



Offshore wind roadmap for Vietnam

Interim report for consultation

Document history

Revision	Description	Circulation classification	Authored	Checked	Approved	Date
E	For consultation with MOIT	Client discretion	NGD	BAV	BAV	8 Jul 2020
D	For client review	Client discretion	NGD	BAV	BAV	3 Jul 2020
C	For client review – not for wider release	Commercial in confidence	NGD	BAV	BAV	26 Jun 2020
B	For client review (revised early sections only) – not for wider release	Commercial in confidence	BAV	NGD	BAV	16 Jun 2020
A	For client review – not for wider release	Commercial in confidence	NGD	BAV	BAV	3 Jun 2020

Circulation classification	Description
Strictly confidential to XX (name person(s) or group)	Not to be circulated beyond the named persons or group within client
Commercial in confidence	Not to be circulated beyond client (or BVG Associates if no client specified)
Supplied under NDA	Not to be circulated beyond client or other organization party to a non-disclosure agreement (NDA) with the client (subject to any additional terms agreed with the client in <i>[state details of agreement]</i>)
Client discretion	Circulation is at the discretion of the client (subject to any terms agreed with the client in <i>[state details of agreement]</i>)
Unrestricted	No restriction on circulation

Note: Circulation classification may not be changed on a document. Only BVGA may issue a revised document with a revised circulation classification.

BVG Associates

BVG Associates is an independent renewable energy consultancy focusing on wind, wave and tidal, and energy systems. Our clients choose us when they want to do new things, think in new ways and solve tough problems. Our expertise covers the business, economics and technology of renewable energy generation systems. We are dedicated to helping our clients establish renewable energy generation as a major, responsible and cost-effective part of a sustainable global energy mix. Our knowledge, hands-on experience and industry understanding enables us to deliver you excellence in guiding your business and technologies to meet market needs.

- BVG Associates was formed in 2006 at the start of the offshore wind industry.
- We have a global client base, including customers of all sizes in Europe, North America, South America, Asia and Australia.
- Our highly experienced team has an average of over 10 years' experience in renewable energy.
- Most of our work is advising private clients investing in manufacturing, technology and renewable energy projects.
- We have also published many landmark reports on the future of the industry, cost of energy and supply chain.

Disclaimer

- This document is intended for the sole use of the Client who has entered into a written agreement with BVG Associates Ltd or BVG Associates LLP (jointly referred to as "BVGA"). To the extent permitted by law, BVGA assumes no responsibility whether in contract, tort including without limitation negligence, or otherwise howsoever, to third parties (being persons other than the Client), and BVGA shall not be liable for any loss or damage whatsoever suffered by virtue of any act, omission or default (whether arising by negligence or otherwise) by BVGA or any of its employees, subcontractors or agents. A Circulation Classification permitting the Client to redistribute this document shall not thereby imply that BVGA has any liability to any recipient other than the Client.
- This document is protected by copyright and may only be reproduced and circulated in accordance with the Circulation Classification and associated conditions stipulated in this document and/or in BVGA's written agreement with the Client. No part of this document may be disclosed in any public offering memorandum, prospectus or stock exchange listing, circular or announcement without the express and prior written consent of BVGA.
- Except to the extent that checking or verification of information or data is expressly agreed within the written scope of its services, BVGA shall not be responsible in any way in connection with erroneous information or data provided to it by the Client or any third party, or for the effects of any such erroneous information or data whether or not contained or referred to in this document.

The views expressed in this report are those of BVG Associates. The content of this report does not necessarily reflect the views of The World Bank Group or the Government of Vietnam.

Front cover image © BVG Associates

Executive Summary

About this roadmap

This report provides a vision for development of offshore wind in Vietnam, looking at both opportunities and challenges under different growth scenarios.

It was initiated under the WBG's Offshore Wind Development Program which aims to accelerate offshore wind development in emerging markets.

The report is based on two potential scenarios for offshore wind development:

- Low growth, with moderate expansion of offshore wind where offshore wind supplies 5% of Vietnam's electricity needs by 2035
- High growth, with significant expansion of offshore wind where offshore wind supplies 12% of Vietnam's electricity needs by 2035

The report starts by describing a vision of the Vietnamese offshore wind sector in 2035 under both scenarios:

- Where the projects are located
- What the cost and economic impact on consumers is
- Where the supply chain has developed as well as associated infrastructure
- What the environmental and social impacts are, and
- How these projects are procured and financed.

The report then provides a roadmap that outlines the broad range of enabling actions that will need to be taken by Government to achieve either outcome.

These recommendations are based on experience in other markets, engagement in Vietnam and on projections for regional developments in Asia's expanding offshore wind sector.

The remainder of the report then provides the supporting analysis and evidence behind each of the recommended actions.

At this interim stage, results are preliminary and are intended to form the basis of a consultation with government, industry and other stakeholders.

Offshore wind roadmap for Vietnam: Interim consultation report

Key findings

Offshore wind offers Vietnam a local, low cost, large scale, clean source of electricity and long-term jobs.

Vietnam has a globally relevant offshore wind resource, located close to shore and population centers and in relatively shallow water.

The outcome of the two scenarios is summarized in Figure 1.

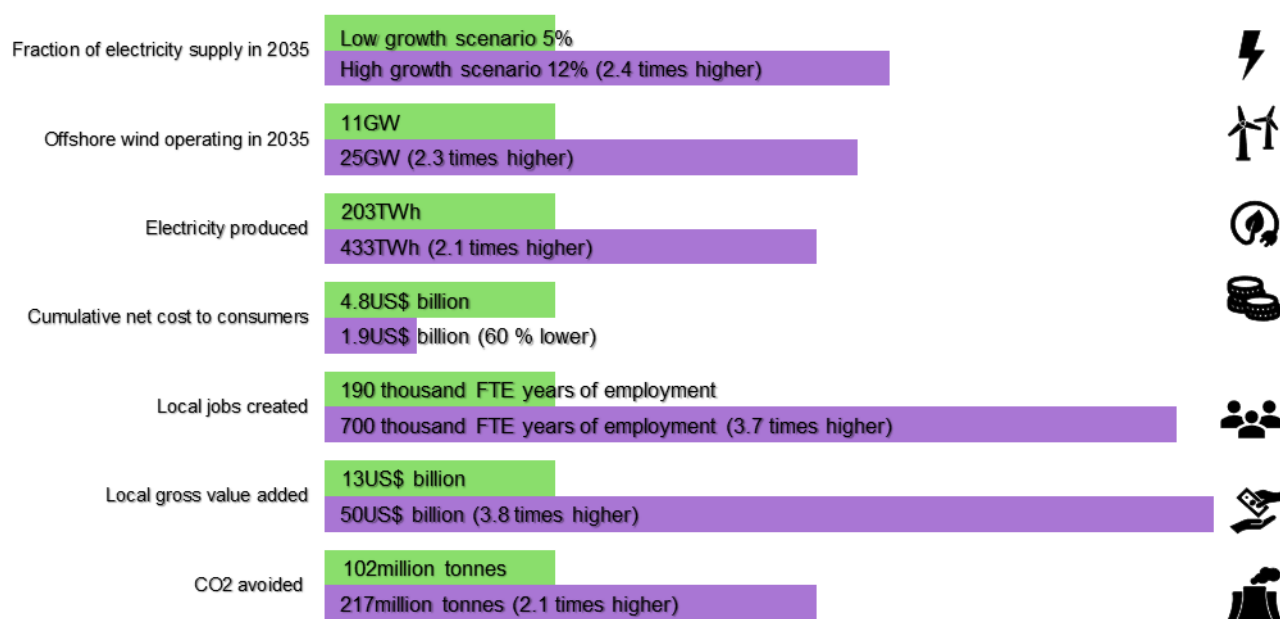


Figure 1 Impact of offshore wind in Vietnam under low and high growth scenarios, period 2020 to 2035.¹

The key difference is that the high growth scenario, double the growth results in more cost reduction and almost four times as much local job and gross value added, with less than half the net cost to the consumer. This is because:

- The larger local market, with good visibility, enables more local supply chain investment and optimisation, leading to exports to the regional and global market.
- This creates 1.6 times as many local jobs per MW installed.
- With 2.3 times as many MW installed, overall 3.7 times as many jobs are created and about the same increase in local gross value added (GVA).
- Also, 20% lower levelized cost of energy (LCOE) is achieved due mainly to:
 - Capital expenditure (CAPEX) reduction from increased supply chain investment, optimization and increased competition.
 - Lower weighted average cost of capital (WACC) from the expectation of more foreign investment and reduced risk.

This leads to an earlier break-even with cost of generation from traditional technologies, a 60% lower cumulative net cost to consumers up to 2035, and a net benefit to consumers from 2036, three years earlier than in the low growth scenario.

¹ All figures are cumulative over the period 2020 to 2035, unless stated. The fraction of electricity supply is discussed in Sections 3.2 and 4.2. Offshore wind capacity operating is discussed in Section 0. Electricity produced is discussed in Sections 3.3 and 4.3. Net cost to consumers is discussed in Sections 3.3, 4.3 and 7.1. Local jobs and GVA are discussed in Sections 3.4, 4.4 and 11. CO2 avoided is discussed in Section 7.1.

Developing a high-volume market with good visibility is an effective way to generate local economic benefit without having to resort to problematic local content requirements. It also reduces the cost to consumers and creates a more sustainable, internationally competitive supply chain.

Roadmap

In order to develop a successful offshore wind industry, we highlight priority themes and a roadmap of recommended actions for the Government of Vietnam to consider.

Priority themes



Figure 2 Priority themes to create a successful offshore wind industry.

Recommended actions

We have created a list of 20 recommended actions that together address these priority themes.

Vision and volume targets

1. Publish a vision for offshore wind to 2050
2. Set annual offshore wind installation targets to 2030

Leasing, permitting and power purchase

3. Establish development zones through marine spatial planning

4. Create leasing and permitting authorities, a transparent permitting process and clear ESIA procedures that encourage early stakeholder engagement and adequate baseline data collection

5. Determine preferred approach to sea bed leasing and power purchase

6. Transition to a competitive system for offshore wind leases and PPAs by 2026

7. Set out timetable for leasing competitions, and ensure coordination across Government to deliver

8. Revise the terms and conditions of the existing FIT to make it bankable for offshore wind, offer it to 2025

Project finance

9. Establish a creditworthy PPA counterparty

10. Encourage financial mechanisms to reduce cost of capital

Transmission and port infrastructure

11. Mandate substantial transmission reinforcements

12. Determine preferred approach to transmission investment

13. Consider offshore wind in the seaport masterplan and enable investment in port facilities

Supply chain development

14. Prepare supply chain plan and local content guidance

15. Enable education and investment in local supply chain businesses

16. Undertake skills and training assessment

17. Address barriers to inward investment

Standards and regulations

18. Create framework for environmental and social impact assessment for offshore wind

19. Create health and safety framework for offshore wind

20. Create framework of technical codes and regulation

Contents

Executive Summary	4
About this roadmap	4
Key findings	5
Roadmap	6
1 Introduction	14
1.1 Report structure	14
2 Two scenarios for offshore wind in Vietnam	15
3 Low growth scenario	18
3.1 Development areas	18
3.2 Electricity mix	18
3.3 Levelized cost of energy and net benefit to consumers	18
3.4 Supply chain and economic impact	19
3.5 Infrastructure	20
3.6 Environment & social impacts	20
3.7 Finance and procurement	20
3.8 Actions to deliver the low growth scenario	21
3.9 SWOT analysis for Vietnam in the low growth scenario	21
4 High growth scenario	22
4.1 Development areas	22
4.2 Electricity mix	22
4.3 Levelized cost of energy and net benefit to consumers	22
4.4 Supply chain and economic impact	22
4.5 Infrastructure	23
4.6 Environment & social impacts	23
4.7 Finance and procurement	24
4.8 Actions to deliver the high growth scenario	24
4.9 SWOT analysis for Vietnam in the low growth scenario	24
5 Roadmap for offshore wind in Vietnam: our recommendations	26
5.1 Vision and volume targets	26
5.2 Leasing, permitting and power purchase	26
5.3 Project finance	27
5.4 Transmission and port infrastructure	27
5.5 Supply chain development	27
5.6 Standards and regulations	28
Supporting information	31
6 Key ingredients for a successful offshore wind industry	32
6.1 Stable policies and pipeline visibility	32

