale to about 3,000 ha as a condition for establishment of the protection forest management board. In coastal provinces, due to the specific nature of the protection forest, setting up separate coastal management boards is recommended. protection forest management boards can be can manage all small and fragmented area of protection forest in a province as a whole. Consideration will be made for establishment of a specialized forest protection force in the plan or planning to allocate sufficient forest protection staff for management boards of special-use forests and protection forests to meet the norm of one ranger per 500 ha of forest.

b) Development of the mechanism for coordination in management of special-use forests, protection forests

To strengthen the coordination among ministries and branches in the management of special-use forests and protection forests from land use planning to organizing and directing the implementation of projects on forestry land, especially land areas near protection forests to

reduce conflicts, avoid conflicts of interest. To develop a regulation on co-management of special-use forests and protection forests between forest management boards and local authorities, communities and stakeholders, and local political and social organizations.

For coastal special-use and protection forests, it is necessary to supplement specific and practical regulations on organization of management, protection and development of forests and protection of forest resources in the Forest Management Regulation. For mangrove forests with abundant fishery resources, which are the livelihoods of people in the region, it is necessary to formulate rational plans and establish areas where local communities are allowed to exploit and raise aquatic products.

2. SOLUTIONS FOR ALLOCATING, LEASING OF FOREST ENVIRONMENT AND CONTRACT FOR FOREST

a) Allocating, leasing of forest environment, contract for forest protection

- As an objective, by 2020, all forest areas (natural forests, planted forests) and special-use forests and protection forest land must be allocated, leased and contracted to forest owners of all economic sectors, specifically:

- Forest owners who are State organizations shall manage the most of the special-use forest area (about 85%), the protection forest area is of national importance and of a large scale (about 70%). The remaining area of special-use forests (15%) and protection forests (30%) will be managed by enterprises (state or private), communities, households and individuals according to relevant legal provisions.

- Households and village communities are allocated with forest under contract for forest protection with a number of small and scattered special-use forest and protection forests, which have been closely associated with communities for a long time, according to legal provisions, in this deal, poor households and ethnic minorities are given priority to develop forest gardens for household needs;

- Enterprises are entitled to be allocated and to lease areas in small-scale special-use forest and protection forests according to legal provisions. Models in which State organizations contract individuals, households, village communities for forest protection and development should be upscaled.

Reviewing and evaluating the leasing of forest environment in order to develop eco-tourism, piloting forest leasing for planting medicinal herbs under forest canopy, etc.

- Review and evaluate the effectiveness between the long-term allocation of forest land and contracting with local community for forest protection and by forestry, fishery companies over the past time, especially for forest areas, land of protection forests that have been allocated for long-term to individuals, households and community in recent years. Review small and separate protection forests in provinces where there is no owner or forests that are temporarily assigned to state agencies and organizations for management before transferring them to protection forest management boards or to households, individuals, communities for management under a contract.

b) Management of forest and forest land use

To strengthen the management of forest land use plans, in which:

+ to minimize adverse impacts of activities related to building transport infrastructure, sea dikes, developing eco-tourism ... on sustainable protection, restoration and development of special-use forests, protection forests.

+ to strictly prohibit encroachment to forest and forestry land planned for aquaculture; to strictly handle improper land use cases that harm forests. Areas that are used improperly to the plan must be recovered.

+ For coastal mudflats, the provincial People's Committee must promulgate the guideline and solution for forest development and sea encroachment; The Department of Agriculture and Rural Development is assigned to lead and coordinate with related departments and agencies to develop afforestation and sea encroachment projects.

c) Forest product exploitation; conducting combined forestry, agriculture and fishery production activities; organizing development of eco-tourism, leisure tourism and entertainment tourism;

Implementing scientific research, teaching and practicing activities in special-use forests and protection forests must strictly comply with the provisions of law. With regard to the projects on development of ecotourism, the model of forest environment leasing is encouraged, while the conversion of forest use must be minimized.

d) In management of land and forests within the boundary of very critical protection forests:

It is strictly forbidden to build infrastructure or have residential settlement in very critical protection areas, especially in areas at high risk of landslides. It is also strictly forbidden to exploit forest products, conduct agricultural and forestry farming activities in combination with fisheries therein.

3. SOLUTIONS ON SCIENCE, TECHNOLOGY AND INTERNATIONAL COOPERATION

The special-use forest management boards shall develop a "Sustainable forest management plan until 2030" under the guidance in the Ministry of Agriculture and Rural Development's Circular No. 28/2018 / TT-BNNPTNT of November 16, 2018, on sustainable forest management and Decision No. 4691 / QD-BNN-TCLN dated November 27, 2018 of the Minister of Agriculture and Rural Development issuing the Plan for implementation of the Sustainable Forest Management Scheme and Forest Certification.

For coastal areas that currently do not have the criteria for site division, the criteria for dividing site conditions should be developed soon and according to the importance level in each ecological region and sub-region, making a basis for the development of the plan for protection of forest development.