6.2	A coherent industrial strategy	32
6.3	Resourced institutions	33
6.4	Competitive environment	33
6.5	Supportive and engaged public	34
6.6	A commitment to safety	34
6.7	Using the best locations.....	35
7	Benefits and challenges of offshore wind.....	36
7.1	Benefits.....	36
7.2	Challenges.....	38
8	Market volume in Vietnam	40
8.1	Story to date	40
8.2	A vision for offshore wind to 2050.....	40
8.3	In Vietnam's national context.....	40
8.4	Within East and Southeast Asia.....	41
8.5	Globally.....	41
8.6	Vietnam offshore wind energy production and cost data	42
9	Cost of energy reduction.....	45
9.1	Purpose	45
9.2	Method.....	45
9.3	Results.....	45
9.4	Key factors for cost reduction	52
9.5	Background: details of methodology	52
10	Supply chain analysis	59
9.1	Purpose.....	59
9.2	Method.....	59
9.3	Results	61
11	Jobs and economic benefit	68
11.1	Purpose.....	68
11.2	Method.....	68
11.3	Results.....	70
11.4	Background: Detail of method.....	78
12	Environmental and social considerations.....	81
12.1	Purpose.....	81
12.2	Method.....	81
12.3	Results	82
13	Leasing and permitting.....	90
13.1	Purpose.....	90
13.2	Method.....	90
13.3	Results.....	90

Offshore wind roadmap for Vietnam: Interim consultation report

13.4	Discussion.....	94
13.5	Background.....	95
14	Government procurement.....	107
14.1	Purpose.....	107
14.2	Method.....	107
14.3	Options considered.....	107
14.4	Results.....	110
14.5	Discussion.....	111
15	Wind farm revenue.....	113
15.1	Purpose.....	113
15.2	Method.....	113
15.3	Results.....	113
15.4	Discussion.....	115
16	Health and safety.....	118
16.1	Purpose.....	118
16.2	Method.....	118
16.3	Feedback from developers.....	118
16.4	Results.....	118
16.5	Discussion.....	120
16.6	Recommendations.....	121
17	Transmission infrastructure.....	122
17.1	Purpose.....	122
17.2	Method.....	122
17.3	Current transmission network.....	122
17.4	Potential issues with increased deployment of wind.....	123
17.5	Future network requirements.....	124
17.6	Grid connection process.....	126
18	Port infrastructure.....	128
18.1	Purpose.....	128
18.2	Method.....	128
18.3	Ports Overview.....	128
18.4	Port assessment criteria.....	129
18.5	Results.....	130
19	Public finance.....	138
19.1	Purpose.....	138
19.2	Method.....	138
19.3	Overview of potential instruments.....	138
20	Spatial data.....	142
20.1	Purpose.....	142

20.2	Method.....	142
20.3	Economic modelling layers	142
20.4	Infrastructure layers	143
20.5	Environmental layers	143
20.6	Social and commercial layers	144
20.7	Summary.....	145
21	Downstream studies	152
21.1	Purpose.....	152
21.2	Method.....	152
21.3	Results.....	152
22	Stakeholders.....	154
Appendix A : Glossary		158
Glossary.....		158
Company and institute abbreviations		161

List of figures

Figure 1	Impact of offshore wind in Vietnam under low and high growth scenarios, period 2020 to 2035.	5
Figure 2	Priority themes to create a successful offshore wind industry.	6
Figure 3	Annual installed and cumulative operating capacity in the two scenarios.	15
Figure 4	Long-term ambition in low growth scenario.	16
Figure 5	Long-term ambition in high growth scenario.	16
Figure 6	Potential offshore wind development areas (as defined by DEA).	18
Figure 7	Electricity supplied by offshore wind and other sources to 2050 in the low growth scenario.	18
Figure 8	LCOE and cumulative net cost of offshore wind compared to traditional technology in the low growth scenario.	19
Figure 9	Jobs created in the low growth scenario.	19
Figure 10	Local GVA in the low growth scenario.	19
Figure 11	Electricity supplied by offshore wind and other sources to 2050 in the high growth scenario.	22
Figure 12	LCOE and cumulative net cost of offshore wind compared to traditional technology in the high growth scenario.	22
Figure 13	Jobs created in the high growth scenario.	23
Figure 14	Local GVA in the high growth scenario.	23
Figure 15	Low growth scenario roadmap for offshore wind in Vietnam.	29
Figure 16	High growth scenario roadmap for offshore wind in Vietnam.	30
Figure 17	Annual rate of meeting different offshore wind milestones required to deliver high growth scenario.	32
Figure 18	Indicative impact of number of turbine suppliers on the cost of energy in a European market, from with an annual average deployment rate of 3.5GW (2015).	34
Figure 19	Electricity supply in Vietnam split by generation type.	36
Figure 20	Vietnam's place in top 12 countries for offshore wind, globally.	40
Figure 21	Indicative forecast of cumulative operating offshore wind capacity in high growth scenario in Vietnam and in the rest of East and Southeast Asia end 2030, 2040 and 2050.	41
Figure 22	Indicative forecast of cumulative operating offshore wind capacity globally end 2050.	41

Offshore wind roadmap for Vietnam: Interim consultation report

Figure 23 LCOE trajectory for Vietnam sites, compared to established markets trends.	46
Figure 24 LCOE Breakdown for conventional offshore sites in the low growth scenario.	48
Figure 25 Source of LCOE reduction by cost element for conventional offshore sites in the low growth scenario.	49
Figure 26 Source of LCOE reduction by geography for conventional offshore sites in the low growth scenario.	49
Figure 27 LCOE Breakdown for conventional offshore sites in the high growth scenario.	50
Figure 28 Source of LCOE reduction by cost element for conventional offshore sites in the high growth scenario.	51
Figure 29 Source of LCOE reduction by geography for conventional offshore sites in the high growth scenario.	51
Figure 30 Assessment of supply chain for development and permitting.	62
Figure 31 Assessment of supply chain for nacelle, hub and assembly.	63
Figure 32 Assessment of supply chain for blades.	63
Figure 33 Assessment of supply chain for towers.	63
Figure 34 Assessment of supply chain for foundations.	64
Figure 35 Assessment of supply chain for array and export cables.	64
Figure 36 Assessment of supply chain for offshore substations.	65
Figure 37 Assessment of supply chain for onshore infrastructure.	65
Figure 38 Assessment of supply chain for turbine and foundation installation.	65
Figure 39 Assessment of supply chain for array and export cable installation.	66
Figure 40 Assessment of supply chain for wind farm operation.	66
Figure 41 Assessment of supply chain for turbine maintenance and service.	67
Figure 42 Assessment of supply chain for balance of plant maintenance and service.	67
Figure 43 Assessment of supply chain for decommissioning.	67
Figure 44 Total annual FTE-years employment for a single 500MW project installed in 2023, split by cost element.	70
Figure 45 Total GVA for a single 500MW project installed in 2023, split by cost element.	70
Figure 46 Total annual FTE years employment created by all Vietnamese projects in the high growth scenario, split by cost element.	71
Figure 47 Total GVA created by all Vietnamese projects in the high growth scenario, split by cost element.	71
Figure 48 Total annual FTE years employment created by all Vietnamese projects in the low growth scenario, split by cost element.	72
Figure 49 Total GVA created by all Vietnamese projects in the low growth scenario, split by cost element.	72
Figure 50 Vietnamese annual FTE years employment created by all Vietnamese projects in the high growth scenario, split by cost element.	74
Figure 51 Vietnamese annual GVA created by all Vietnamese projects in the high growth scenario, split by cost element.	74
Figure 52 Vietnamese annual FTE years employment created by all Vietnamese projects in low growth scenario, split by cost element.	75
Figure 53 Vietnamese annual GVA created by all Vietnamese projects in low growth scenario, split by cost element.	75
Figure 54 Vietnamese annual FTE years employment created by Vietnamese and global projects in the high growth scenario, split by cost element.	76
Figure 55 Vietnamese annual GVA created by Vietnamese and global projects in the high growth scenario, split by cost element.	76
Figure 56 Vietnamese annual FTE years employment created by Vietnamese and global projects in the low growth scenario, split by cost element.	77

Figure 57 Vietnamese annual GVA created by Vietnamese and global projects in the low growth scenario, split by cost element.	77
Figure 58 Sea bed lease approval process.	91
Figure 59 Project development phases.	93
Figure 60 Overview of centralized and decentralized approaches to leasing and PPA procurement.	108
Figure 61 Power Plants in Vietnam.	122
Figure 62 Transmission congestion areas.	123
Figure 63 Options for transmission upgrades for offshore wind expansion in Vietnam.	126
Figure 64 Offshore wind manufacturing and construction ports in Vietnam.	131

List of tables

Table 1 Characteristics of the two market development scenarios explored for Vietnam.	17
Table 2 SWOT analysis Vietnam in the low growth scenario.	21
Table 3 SWOT analysis Vietnam in the high growth scenario.	25
Table 4 Electricity supplied by offshore wind to 2050 in the high growth scenario.	40
Table 5 Energy production and cost data for low growth scenario.	43
Table 6 Energy production and cost data for high growth scenario.	44
Table 7 Key parameters for the conventional fixed site modelled, against year of installation.	45
Table 8 Indicative LCOEs for typical Vietnam sites modelled.	46
Table 9 Cost element definitions.	54
Table 10 Categorization of the supply chain.	59
Table 11 Criteria for assessing current and future Vietnamese capability.	60
Table 12 Summary of the supply chain analysis.	61
Table 13 Change in Vietnamese supply chain in low and high growth scenarios.	62
Table 14 Summary of potential Vietnamese supply chain.	69
Table 15 Vietnamese content for Vietnam offshore wind projects completed in 2023, 2030 and 2025.	73
Table 16 Local supply chain investments to facilitate Vietnam offshore wind with timing to achieve impacts for a project installed in 2030.	78
Table 17 Summary of environmental and social constraints.	83
Table 18 Key aspects of other permitting regimes.	94
Table 19 Breakdown of permitting activity against project development phases.	96
Table 20 Comparison of permitting and leasing regimes in example countries.	102
Table 21 Comparison between centralized one-stage and decentralized two-stage approaches to leasing and PPAs.	110
Table 22 Investment risks.	114
Table 23 Relevant health and safety legislation and guidance documents (UK/worldwide).	119
Table 24 Criteria for assessing Vietnamese port capabilities.	130
Table 25 Scoring against port criteria.	130
Table 26 Summary of manufacturing and construction ports for offshore wind in Vietnam.	133
Table 27 Port assessment results.	137
Table 28 Datasets for economic model.	142

Offshore wind roadmap for Vietnam: Interim consultation report

Table 29 Infrastructure datasets.	143
Table 30 Environmental datasets.	143
Table 31 Social and commercial datasets.	144
Table 32 Summary of all spatial data sets.	145
Table 33 Summary of costs for downstream activities under high growth scenario.	152
Table 34 Key stakeholders	154

1 Introduction

This report is the output of a study commissioned by the World Bank Group (WBG) and delivered by renewable energy strategy consultancy BVG Associates (BVGA), in association with Atkins, Frontier Economics, Sterling Technical Services (Vietnam) and Mr. Du Van Toan.

It is the first in a series of roadmap studies supported by the World Bank Group as part of its offshore wind development program² that aims to fast-track the expansion of offshore wind power in emerging markets and provide technical assistance to these countries, so they can assess their offshore wind potential and develop a pipeline of projects that are investment-ready.

It follows an invitation from the Government of Vietnam to the World Bank Group for assistance. The study was carried out over the period February to July 2020. This version of the report has been prepared for consultation on the outcome of the study during July and August, before final publication in September.

The study is intended to support collaboration between the Government of Vietnam and the wind industry. It does not represent the views of the Government of Vietnam.

1.1 Report structure

The report is structured as follows:

- Section 2: Description of two scenarios for offshore wind in Vietnam used in the study.
- Sections 3 and 4: Short summaries of the outcomes of each of these two scenarios, using results of later sections of the report
- Section 5: Our recommendations and roadmap for offshore wind in Vietnam.

Supporting information

- Sections 6 to 8: Key ingredients for a successful wind industry, benefits and challenges of offshore wind and market volume context in Vietnam.

Sections 9 to 22: Analysis covering all key aspects of the future of offshore wind in Vietnam.

² <http://pubdocs.worldbank.org/en/120581592321163692/WBG-Offshore-Wind-Program-Overview-Jun2020.pdf>, last accessed July 2020.

2 Two scenarios for offshore wind in Vietnam

Vietnam has a globally relevant offshore wind resource, located close to shore and population centers and in relatively shallow water.

It has an opportunity to use this resource to generate up to almost 30% of its electricity by 2050, with the industry continuing to develop beyond this.

This report explores the impact of two different, possible growth scenarios, chosen to cover realistic paths for Vietnam in the context of its future electricity needs, as

discussed in Section 8. The scenarios have not been chosen to align with specific existing Government statements.

- Low growth, and
- High growth – sufficient to drive realistic levels of competition, local supply chain investment and market-specific innovation.

The differences between the scenarios are discussed below. Note that although the scenarios appear to show smooth trends in Figure 3, actual annual installation rates can be expected to vary due to specific project sizes and timings.

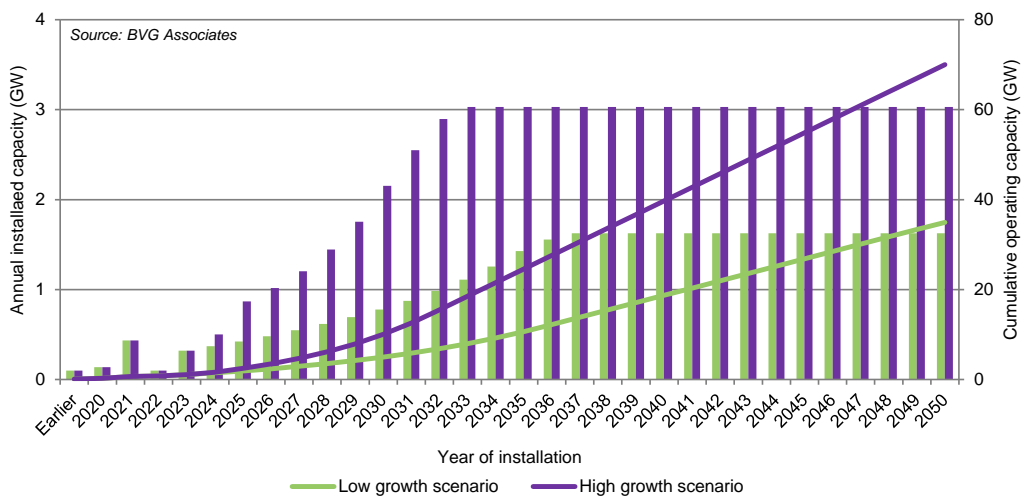


Figure 3 Annual installed and cumulative operating capacity in the two scenarios.

Figure 3 shows the annual and cumulative installations for the two scenarios. In the low growth scenario, the maximum annual installation rate is reached by 2036. In the high growth scenario, the maximum is reached earlier, in 2033, and is double the size. The split between intertidal, conventional fixed and floating activity is presented in Figure 4 and Figure 5. Headline characteristics of the scenarios, also beyond volume, are summarized in

Table 1. Details of how to deliver these scenarios are covered in Section 5. The context for these scenarios within Vietnam's future electricity mix is presented in Section 8.

These scenarios can be compared with business as usual, characterized by limited long-term market visibility, lack of transparent and timely leasing and permitting processes and lack of confidence in robustness of power purchase

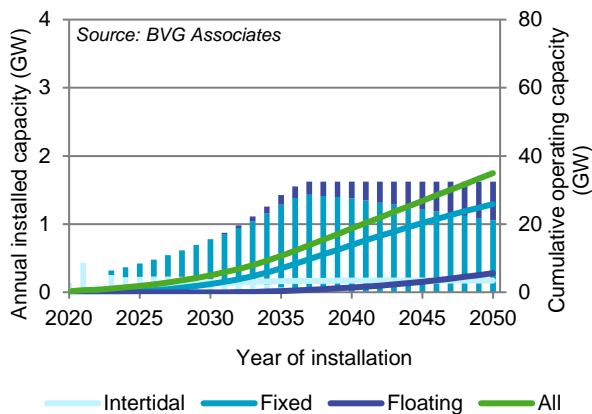


Figure 4 Long-term ambition in low growth scenario.

Types of offshore wind project

In this report, we consider three types of offshore wind project:

- **Intertidal.** Close to shore projects where access may be directly from land. Foundations typically are concrete-capped piles, turbines used are onshore models, with minor changes. Installation uses simpler barges in calm, shallow waters. We anticipate that the early pipeline of such projects will be built-out, but that after that, most projects will be conventional fixed.

arrangements, typical of a country at the early stages of offshore wind development. In such an environment, we anticipate that entrepreneurial local and international developers will continue to develop, finance and construct a small number of conventional fixed offshore and intertidal projects. Development and power purchase risk will be high, and projects will be expensive. There will not be a visible pipeline of projects to support cost of energy reduction or local supply chain investment.

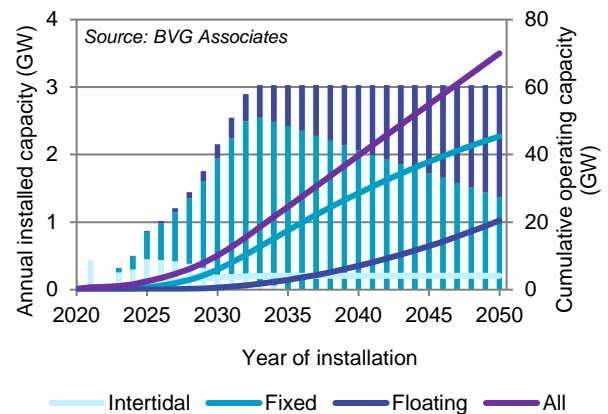


Figure 5 Long-term ambition in high growth scenario.

- **Conventional fixed offshore.** Projects further from shore, using foundations, installation methods and very large turbines similar to those used in many projects in Europe and elsewhere in Asia. We anticipate that this will make up the bulk of the offshore wind market in Vietnam.
- **Floating.** Projects in deeper water using floating foundations. Commercial-scale projects are likely only to be installed towards the end of the 2020s, but potentially making up half of the newly installed capacity by 2050.

In this study, we focus mainly on conventional fixed offshore projects, discussing intertidal and floating project qualitatively, where relevant.

Offshore wind roadmap for Vietnam: Interim consultation report

Table 1 Characteristics of the two market development scenarios explored for Vietnam.

	Low growth scenario	High growth scenario
Cumulative operating capacity in 2030	5GW	10GW
2035	11GW	25GW
2050	35GW	70GW
Maximum annual installation rate	1.6GW	3GW
Policy environment	<ul style="list-style-type: none"> • Good visibility of installation target to 2030, with link to cost reduction target • Competitive auctions introduced • No formal local content requirement, but developers have to submit plans to government for creating and sustaining local benefit as part of auction process • Local focus encouraged 	<ul style="list-style-type: none"> • As low growth scenario, but better visibility and higher confidence • As low growth scenario • As low growth scenario • Collaboration with overseas companies and export encouraged through government programs
Regulatory environment	<ul style="list-style-type: none"> • Transparent and timely leasing, ESIA and permitting processes with clear route through small number of ministries • Marine spatial planning is considered from the start, with offshore wind a major part of this; projects already in development are addressed sympathetically to help build confidence and early pipeline • Bankable power purchase arrangements 	<ul style="list-style-type: none"> • As low growth scenario, but faster progress and increased confidence. Will require collaboration and alignment between multiple Government ministries and regional departments. • As low growth scenario • As low growth scenario
Supply chain	<ul style="list-style-type: none"> • Mainly use turbines from global suppliers, though likely with increasing competition from Chinese players • Reasonable local content, but without the efficiencies and growth of high growth market and relationships with global players, so higher costs and less export 	<ul style="list-style-type: none"> • As low growth scenario • JVs and inward investment support significant local content in low-cost market that exports well, in time
Other prerequisites for scenario	<ul style="list-style-type: none"> • Some limited foreign investment and ownership • De-risking of investment by proving consistent revenue streams 	<ul style="list-style-type: none"> • Expanded foreign investment or ownership, including allowing repatriation of profit • As low growth scenario

3 Low growth scenario

3.1 Development areas

The low growth scenario involves mainly conventional fixed offshore wind farms using monopile foundations. By 2035, there will be 7GW of conventional fixed projects, mainly using monopile foundations. In addition, there will be 3.3GW of intertidal projects and 400MW floating projects. Overall, these conventional fixed and floating projects will cover about 2.4% of the potential development areas identified in Figure 6, which also indicates the most likely locations for intertidal projects. The fixed and floating development areas shown below represent the areas of lowest potential LCOE, accounting for technical and environmental factors, assuming that all fixed, floating and inter-tidal projects are subject to good international industry practices in terms of environmental and social impact assessment and monitoring.

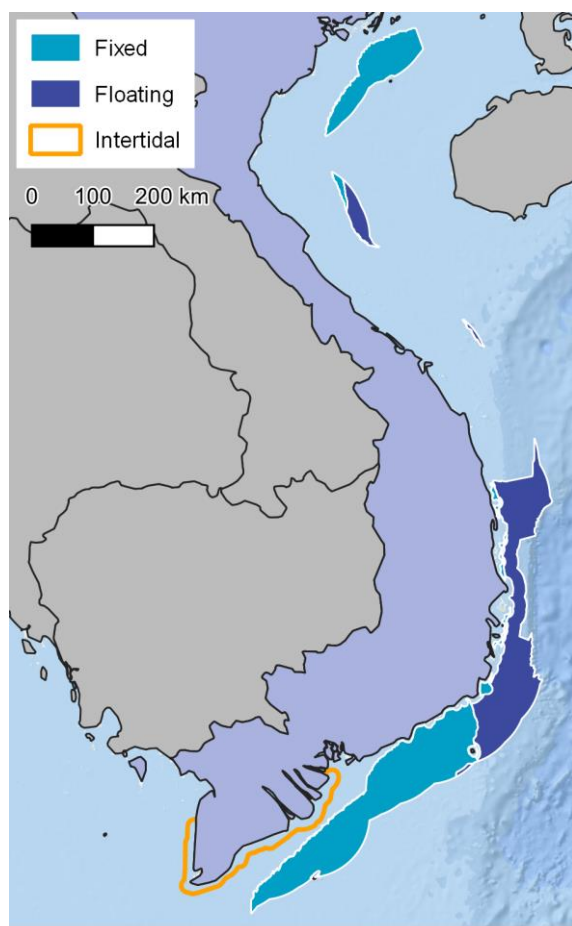


Figure 6 Potential offshore wind development areas (as defined by DEA³).

3.2 Electricity mix

Figure 7 shows supply from offshore wind in the context of the demand for electricity in Vietnam over the period. In 2035, offshore wind will provide 5% of Vietnam's electricity supply. By 2050, this will be 14%. We have not evaluated the rest of the future electricity mix, progressing from the historical changes discussed in Section 7.1.

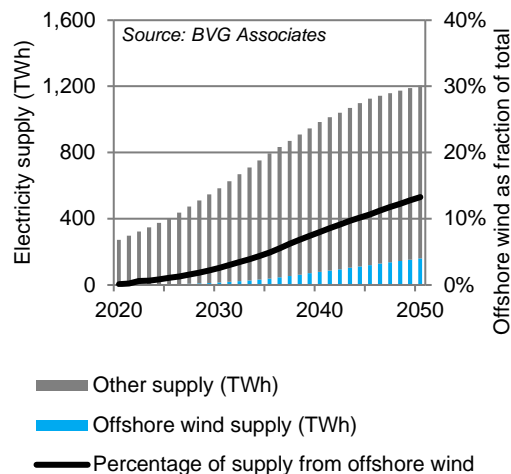


Figure 7 Electricity supplied by offshore wind and other sources to 2050 in the low growth scenario.