To strengthen research and development of appropriate scientific and technological solutions on the structure of plant varieties and silvicultural techniques for the restoration and development of special-use forests and all types of protection forests by forestry ecological regions.

Quantitative research of protection forest values and functions (in nature conservation, landscape protection, environmental protection, provision of forest products and non-timber products). Researches should propose specific solutions for sustainable management and use of resources and values of forest ecosystems.

- Research to build a system of biodiversity databases as a basis for development of a tool for checking, monitoring and evaluating of forest quality, quality of forest protection management and forest ecosystems in service of state management of biodiversity conservation, forest resources protection.

To enhance international cooperation among in-country and international organizations and forestry scientists in studying and applying advanced forestry science and technologies in the 4th industrial revolution era (4.0) in management of forest protection and development, biodiversity conservation.

- Continue to cooperate with international organizations in research, rescuing, protecting and conserving endangered, precious and rare animal and plant species.

4. SOLUTIONS, POLICIES FOR FUNDING FOR BIODIVERSITY CONSERVATION

a) Solutions

+ For the State budget funding source:

- *To appropriate design the funding structure:*

In policy formulation, funding structure should be designed in scientific and rational way based on the development direction set in the forestry sector strategy and plans. The funding structure of State budget for biodiversity conservation, forest protection and development must be in harmony with the process of restructuring the forestry sector, ensure the balance between forest protection and development and biodiversity conservation; pay attention to harmonizing interests, ensure enough fund for supporting the development of communities.

- *Coordinated, integrated implementation of programs and projects that investing in forest protection and development, biodiversity conservation in the same area, special-use forest and protection forests:*

For implementation of programs and projects implemented in the same province, DARD should be the focal point. For implementation of projects, programmes in a forest, the management board should be the focal point; a coordination mechanism to integrate tasks, manage and use funds for forest protection and development, biodiversity conservation should be in place.

- *Regarding governance:*

To review, fine-tune the mechanism of coordination in managing financial resources for investment in forest protection and development, biodiversity conservation among state management agencies (central and local levels; between ministries, sectors, departments and General Departments in a Ministry), to coordinate and integrate programs and projects; to examine, control and evaluate the efficiency of fund use.

+ *for non-State funding sources:*

- *Solution for fine-tuning of the FES policy:* the PFES policy is currently only implemented for 2/5 of forest environmental services: (i) Protecting land, limiting erosion and sedimentation of lakes and rivers, stream bed; (ii) Regulation and maintenance of water resources for production and social life. The remaining forest environmental services are still in the testing phase. For the two services performed, the new payment rate is just as equal as 40 - 50% of the actual cost. Therefore, the solutions to be promoted are:

+ to properly and fully calculate FES fees and charges into the FES payment rate for the two types of services which generate the largest revenue from FES payment in the past 10 years; to strictly comply with the law, ensuring the interests of forest owners, communities, households and individuals who are implementing forest protection and development;

+ To accelerate the completion of PFES collection mechanisms for services (i) regulation and maintenance of water resources for production; (ii) absorption and storage of forest carbon, reduction of greenhouse gas emissions by measures to prevent forest degradation, reduction of forest area and development of forest sustainably; (iii) protect natural landscapes and conserve biodiversity of forest ecosystems for tourism services; (iv) service of supplying spawning grounds, food sources and natural breeds, using forest water sources for aquaculture.

+ To conduct research, propose solutions to change the currently indirect payment mode to direct payment mode expectedly in the period 2021-2030.

- *Development of ecotourism, integration of the value of ecosystem services, entertainment and leisure values:*

This is a very promising income source in the coming period given that economic is developing, the middle class population is growing, and people living standards is improving, regional and international integration are increasingly expanding. Therefore, it is necessary to advertise, promote trade and expand the types of eco-tourism in national parks, nature reserves and protection forests. Besides the existing tourism services, it is necessary to quickly develop tourism services such as cultural and historical values experiencing; leisure, rehabilitation, beauty care tourism... which associate with nature, fresh air, forests, green lawns, traditional medicinal remedies of forests ...

- *To promote production and business services:*

Special-use forests and protection forests have great potential to develop production and services of plant varieties, medicinal plants, oxygen, clean air, ... that serve sectors such as agriculture, health care, emerging needs of the society in big cities, intensive industrial zones. It is necessary to promote research about and apply solutions that can make use the potential of forests and forest products under the forest canopy, especially the forest fresh and clean

environment, this is a new direction of production, business and service that can create funding sources for forest protection and development, meanwhile improving the lives of officials and employees.