3.3 Levelized cost of energy and net benefit to consumers

In this scenario cost of energy reduces over time, hitting US\$83/MWh by 2030 and US\$62/MWh by 2035, by when 203TWh will have been generated. The reductions in cost of energy reduction and the key drivers are discussed in Section 9:

- The use of larger offshore turbines with rotors designed for lower wind sites
- Reduction in cost of capital due to reduction in risk and availability of significant volumes of finance.
- Growth in local and regional supply, learning and competition, again driven by volume and market confidence.

The net cost to consumers by 2035 is US\$4.8 billion. This is paid off by 2039. From then on, offshore wind provides a rapidly increasing net benefit. An explanation of Figure 8 and how net cost is calculated is provided in Section 7.1.

³ Vietnam offshore wind country screening and site selection report, COWI for MOIT/EREA, March 2020. Not for external distribution.

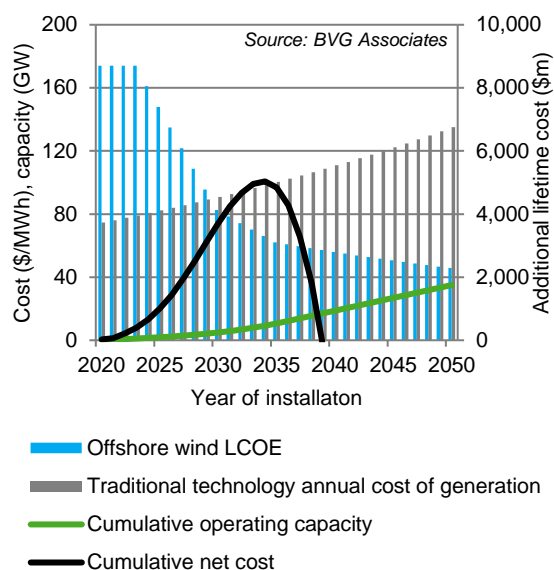


Figure 8 LCOE and cumulative net cost of offshore wind compared to traditional technology in the low growth scenario.

3.4 Supply chain and economic impact

By 2035, Vietnam will have 40% local content in its offshore wind farms. It will be supplying towers and foundations, plus small-scale construction and operations services. Much of the local content and economic benefit will come from the operational phase of projects.

Figure 9 shows that by 2035, 190,000 full-time equivalent (FTE) years of employment will have been created by the offshore wind industry⁴. 40% of this will be through exports of components from Vietnam, manufactured by workers in Vietnam. In the 2030s, annual employment will be about 20,000 FTEs.

Details of the supply chain, economic benefits of offshore wind and supply chain investment needs are discussed in Sections 10 and 11, including a description of where how the 40% local content is broken down.

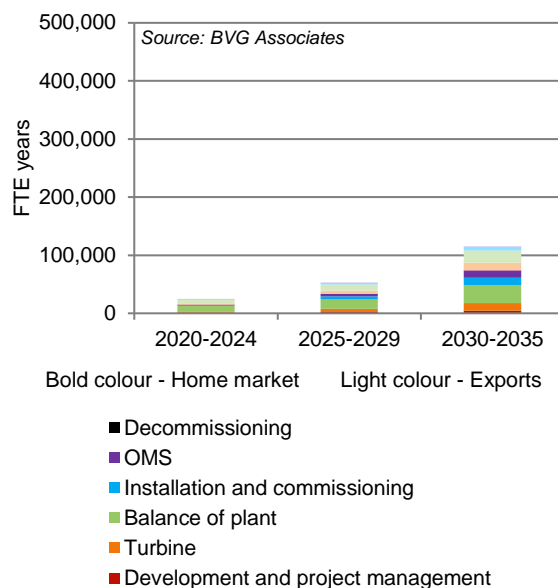


Figure 9 Jobs created in the low growth scenario.

Gross Value added

Figure 10 shows that by 2035, US\$13 billion of gross value will have been added through supply to the offshore wind industry. 30% of this will be through exports. In the 2030s, annual GVA will be US\$1 billion.

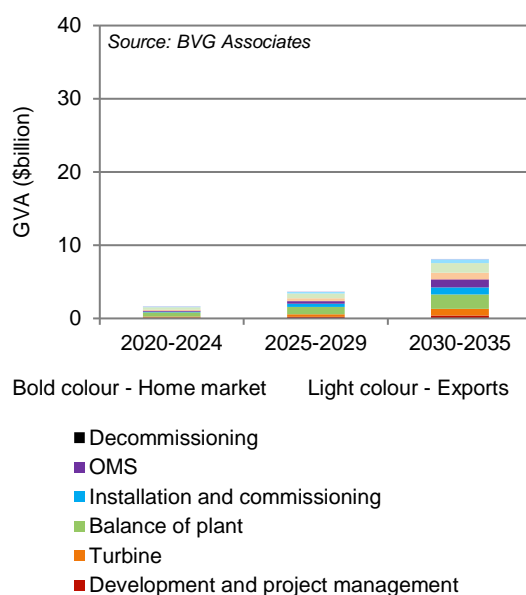


Figure 10 Local GVA in the low growth scenario.

⁴ Each FTE year of employment is the equivalent of one person working full time for a year. In reality the 190,000 FTE years of employment will be made of some people working on the project for much less than a year and others working on the project for

many years, especially during the operational phase. The employment profile for a typical project is shown in Figure 44.

Supply chain investment

Large-scale investment in the supply chain will relate to towers and foundations, potentially also cable laying vessels. This will amount to US\$40-100m, with most investment before 2030.

3.5 Infrastructure

In this scenario the electricity transmission system will benefit from an ongoing program of upgrades, over and above those already being planned in Vietnam. Reinforcements will be targeted to address grid bottlenecks, including upgrading the north to south interconnector that will transmit the electricity generated by wind farms off the south east to coast to areas of high demand in the north of the country. The transmission system is discussed in Section 17.

At an annual installation rate of 1.6GW per year, 2-3 ports are in use for offshore wind construction at any one time. These are most likely to be around Vung Tau and Ho Chi Minh City, though ports further north may be used occasionally. Some port upgrades will be needed, but these are likely to be relatively minor. Specific ports are discussed in Section 18.

3.6 Environment & social impacts

By 2035, there will be about 450 large offshore wind turbines in Vietnam, installed in about 10 large conventional fixed offshore wind farms and one or two floating wind farms. In addition, there will be about 30 smaller intertidal wind farms using smaller turbines. These wind farms will be located mainly in the areas indicated in Figure 6.

As with any infrastructure program, there will be environmental and social impacts and, in some cases, other sea users may need to adapt. There will be potential impacts on areas designated as sensitive ecological habitat, areas valued for their seascapes and also on other users of the sea including the oil and gas and fishing industries. Key environmental and social considerations are discussed in Section 12.

The people of Vietnam will benefit from reduced local pollution from coal plants, and the global environment will benefit from the displacement of 102mT CO₂ avoided by 2035. Vietnam are signatories to the UNPCC Paris Agreement⁵ and have a ratified unconditional target to reduce greenhouse gas emissions⁶. Environmental metrics are discussed in Section 7.1.

Coastal communities will benefit from the projects in terms of economic activity and jobs, as discussed in Section 3.4. People will be aware of the presence of the wind farms and their associated onshore infrastructure.

People working on offshore wind farm construction and operations will be kept safe from harm through a comprehensive approach to health and safety. We discuss this in Section 16.

3.7 Finance and procurement

In this scenario, offshore wind in Vietnam will be supported through a revised feed in tariff through to 2025, and by a competitive auction system from 2026. This structure will provide the best value to the economy of Vietnam whilst allowing the industry and supply chain time to grow and evolve. Decisions will be needed regarding auctions, including transitional arrangements to deal with well advanced projects when changes in the support structure are enacted. Options are discussed in Section 14.

Projects will be developed by a combination of international private developers, local private developers, and State entities.

To achieve this scenario, the policy and regulatory frameworks for leasing, ESIA, permitting and PPAs will need to be robust, transparent and timely, such that competitively priced finance from international lenders is available. Standards and processes that do not meet good international industry practice will limit the availability of international finance. These areas are discussed in Sections 1 and 15.

Sources of public finance will be accessed to fund vital project infrastructure including port upgrades and transmission assets. Financial instruments such as multilateral lending, credit enhancements and the adoption of green standards can be used to attract international finance and reduce the cost of offshore wind in Vietnam. This is discussed in Section 18 and 19.

⁵ <https://unfccc.int/process-and-meetings/the-paris-agreement/the-paris-agreement>, last accessed July 2020.

⁶ <https://climateactiontracker.org/countries/vietnam/pledges-and-targets/>, last accessed July 2020.

3.8 Actions to deliver the low growth scenario

Our recommendations for government actions are listed in Section 5. They are informed by the analysis of key ingredients of a successful offshore wind industry discussed in Section 6.

3.9 SWOT analysis for Vietnam in the low growth scenario

A strengths, weaknesses, opportunities and threats analysis for Vietnam adopting this scenario is presented in Table 2.

Table 2 SWOT analysis Vietnam in the low growth scenario.

Strengths	Weaknesses
<ul style="list-style-type: none"> Delivers local, eventual low cost, large scale source of clean electricity supply, with long-term jobs and economic benefit Going slower enables more time to react as industry and technology changes 	<ul style="list-style-type: none"> Market size will not sustain significant international developer interest Market size will not sustain local competition at a scale to be competitive in exports in areas of supply such as foundations Cost of energy 23% higher than the high growth scenario and cumulative net cost is 2.5 times higher, for 47% of the electricity by 2035 Same amount of Government enabling work on regulations will deliver 27% of the jobs and of the GVA compared to the high growth scenario, by 2035
Opportunities	Threats
<ul style="list-style-type: none"> Can accelerate to higher growth scenario at any time 	<ul style="list-style-type: none"> Regional supply chain likely to establish more in other East / Southeast Asian markets, driving more imports Less likely that global wind turbine suppliers will develop lower-wind turbines suited to the Vietnam market, a key source of cost of energy reduction In the absence of clear Government guidance and standards for ESIA, poor siting and development of early projects, including inter-tidal projects in the south-east, could lead to adverse environmental and social effects and damage the reputation of the industry, slowing inward investment opportunities and future growth prospects.

4 High growth scenario

The high growth scenario delivers more energy, more jobs, lower net cumulative cost, faster-pay-back and more CO₂ avoided than the low growth scenario. All measures improve due to the increased cost reduction delivered by a larger market, but government has to make a greater commitment and take more urgent action.

4.1 Development areas

Again, the high growth scenario involves mainly conventional fixed offshore wind farms using monopile foundations. By 2035, there will be 17.5GW of conventional fixed projects, mainly using monopile foundations. In addition, there will be 4.1GW of intertidal projects and 2.9GW floating projects. Overall, these conventional fixed and floating projects will cover about 6.6% of the potential development areas identified in Figure 6, 2.8 times the area covered in the low growth scenario.

4.2 Electricity mix

Figure 11 shows supply from offshore wind in the context of the demand for electricity in Vietnam over the period. In 2035, offshore wind will provide 12% of Vietnam's electricity supply. By 2050, this will be 27%, comparable to that anticipated for the whole of Europe, and double that in the low growth scenario. We have not evaluated the rest of the future electricity mix, progressing from the historical changes discussed in Section 7.1.

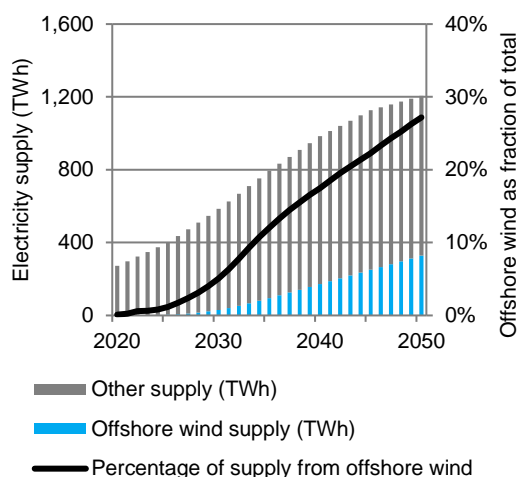


Figure 11 Electricity supplied by offshore wind and other sources to 2050 in the high growth scenario.

4.3 Levelized cost of energy and net benefit to consumers

In this scenario cost of energy reduces over time, hitting US\$73/MWh by 2030 and US\$51/MWh by 2035, by when

433TWh will have been generated. The 20% lower LCOE than in the low growth scenario is due to:

- Capital expenditure (CAPEX) reduction from increased supply chain investment, optimization for the greater volumes and increased competition.
- Lower weighted average cost of capital (WACC) from the expectation of more foreign investment and reduced risk under the high growth scenario.

This is discussed in Section 6.4 and Section 9.

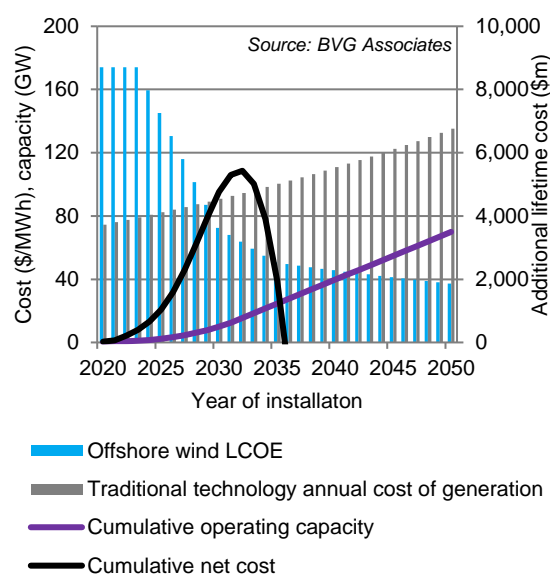


Figure 12 LCOE and cumulative net cost of offshore wind compared to traditional technology in the high growth scenario.

The net cost to consumers by 2035 is US\$1.9 billion, 40% of the cost for the low growth scenario.

The net cost of offshore wind is paid off by 2036, three years earlier than in the low growth scenario. Details of the derivation of these figures is provided in Section 7.1.

4.4 Supply chain and economic impact

By 2035, Vietnam will have 60% local content in its offshore wind farms. It will be supplying blades, towers, foundations and subsea cables, plus large-scale construction and operations services. Increased market size has a significant impact on local economic benefit, as discussed in Section 6.4.

Details of the supply chain, economic benefits of offshore wind and supply chain investment needs are discussed in Sections 10 and 11, including a description of where how the 60% local content is broken down.

Offshore wind roadmap for Vietnam: Interim consultation report

Jobs

Figure 9 shows that by 2035, 700,000 FTE years of employment will have been created by the offshore wind industry. 40% of this will be through exports of components from Vietnam, manufactured by workers in Vietnam. In the 2030s, annual employment will be about 80,000 FTEs, about four times higher than in the low growth scenario. This is because 2.3 times the volume is installed and 1.6 times as many local jobs are created per MW installed due to more local supply.

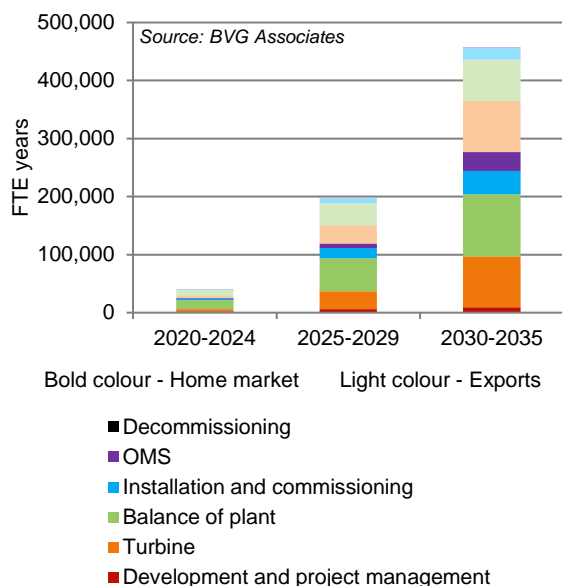


Figure 13 Jobs created in the high growth scenario.

Gross Value added

Figure 10 shows that by 2035, US\$50 billion of gross value will have been added through supply to the offshore wind industry. Again, 40% of this will be through exports. In the 2030s, annual GVA will exceed US\$5 billion, again about four times higher than in the low growth scenario.

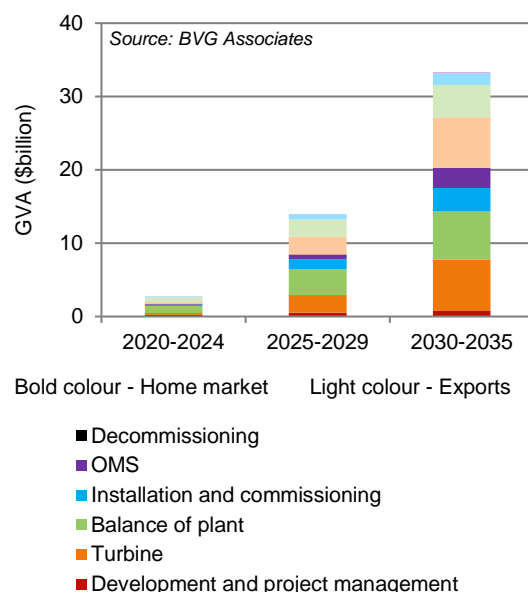


Figure 14 Local GVA in the high growth scenario.

Supply chain investment

Large scale investment in the supply chain will relate to blades, towers, foundations and subsea cables, potentially also turbine and foundation installation vessels. This could amount to US\$500m, with most investment before 2030.

4.5 Infrastructure

In this scenario, the electricity transmission system will need further significant reinforcements. These will be targeted to address grid bottlenecks, including upgrading the –south to north interconnector that will transmit the electricity generated by wind farms off the south east coast to areas of high demand in the north of the country. Given the length of the transmission network, HVDC technology is likely to be adopted. Upgrades can take a considerable time, so it is important to progress this early. The transmission system is discussed in Section 16.

At an annual installation rate of 3GW per year, 4-6 ports will be in use for offshore wind construction at any one time. These are most likely to be around Vung Tau, Ho Chi Minh City and Nha Trang, including for floating projects. Ports are discussed in Section 18.

4.6 Environment & social impacts

By 2035, there will be about 1,200 large offshore wind turbines in Vietnam, installed in about 30 large conventional fixed offshore wind farms and about five floating wind farms. In addition, there will be about 40 smaller intertidal wind farms using smaller turbines. These wind farms will be located mainly in the areas indicated in Figure 6.

As with any infrastructure program, there will be environmental and social impacts and, in some cases, other sea users may need to adapt. There will be potential impacts on areas designated as sensitive ecological habitat, areas valued for their seascapes and also on other users of the sea including the oil and gas and fishing industries. Under this high growth scenario, more cumulative effects will occur. Environmental and social impacts will be larger and will require a higher level of assessment and management. These impacts can be minimized or avoided through marine spatial planning that takes full account of environmental and social issues. Key environmental and social considerations are discussed in Section 12.

The people of Vietnam will benefit from reduced local pollution from coal plants, and the global environment will benefit from the displacement of 217mT CO₂ avoided by 2035. This and other environmental metrics are discussed in Section 7.1.

Coastal communities will benefit more than in the low growth scenario from the projects in terms of economic activity and jobs, as discussed in Section 4.4. People will be aware of the presence of the wind farms and their associated onshore infrastructure.

People working on offshore wind farm construction and operations will be kept safe from harm through a comprehensive approach to health and safety. We discuss this in Section 16.

4.7 Finance and procurement

As in this low growth scenario, offshore wind in Vietnam will be supported through a revised feed in tariff through to 2025, and by a competitive auction system from 2026. This structure will provide the best value to the economy of Vietnam whilst encouraging the industry and supply chain time to grow and evolve at a pace required to achieve

enhanced installation rates. Decisions will be needed regarding auctions soon in order to ensure continuity and build confidence in the supply chain. Options are discussed in Section 14.

To achieve this scenario, the policy and regulatory frameworks for leasing, ESIA, permitting and PPAs will need to be robust, transparent and timely, such that competitively priced finance from international lenders is available. Standards and processes that do not meet good international industry practice will limit the availability of international finance. There is more urgency to progress these than in the low growth scenario. These areas are discussed in Sections 1 and 15.

As in the low growth scenario, sources of public finance will be accessed to fund vital project infrastructure including port upgrades and transmission assets. This is discussed in Section 19.

4.8 Actions to deliver the high growth scenario

Our recommendations for government actions are listed in Section 5. They are informed by the analysis of key ingredients of a successful offshore wind industry discussed in Section 6. Due to the greater scale and faster pace of industry growth in this scenario compared to the low growth scenario, here is increased commitment needed and urgency for Government action.

4.9 SWOT analysis for Vietnam in the low growth scenario

A strengths, weaknesses, opportunities and threats analysis for Vietnam adopting this scenario is presented in Table 3.

Offshore wind roadmap for Vietnam: Interim consultation report

Table 3 SWOT analysis Vietnam in the high growth scenario.

Strengths	Weaknesses
<ul style="list-style-type: none"> • Delivers local, eventual low cost, large scale source of clean electricity supply, with long-term jobs and economic benefit • Larger market size will sustain significant international developer interest, helping to drive innovation and 18% lower LCOE than the low growth scenario by 2035 • Larger market size will sustain local competition and support exports, delivering 3.7 times more jobs and GVA compared to the low growth scenario, by 2035 • Cost of energy 18% lower than the low growth scenario and cumulative net cost is 40% lower, for 2.1 times the electricity by 2035 	<ul style="list-style-type: none"> • During early years of growth, cost of energy remains higher than traditional technology
Opportunities	Threats
<ul style="list-style-type: none"> • Much increased export potential – to East / Southeast Asia and beyond 	<ul style="list-style-type: none"> • Significant net cost if industry does not progress after the early years • More urgency is required by Government to deliver the volumes • In the absence of clear Government guidance and standards for ESIA, poor siting and development of early projects, including inter-tidal projects in the south-east, could lead to adverse environmental and social effects that damage the reputation of the industry, slowing inward investment opportunities and future growth prospects.

5 Roadmap for offshore wind in Vietnam: our recommendations

Offshore wind has seen tremendous growth in some parts of the world, most notably in north-west Europe and in China.

Where offshore wind has been a success in Europe (for example in the UK, Germany, Denmark and the Netherlands) it is because successive governments have implemented and sustained strategic policy frameworks that encourage the development of offshore wind farms in their waters by private developers and investors.

Governments have recognized that if they provide a stable and attractive policy and regulatory framework, looking at least 10 years ahead, then developers will deliver offshore wind farms that provide low cost and carbon free electricity to power their economies.

These frameworks set out robust, transparent and timely processes for sea bed leasing and for project permitting. In parallel, they consider what investment in grid and other infrastructure will be required to deliver a sustainable pipeline of projects. Finally, they have understood what they can do to make sure projects are financeable and can attract competitive capital by offering a stable and attractive route to market for the electricity generated.

Based on experience in a range of countries, Section 6 summarizes key ingredients for a successful offshore wind industry.

The key steps in the roadmap for offshore wind in Vietnam are presented below and summarized in Figure 15.

The recommendations stand for both the low- and high growth scenarios. The effort needed is the same in both scenarios except recommendations 12 and 14.

The urgency and the impact is greater in the high growth scenario.

5.1 Vision and volume targets

Communicating a clear long-term vision and associated volume targets for offshore wind is an important step in attracting interest and investment from the global industry and supply chain, stakeholders, government departments and the people of Vietnam. We recommend that:

1. **The Government publishes and communicates a vision** for offshore wind in Vietnam in the context of its energy mix to 2050 and ensures that all subsequent policies and regulations consider this vision.

2. **The Government sets installation targets for offshore wind for 2030 and 2035** in line with the high growth scenario presented and ensures that all subsequent policies and regulations consider these targets. After this, we recommend that the Government tracks cost reductions as project build-out progresses and adjusts installation targets dependent on cost reductions being achieved.

5.2 Leasing, permitting and power purchase

To develop a sustainable offshore wind energy industry Vietnam needs processes for leasing and permitting that are robust, transparent and timely.

International investment will be required to develop the potential volumes of offshore wind in Vietnam discussed in this report. A stable route to selling electricity is required to make this happen. We recommend that:

3. **The Government develops** a comprehensive and well-resourced marine spatial plan for offshore wind that directs developers towards areas where the Government wants to see developments happen. The marine spatial plan will take full account of social and environmental considerations and will be informed by strategic consultation and engagement with other users of the sea (see Section 14).
4. **The Government creates leasing and permitting authorities** for offshore wind, with robust, transparent and timely processes. These authorities will ensure that good international industry practices are applied and monitored in relation to environmental and social impact assessment (ESIA).