- Continuing to lure ODA fund: International organizations and industrialized countries pay special attention to biodiversity conservation, conservation of endangered, precious and rare fauna and flora species ... Technical and financial support to implement these tasks in favour of national parks, nature reserves and protection forests. It is necessary to have solutions for improving qualification of staff so that they can be qualified enough and confident to carry out international cooperation tasks; exchanges, information sharing and international integration activities should be strengthened in order to attract more ODA fund for forest protection and biodiversity conservation.

b) Development of policy on funding in forest protection and development, biodiversity conservation

Most of the current policies on funding for forest protection and development and biodiversity conservation only stay valid until the end of 2020. It is proposed that the following legal documents on funding for forest protection and development and biodiversity conservation be developed in the period from 2021-2030:

1. The Strategy for Sustainable Development of Vietnam's Forestry Sector for the period from 2021-2030, with a vision to 2050, with importance is attached to the strategic direction for development of special-use forests and protection forests and ecotourism therein.
2. The Vietnam Forest Sector Sustainable Master Plan for the period from 2021-2030, with a vision to 2050; with importance is attached to policies and planning solutions for developing protection forest system and reviewing, supplementing and amending the plan for sustainable development of Vietnam's special-use forest system under Decision No. 1976 / QD-TTg of October 30 / 2014 by the Prime Minister.
3. To continue the review, amendment and supplement the PFES policy and develop a Government's decree leasing of forest environment policy.
4. To develop the policy on co-management in forest protection and development, biodiversity conservation;
5. To review the policy on development of special-use forests under Decision No. 24 / QD-TTg; regulation on protection forest management under Decision No. 17/2015 / QD-TTG and scheme on protection and development of coastal protection forests in response to climate change under Decision No. 120 / QD-TTg to develop a master programme on forest protection and development, biodiversity conservation, sustainable development of special-use forest and protection forest in the period of 2021-2030.

5. PUSHING UP FORWARDS THE IMPLEMENTATION OF THE SELF-FINANCING MECHANISM IN MANAGEMENT BOARDS OF SPECIAL-USE FORESTS, PROTECTION FORESTS

To continue the implementation of self-financing mechanism at special-use forests and protection forests in accordance with Decree No. 141/2018 / ND-CP, with the following solutions:

a) To strengthen the coordination among state administration agencies

Appointing a focal point to take responsibility for directing and administering the implementation of self-financing mechanism; to develop and fine-tune the system of legal documents, to effectively implement the state management over the public economic and other service delivery units prescribed in Decree No. 141/2016 / ND- CP, to address all problems in realization of the self-financing mechanism at special-use forests and protection forests management boards.

b) To boot the activeness of special-use forest, protection forest management boards

The following documents should be promulgated by the forest management boards for their internal application:

- List of services related to forest protection, biodiversity conservation, sustainable forest development, environmental protection, tourism, production, business ...;

- Economic and technical norms applied to such services;

- Criteria, standards for checking, monitoring and evaluating the quality of services, assessing the quality and effectiveness of the management board's performance.

In sync with public services delivery activities, activities for public welfare, raising the living standards of officials and employees should be implemented, forest management boards should adopt the co-management regulation which helps to to promote the leading, positive and proactive role, of the local community, based on sharing the benefits from the forest, while improving the material, cultural and spiritual life of the local community living in the core and buffer zone of special-use forest and protection forest.

CONCLUSION

The review of reports on the activities of the forest management boards that showed the current status of management of special-use forest and protection forest systems over the past time. The analysis and evaluation of the results of implementation of mechanisms and policies have unveiled positiveness, shortcomings, limitations, bottlenecks and causes of the problems, which inform proposals, solutions for mechanisms and policies on sustainable development of special-use forest and protection forest systems in the coming period.

The results of the management of the special-use and protection forest systems are quite optimistic. Policies on funding for forest protection and development have proved themselves superiority and have been welcomed by all people, especially the ethnic communities, and to the sustainable forest development program in the 2016-2020 period and PFES policy. However, limited awareness in biodiversity, the over dependence on the state budget, the stagnation in system administration, a cumbersome, overlapping and complex legal documents system are barriers to the development of special-use and protection forest systems.

In order to further develop the achieved results, overcome limitations, further develop the sustainable management of forest protection and development, the forestry sector needs to focus its resources on research and development of sustainable development policies in the coming time.

First and foremost, State management agencies should review, amend, supplement and develop new legal documents, establish a legal environment that accommodates international integration, and implementation of solutions and mechanisms, policies on management, funding in forest protection and development, biodiversity conservation that adapt well to the practical situations, the specific characteristics of special-use forest and protection forest systems. forest management boards should coordinate synchronously with local authority and mass organizations, make use of the leading role of communities living in the core and buffer zones, organize the implementation of programs, solutions, mechanisms, funding policies, effectively integrate programs and projects, synchronously implement objectives of forest protection and development and biodiversity conservation, and protection, conservation, rescue of endangered, precious and rare animals as well; to carry out on the spot measures to prevent acts that harm forest resources.

While implementing solutions, developing mechanisms, policies, projects prioritizing forest protection and bio-diversity conservation, state management agencies at all levels, branches, management boards of special-use forests and protection forests should thoroughly and strictly implement Directive 13-CT / TW of January 12, 2017 of the Party Central Committee's Secretariat on "Strengthening the Party's leadership in forest management, protection and development", continuously improve awareness and responsibility for forest protection and biodiversity conservation of the political system, the Party committees, the party organizations, the government, the heads of agencies, organizations, localities and the entire people, especially the ethnic minority communities living in core and buffer areas in special-use and protection forests who have a direct and leading role in this regard.

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