These separate authorities should possess the resources, power and knowledge to coordinate all branches of government and communicate with all relevant stakeholders. They may be part of existing departments but need to be visible to the market.

Leasing and permitting processes should be designed to be straightforward, time-bound and repeatable, delivering decisions to an agreed timescale, to provide transparency and confidence to developers, and to hold developers to high standards of environmental and social protection (see Section 12).

Much good practice can be adapted from authorities in more mature markets and will need also to be shared with relevant stakeholders and consulted organizations in Vietnam, who also will need to be resourced to deliver their role.

5. **The Government determines its preferred approach to competitive leasing and power purchase**, putting in place either a centralized one stage process or a decentralized two stage process. An assessment of permitting and leasing options is presented in Section 14.
6. **The Government transitions to a competitive system for procuring offshore wind**, beyond the existing FIT which should be extended to 2025 and based on the outcome of Recommendation 6. This will drive competition between developers and in the supply chain, ensuring that Vietnam benefits from the low cost of energy that offshore wind can deliver (see Section 14 and 15).
7. **The Government sets out a program of sea bed leasing competitions** that provides the required volume of leases to deliver its vision for offshore wind, well beyond 2030. This could include consideration of phased leasing of demonstration or early commercial projects that allow Government, stakeholders and supply chain to gain confidence and experience at a smaller and less risky scale before working up towards larger projects. Annual leasing must reach an annual rate of 4GW by 2025 if the high growth scenario is to be achieved. Significant coordination across Government ministries and regional departments will be required to deliver both scenarios, but especially the high growth scenario.
8. **The Government revises the revenue value, terms and conditions of the current FIT** to make it financeable for large offshore wind farms in deeper water. This will provide early projects with a route to selling electricity, allowing permitting processes to be proved and supply-chains to be developed. The FIT, potentially at reducing value, should be available to projects until 2025, allowing sufficient time for an alternative competitive regime to be developed and implemented (see Section 14 and 15).

Qualifying criteria and the qualifying period for the FIT and subsequent auction scheme should be clearly stated to provide the market with an investment horizon that will provide confidence and stability.

5.3 Project finance

Reducing the cost of capital for offshore wind projects in Vietnam is a key driver in reducing the cost of energy and in encouraging inward investment. We recommend that:

9. **The Government establishes a creditworthy PPA counterparty** as an alternative to EVN. EVN has a strong credit-rating but creating a separate entity will provide the certainty required to attract the lowest cost capital (see Section 15).
10. **The Government encourages a range of financial measures to reduce the cost of capital** to offshore

wind projects, including the participation of multilateral lenders, the deployment of credit enhancement mechanisms and the adoption of green standards (see Section 19). The government should undertake a consultation exercise with international lenders and investors to gather views and identify solutions.

5.4 Transmission and port infrastructure

This report shows that it makes sense for Vietnam to invest in a program of grid and infrastructure upgrades to deliver large amounts of offshore wind. We recommend that:

11. **The Government mandates substantial reinforcement of the south to north transmission system** to allow the transmission of offshore wind energy from the concentrated areas of resource in the south to the population centers in the north. Being clear about how grid upgrades will undergo ESIA, be permitted, financed and paid for will be important to provide market clarity (see Section 17).
12. **The Government determines its preferred approach to transmission investment** to accelerate and deliver the transmission system upgrades required at best cost to the Government and at the time needed by project developers. Substantial investment will be required so sourcing the required capital is an important step (see Section 17).
13. **The Government enables investment in the port upgrades** that are required to provide manufacturing, construction and operations facilities, and that this is done with urgency where it is known to put volume targets or local supply opportunities at risk (see Section 18). The seaport masterplan that is currently under development should include specific consideration for offshore wind.

5.5 Supply chain development

Vietnam possesses strong port infrastructure and industrial skills and offshore wind has the potential to deliver substantial economic benefit to Vietnam.

By committing to ambitious volume targets for offshore wind, putting in place comprehensive leasing and permitting processes and offering stable routes to market, Vietnam will attract substantial interest from the international development community.

This will in turn lead to the development and growth of the offshore wind supply chain, sustaining existing jobs, delivering new employment, and leading to additional high-value economic activity in Vietnam.

We recommend that:

14. **The Government requires developers to prepare supply-chain plans** that consider the involvement of Vietnamese businesses, support skills development, innovation and cost of energy reduction, without mandating specific levels of local supply (see Section 10).
15. **The Government educates, encourages and enables investment in local supply chain businesses** to build supply chain capability in Vietnam. Possible large investments are discussed in Section 10 and 11. Joint ventures, much local education about the industry and its opportunities and international collaboration in supply and industrial research will be important in accelerating local learning. The Government should also play a proactive role in encouraging the turbine supply chain to make low-wind speed optimized turbines available for the Vietnamese market as they will be crucial in lowering the cost of energy.
16. **The Government undertakes a skills assessment for the sector** and enables a timely skills and training program for the Vietnamese workforce, in collaboration with international developers and suppliers.
17. **The Government addresses aspects of the business and legal environment** in Vietnam that present barriers to inward investment.

5.6 Standards and regulations

Safeguarding the environment and societal interests, designing and installing safe structures and protecting workers needs to be a priority at all levels of the industry.

Having a recognized framework of environmental and social impact assessment standards, technical legislation and design codes is an important element in establishing bankability and attracting and sustaining international interest and investment in the market. We recommend that:

18. **The Government develops a framework and legislation for environmental and social impact assessment** for offshore wind that meets with good international industry practices (see Section 13)
19. **The Government sets out a clear framework of health and safety standards and legislation**, combining its own oil and gas good practice with mature approaches to offshore wind health and safety from other markets where appropriate (see Section 16).
20. **The Government creates a framework of technical codes and regulation**, including wind farm structural design standards and grid compliance codes.



Figure 15 Low growth scenario roadmap for offshore wind in Vietnam.

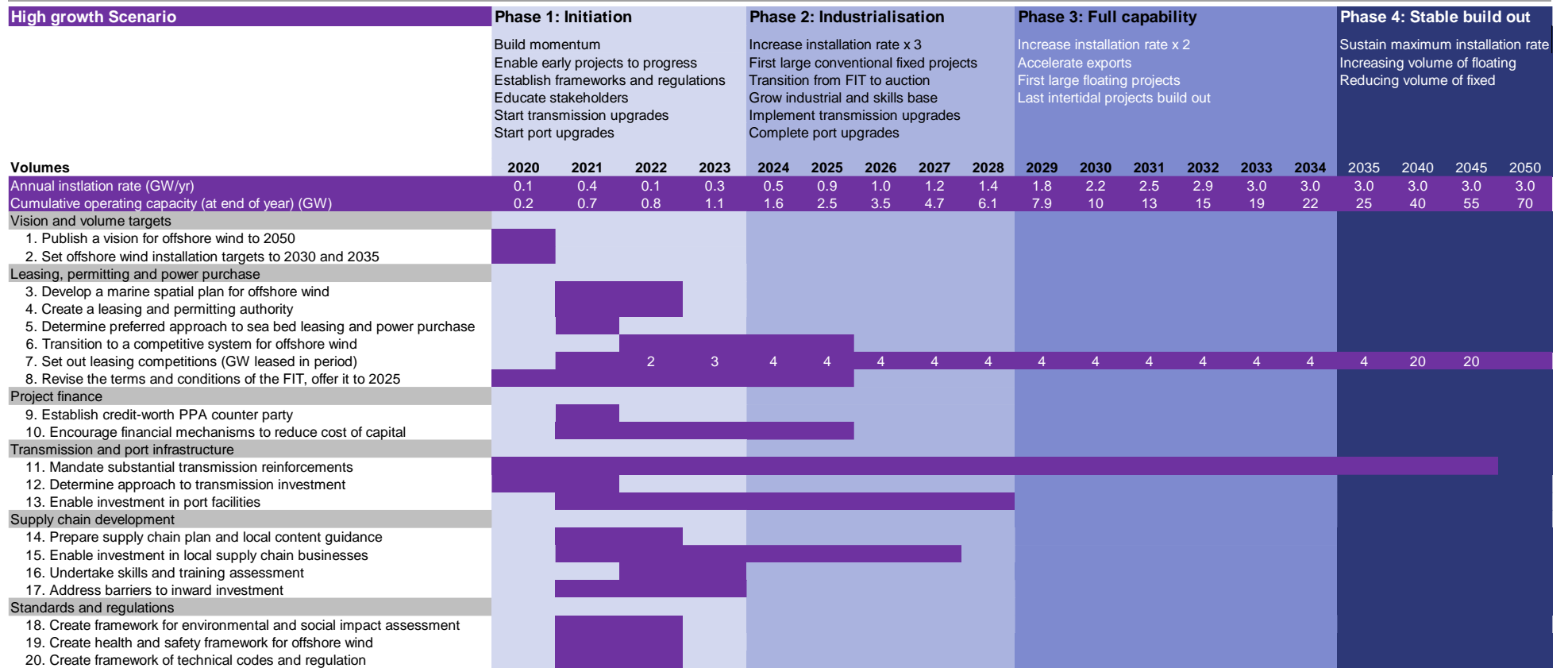


Figure 16 High growth scenario roadmap for offshore wind in Vietnam.

Supporting information

6 Key ingredients for a successful offshore wind industry

Based on experience in a range of countries, this section summarizes key ingredients for a successful offshore wind industry.

6.1 Stable policies and pipeline visibility

Sufficient, attractive lease areas for development

Offshore wind project developers and their supply chain needs to have confidence in a sufficiently large and visible pipeline of projects to facilitate investment, ongoing learning and competition.

The way leases are allocated also needs to be transparent, robust and bankable to enable developers to invest confidently at an early stage.

Vietnam has plenty of attractive resource and establishing a pipeline of 4GW per year leased by 2025 will enable 3GW per year to be installed by 2030. With export opportunities, this scale of market will give Vietnam a leading role in the regional market.

The phasing of key activities is presented in Figure 17.

This chart includes realistic levels of attrition, where projects are delayed, resized or fail due environmental, technical or commercial reasons. It is indicative, not fully reflecting the pipeline of projects that already exist that have been leased or consented. It shows, however, that reaching an annual rate of lease awards of 4GW is an urgent activity if Vietnam is to follow the high growth scenario.

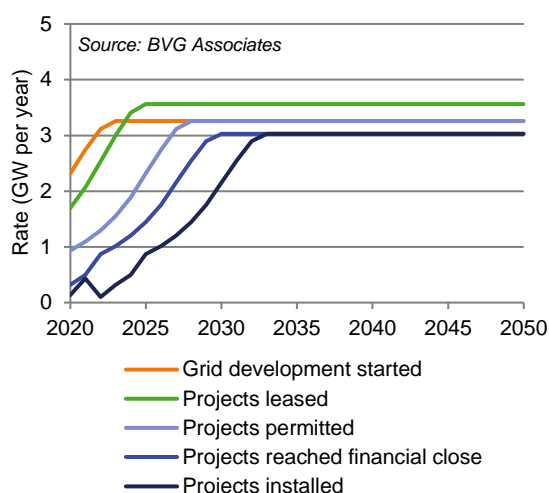


Figure 17 Annual rate of meeting different offshore wind milestones required to deliver high growth scenario.

The chart is based on the following headline typical project timeline:

- Year 0: project leased
- Year 3: project permitted
- Year 5: project reaches financial close, and
- Year 8: project installed.

There is the opportunity for governments to shape some elements of this timeline, and a general speeding up can be expected over time.

Our recommendations 1, 2 and 8 relate to this point.

Streamlined permitting process

Many countries have learnt that a clear, efficient permitting process incorporating good practice for ESIA and led by a single organization and with clear accountabilities and basis for decisions is key.

Our recommendation 3, 4 and 18 relate to this.

A regime that de-risks developers' exposure to long-term energy price fluctuation

Wind farm owners are exposed to significant project development and construction risk, and ongoing risks relating to wind speeds and project performance. Additional risks due to grid curtailment and variable sales price of electricity generated adds financing cost to projects, increasing the cost to consumers. There are also risks related to retrospective changes to tariffs. Countries that have progressed fast have managed exposure to this risk via robust, government-backed contracts and stable policy. In some markets, these are now not at a premium to wholesale, variable electricity prices.

Our recommendations 7, 8, 9 and 10 relate to this.

Stable and transparent investment environment

As well as confidence in the wind farm leasing and permitting processes, wind farm developers and investors need confidence in the legal, financial and tax regimes in any market to consider investments bankable.

Our recommendations 9 and 16 relate to this.

6.2 A coherent industrial strategy

Policies that encourage realistic levels of local supply whilst keeping close focus on cost

Offshore wind can become an important part of Vietnam's industrial growth, with potential to supply to local projects and to export to elsewhere in East / Southeast Asia and globally. CS Wind has already led the way in exporting wind turbine towers outside of the region.

Too much pressure on cost reduction with no regard to local supply chain benefit risks a market with minimal local investment. Too high requirements for local content adds cost and leads to slow market growth, hindering local job creation.

A good industrial strategy balances cost to the consumer and job creation. Industry can help find the optimal ways to work with the Government to achieve these objectives.

Offshore wind will need investment in new infrastructure to maximize efficiency. Working together, industry and government can agree what is needed and how it can be funded.

Local site conditions and research and development (R&D) capabilities in each country also offer opportunities to reduce cost of energy through innovation. In East / Southeast Asia, the offshore wind industry is facing new challenges due to earthquakes, tsunamis, typhoons and different ground conditions than those in Europe. As the industry progresses, there will continue to be new areas where government R&D support will both reduce cost of energy and create local value.

Our recommendations 13 and 14 relate to this point.

Strategic investments in infrastructure

Other countries have learnt that strategic investment in ports and grid can accelerate offshore wind and reduce cost.

Transmission grid

Without strategic intervention, offshore wind can be held back in two ways:

- Offshore investment can be inefficient, with every project building its own transmission system to shore, even if located close to other projects, where some sharing of infrastructure could be possible.
- Onshore delays can be introduced, with project-specific grid reinforcements to transfer power around the country taking a long time to construct.

Section 17 shows that substantial investment in the transmission system will be required. Design, investment and implementation of new transmission assets is a long-term project and should be started as a critical lead item.

Our recommendation 11 relates to this.

Ports

There is always a way to install any given offshore wind project from available ports, but often compromises have to be made that add cost. Early, strategic investment can both reduce cost for a range of projects and help establish clusters of suppliers in a given area, with benefits in terms of collaboration and shared learning.

In most cases, port infrastructure will be used by different companies and different projects over many years. Section 18 shows that Vietnam has sufficient port infrastructure able to meet the requirements of current and future offshore wind projects, often with only minor investment needed.

Our recommendation 12 relates to this.

Standards

Having a recognized framework of technical legislation and design codes is an important element in establishing bankability and attracting and sustaining international interest in the market, protecting the environment and keeping workers safe.

There is a balance to find between adapting existing national standards relevant to other industries and adopting international offshore wind good practice, which reduces risk and cost for international players to supply to Vietnam.

Our recommendations 17 and 18 relate to this.

6.3 Resourced institutions

Offshore wind introduces new leasing, permitting and other regulatory considerations.

Vietnam can address this by ensuring that its public institutions have the necessary skills and resources to give robust and timely decisions.

These organizations will be involved in environmental management, leasing sites, permitting and providing market support mechanisms. When well-resourced, these institutions create an environment where industry has confidence to make business decisions and governments can plan public spending and have confidence that its policy objectives are being achieved.

It is not just the organizations directly involved in the support of the offshore wind industry that need resources. Offshore wind farms have implications for military and aviation organizations and environmental protection agencies.

Staff need training to use knowledge and implement good practice learnt elsewhere in the world over the previous 20 or so years of the offshore wind industry.

6.4 Competitive environment

Competition increases efficiency and innovation between developers and across the supply chain. This reduces cost of energy and helps Vietnam to succeed overseas.

Energy markets around the world range from fully liberalized to state-controlled markets. Regardless of the system, we have found that competition can have a significant impact on power price reduction.

Good competition for enough sites and power purchase agreements (PPAs) means the best projects get built and offer best value. Our recommendations 6 and 7 relate to this point.

Volume

The low scenario eventually reaches an annual volume of 1.6GW, or about 100 turbines and associated foundations. The high scenario reaches double the volume.

Previous analysis⁷ with Figure 9 from that report reproduced here as showed that production facilities for about 100 units per year are needed to reach a good level of efficiency that can compete internationally. As the industry matures, this volume is gradually increasing.

Likewise, for a given area of supply requiring significant investment, the optimum number of suppliers is typically 3 to 4.

Although derived for another market, the principle and trend still applies.

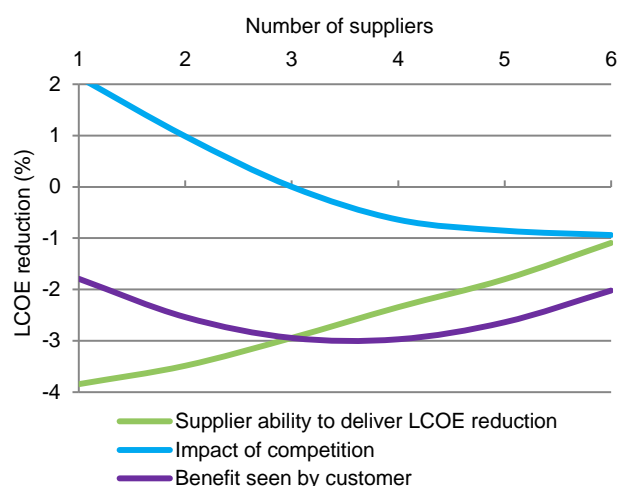


Figure 18 Indicative impact of number of turbine suppliers on the cost of energy in a European market, from with an annual average deployment rate of 3.5GW (2015). Reproduced.⁸

This means that that to a market of less than 2GW per year is unlikely to sustain two local suppliers that can compete internationally. A market of 3GW, as in the high scenario, is sufficient to sustain more than one local player, but good competition will only be created in a regional market of at least 7GW per year.

We anticipate that by 2030, the East / Southeast Asian market is likely to be over 10GW per year.

Vietnam having a home market of 3GW per year and being an active player in a regional market gives opportunities for local suppliers to supply to Vietnamese projects and to export, as well as driving the competition needed to reduce cost of energy. Our recommendations 1 and 2 relate to this.

6.5 Supportive and engaged public

Offshore wind farms affect the lives and cares of many, and it is important that the voices of individuals, communities and organizations are heard and are involved at an early stage of the development process, and that they understand the impact of the industry.

Governments can provide an important channel for these voices and the industry will listen. Governments and other enabling organizations can also educate on the benefits of offshore wind, including environmental benefits, job creation and local economic development.

The process of public and stakeholder engagement, for example with fishing communities, can start much earlier than project development and is best aligned with marine spatial planning.

Our recommendation 14 addresses this.

6.6 A commitment to safety

Working in offshore wind by nature is potentially hazardous due to the location, the need to work at height, the size of components involved and the presence of medium and high voltage electrical systems.

The offshore wind industry protects its workers by seeking to get it 'right first time' – its aim is to anticipate mistakes rather than just learn from them.

Vietnam has a platform to build on, with its offshore oil and gas industry. It is important also to ensure strong communication and collaboration across industry. The G+ Global Offshore Wind Health and Safety Organization already has an Asia-Pacific (APAC) focal group to engage with. The Global Wind Organization (GWO) provides a robust framework for offshore wind health and safety training and certification.

Our recommendation 17 addresses this point.

⁷ *Approaches to cost-reduction in offshore wind* BVG Associates for the Committee on Climate Change, June 2015.

⁸ *Approaches to cost-reduction in offshore wind* BVG Associates for the Committee on Climate Change, June 2015.

6.7 Using the best locations

For Vietnam to realize all the positive benefits that offshore wind has to offer, it has to strike the right balance between the cost of energy from offshore wind farms with impact on the natural environment, local communities and other users of the sea.

Vietnam should focus on developing a comprehensive framework of marine spatial planning that seeks to achieve the above balance and provides clear direction to project developers and investors that responsibly and respectfully developed offshore wind is welcomed and encouraged.

Making use of natural resources

Vietnam has globally significant offshore wind resources. Identifying the right places in Vietnam to locate offshore wind farms is an important aspect of developing a sustainable and long-term industry.

The cost of energy from offshore wind farms varies from site-to-site, depending on factors including local wind and sea-bed conditions, water depth and distance from shore.

By taking care to sustainably develop the lowest cost of energy sites, Vietnam can ensure that offshore wind is an affordable choice for its people, businesses and industries.

The offshore wind industry is a fast evolving one, with ongoing innovation leading to a steady reduction in cost of energy. Experience in other offshore wind markets has shown that the industry is best at achieving cost reduction in a competitive environment where the government sets out clear locational guidance that protects the interests of the environment and communities.

Vietnam already has operational and a planned pipeline of intertidal projects. Developing this resource sustainably is logical given land use constraints in Vietnam although the project size will remain modest. Larger offshore wind farms, using the largest available offshore turbines, will eventually become the dominant form of offshore wind in Vietnam, first conventional fixed bottom, then floating, due to availability of scale and eventually, lower cost.

Our recommendations 3 and 4 relate to this.

Protecting the environment

One of the driving motivations behind developing offshore wind as an energy source is its positive environmental benefit as a source of carbon free electricity.

Nonetheless, it is important to recognize that offshore wind farms are large industrial developments and that their construction must be achieved in a way that minimizes harmful localized impacts on the natural and human

environments. A wide range of environmental and social considerations are examined in detail in 19 Sections 12 and 20. The Government should implement a robust permitting process where the design, construction and operation of offshore wind farms is delivered in accordance with good international industry practices and standards, including those for ESIA.

Our recommendations 3 and 4 relate to this.

Respecting communities

For offshore wind to have a sustainable future, the rights of people and communities whose lives and activities interact with offshore wind farms must be respected.

Offshore wind farms in Vietnam must be developed in a way that is sensitive to people's livelihoods, to the recreational interests and to their cultural heritage.

Our recommendations 3 and 4 relate to this.

Identifying wind development areas

The Danish Energy Agency (DEA), working with the Ministry of Industry and Trade (MOIT), has undertaken a study to identify the most promising locations for offshore wind energy in Vietnam.⁹

The work considered both the technical, economic and environmental factors that influence the siting of offshore wind farms.

⁹ *Input to roadmap for offshore wind development in Vietnam. Task 3 – Deliverable 5.* Danish Energy Agency on behalf of Electricity

and Renewable Energy Authority of Vietnam and the Ministry of Industry and Trade in Vietnam, June 2020.

7 Benefits and challenges of offshore wind

7.1 Benefits

More and more countries are understanding the benefits of offshore wind, including:

- **Local:** Once installed, it does not rely on fuel imported from other countries, so increases energy security.
- **Low cost:** Lifetime cost are still reducing quickly, while for traditional fossil fuel options, costs are rising. It is becoming easier to finance offshore wind projects and the same time as it becomes more difficult to finance fossil fuel generation.
- **Large scale:** GW-scale projects can be constructed quickly.
- **Long-term jobs:** Both leading up to and during operation, offshore wind creates and sustains local jobs and local economic benefit, especially in coastal regions.
- **Clean:** Offshore wind is low carbon, low air pollution, low water use and low land use.

Local

Currently, Vietnam's electricity supply is mainly from coal, gas and hydro power. Future demand is planned to be met by increases in coal, wind and solar¹⁰, with little remaining opportunity to further increase supply from large hydro.

Whilst it uses its own natural resources to create electricity from gas and hydro, Vietnam imports a growing percentage of its coal demand from Australia, China and Russia. Imports are expected to reach 70% by 2030. Offshore wind, along with onshore wind and solar, offers the chance for further energy independence, increasing energy security of supply and improving Vietnam's trade balance.

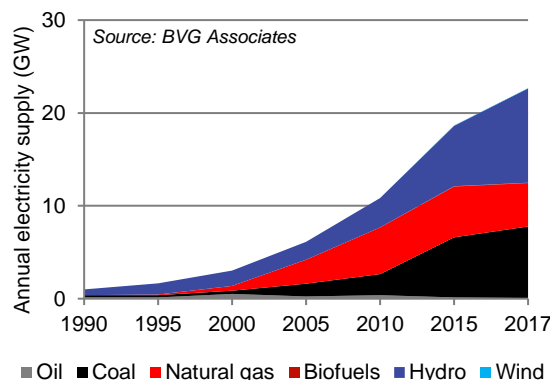
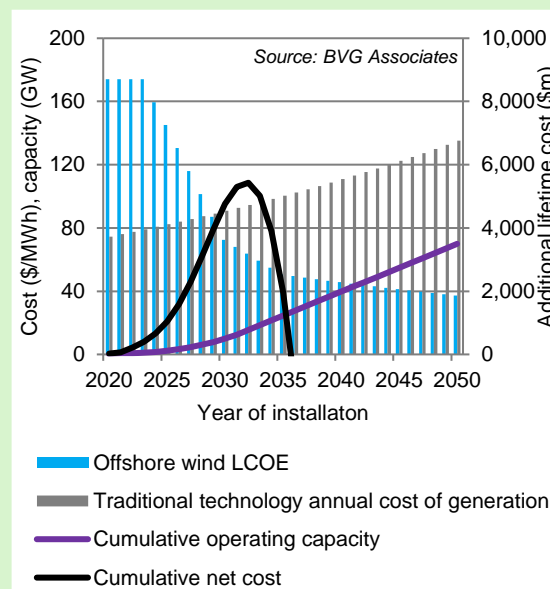


Figure 19 Electricity supply in Vietnam split by generation type.¹¹

Low cost

In Europe, offshore wind is cost competitive with new-build fossil fuel options. In the high growth scenario considered here, Vietnam will reach the same position before 2030 and the trend of reducing cost will continue into the 2030s and 2040s, as technology and the supply chain continues to develop. Section 6 shows how the LCOE of offshore wind will drop to below that of established markets before 2035 in the high growth scenario.

Explanation of Figure 8 and Figure 12: LCOE and cumulative net cost of offshore wind



The blue bars show the levelized cost of energy (LCOE) for offshore wind installed in the given year, assumed constant

¹⁰ *Made in Vietnam Energy Plan 2.0*, Vietnam Business Forum, December 2019, available online at: https://asiafoundation.org/wp-content/uploads/2020/02/Made-in-Vietnam-Energy-Plan-2.0_EN.pdf, last accessed July 2020.

¹¹ International Energy Agency, <https://www.iea.org/countries/vietnam>, last accessed July 2020.

Offshore wind roadmap for Vietnam: Interim consultation report

for the 25-year life of the plant. The grey bars show the annual average cost of energy for traditional technology operating in the given year, assumed to increase slowly over time due to fuel price inflation and other carbon abatement measures. The cost of offshore wind in any given year is made up of higher cost early projects and lower cost later projects. Cost of energy for a given offshore wind project is considered constant through its life. The cost of traditional technology is driven more by fuel price, so the cost in a given year is assumed to be the same for all production.¹² The black line is the cumulative net cost of offshore wind from 2020.

In this example, the net cost to consumers by 2035 is US\$1.9 billion¹³ This is paid off by 2036.¹⁴

Fuel price inflation and other carbon abatement measures are approximate.^{15,16} If the traditional technology price inflation is reduced from 2% to 1%, then in the high (low) scenario, the maximum net cost would be US\$7.3bn (US\$7.0bn), the net cost by 2035 would be US\$6.6bn (US\$6.9bn) and this would be paid off by 2039 (2043).

Large scale

Offshore wind projects in mature markets are regularly between 0.5GW and 1.5GW in capacity. Last year, early phases of the Dogger Bank project in UK that will be developed together won power purchase contracts totaling 3.6GW. Larger offshore wind turbines continue to be brought to market, the largest now at 15MW, further enabling large projects to be constructed rapidly.

Long-term jobs

Offshore wind offers local job opportunities in developing, manufacturing, construction and operation of offshore wind

projects, over their life cycle of over 30 years. Section 11 explores the scale of the opportunities, based on an analysis of the supply chain in Section 10.

Clean

Offshore wind produces less carbon dioxide and other pollution and uses less water and land than fossil and nuclear sources of generation.

Carbon

Fossil fuels release on average 500 tonnes of carbon dioxide (CO₂) per GWh of electricity generated.^{17,18} In the high growth scenario, by 2035 offshore wind will have produced over 430TWh, saving about 220 million tonnes of CO₂, cumulatively. In the low scenario, this is just over 100 million tonnes. A typical 1GW wind farm saves over 2.2 million tonnes of CO₂ per year. In Vietnam, emissions from coal are likely to be at least 60% higher than quoted above, with emissions from coal dropping from over 1000 tonnes CO₂ per GWh in 2010¹⁹, further increasing the saving.

Analysis by Siemens Gamesa Renewable Energy found that an offshore wind farm pays back the carbon produced during construction within 7.4 months of the start of operation. The life of an offshore wind farm is likely to be 25 years or more.²⁰

Pollution

Sulphur dioxide (SO₂) and nitrogen oxides (NO_x) are air pollutants known for creating smog and triggering asthma attacks.

Fossil fuels release on average 1.1 tonne of SO₂ and 0.7 tonnes of NO_x per GWh of electricity generated.²¹ In the

¹² Levelized Cost of Energy Comparison – Unsubsidized Analysis, Lazard, 2019, available online at: <https://www.lazard.com/media/451086/lazards-levelized-cost-of-energy-version-130-vf.pdf>, last accessed July 2020. Used a value of US\$75/MWh in 2020, near the bottom of the rated range US\$66-152/MWh.

¹³ This is the cumulative net cost of offshore wind, shown by the black line in the figures. This increases to start with due to the higher cost of offshore wind, but then peaks and then drops to zero, before going significantly negative (showing eventual large net benefit to Vietnam from offshore wind). In both scenarios, there is still a net cost by the end of 2035, but in the high growth scenario, this is already less than in the low growth scenario.

¹⁴ This is the year when the net cost will all be paid off (effectively, the country has 'broken even' with regard to offshore wind). It is the point on the figures where the black line passes through the X-axis.

¹⁵ *Renewable Energy to Replace Coal Power in Southeast Asia*, Renewable Energy Institute, October 2019, available online at https://www.renewable-ei.org/pdfdownload/activities/SoutheastAsiaPowerReport_EN.pdf, last accessed July 2020.

¹⁶ Assumption of traditional technology cost increase: 2% annual increase above inflation to account for fuel cost and carbon tax / reduction measures.

¹⁷ *Carbon footprint of electricity generation*, Houses of Parliament, June 2011, available online at https://www.parliament.uk/documents/post/postpn_383-carbon-footprint-electricity-generation.pdf, last accessed July 2020. Used a value of 500 tonnes of CO₂ per GWh, approximate average of median values listed for coal, coal CCS, gas and gas CCS.

¹⁸ Stacey Dolan and Garvin Heath, Life cycle greenhouse gas emissions of utility-scale wind power: Systematic review and harmonization, *Journal of Industrial Ecology*, 16, (2012), 136-S154. Offshore wind lifetime emissions of 12 tonnes of CO₂ per GWh are insignificant compared to the 500 tonnes from fossil fuels.

¹⁹ Anton Finenko and Elspeth Thomson, Future Carbon Dioxide Emissions from Vietnam's Coal Power Generation Sector, *Energy Procedia*, 61, (2014), 1519-1523.

²⁰ *A clean energy solution – from cradle to grave*, Siemens Gamesa Renewable Energy, 2019, available online at: <https://www.siemensgamesa.com/-/media/siemensgamesa/downloads/en/sustainability/environment/siemens-gamesa-environmental-product-declaration-epd-sg-8-0-167.pdf>, last accessed July 2020.

²¹ US Energy Information Agency, <https://www.eia.gov/>, last accessed July 2020.

high growth scenario, offshore wind saves 480,000 tonnes of SO₂ and 300,000 tonnes of NO_x, cumulatively by 2035.

The American Wind Energy Association estimated that reductions in air pollution created US\$9.4 billion in public health savings in 2018 from the 96GW of onshore wind generating that year.²²

Water

Thermal power plants require water to produce electricity and cool power generating equipment.

Fossil fuels consume on average 15 million litres of water per GWh.²³ Wind farms require very little water. In the high growth scenario, offshore wind saves 6.5 trillion litres of water by 2035, with a 1GW wind farm saving 65 billion litres of water per year.

Land

Onshore renewable energy projects are often constrained by local population density and competing land uses. The onshore footprint of offshore wind is limited to grid infrastructure and port facilities. Offshore wind, located and developed properly, typically does not have a large impact on other marine users.

7.2 Challenges

Offshore wind, like any new technology and infrastructure investment has significant challenges. These include:

- **Variability:** The wind does not blow all the time.
- **Technology:** Cost of energy reduction depends on the development of technology overseas that is both reliable and well suited to conditions in east Asia.
- **Cost in the early years:** Initially, costs will be higher than in more mature offshore wind markets, and higher than traditional forms of electricity generation.
- **Young, rapidly growing industry:** This introduces both risks and opportunities that need to be managed.
- **Larger volume unlocks more benefits:** Cost reduction and especially local economic benefits increase with volume, which requires greater government commitment.
- **Environmental and social considerations:** The local, and potentially regional, impacts of offshore wind need to be recognized and carefully managed.

Variability

Seasonal variations in average wind speeds are well understood in mature markets, but energy production can still vary by 10% from year to year.

Again, in mature markets, forecasts for a few days ahead are relatively accurate, but predictions of energy production still then need either supply or demand-side action to ensure continuity of power supplies.

Investment in the energy transition inevitably involves investment in smart grid technology, flexible sources of generation, storage and management solutions,

Technology

The continued reduction in cost of energy from offshore wind in Vietnam relies on further development and support of new technology, especially:

- Larger offshore turbines with rotors designed for lower wind sites, plus all the logistics and equipment related to their use. It is not certain yet that these turbines will be developed.
- Solutions to address site conditions specific to the area, including typhoons.
- Ongoing improvement in the manufacture, installation, operation and reliability of offshore wind farms.

The first two relate especially to the east Asia market; the last applies to offshore wind, globally.

For the last 30 years, the wind industry has continued to innovate rapidly, and we anticipate that this will continue. There is, however, a risk that local markets are not large enough to drive some areas of innovation.

There also remains a risk of type faults causing significant reliability issues, especially as offshore wind turbines incorporate a range of technology at the largest scale that it is used in volume, globally.

Cost in the early years

In Europe, offshore wind used to be much more expensive than traditional technologies. With competition, innovation and learning, the cost has been reduced by a factor of more than 3 in the last decade.

In new markets, not all this cost reduction will be available, as the supply chain and experience will take time to grow, and solutions to country-specific challenges will take time to develop.

²² American Wind Energy Association, <https://www.awea.org/wind-101/benefits-of-wind/environmental-benefits>, last accessed July 2020.

²³ US Energy Information Agency, <https://www.eia.gov/>, last accessed July 2020.

This means that, as shown in Section 9.3, costs will start higher but come down faster than in an established market.

Our analysis shows that the getting through this period of higher costs via the high market scenario has lower net cost per MWh to consumers than in the low market scenario, but in each case, there is still a maximum net cumulative cost of about US\$5bn. This turns to a net benefit in the 2030s in both cases, but it is important to recognize this cost.

Young, rapidly growing industry

The wind industry is only 30 years old and it is less than 20 years since the offshore wind industry started installing one or more projects each year. Many significant global businesses are involved, but any young and rapidly growing industry presents challenges in terms of mergers and acquisitions and changes of strategy at a pace faster than seen in more mature sectors.

Larger volume unlocks more benefits

As seen in the comparison between the low growth and high growth scenarios, more benefits are unlocked by the high growth scenario, but this requires more urgency and commitment from Government to delivery, bringing challenges of cost and resources. Accessing sources of public funding to support activity, including the cost of downstream studies will be important, as discussed in Sections 19 and 21.

Environmental and social impacts

As with any large infrastructure project, offshore wind farms do have local impacts on habitats, other sea users and on local communities. These impacts can be regional in scale, considering cumulative impacts, which are difficult to manage.

In mature offshore wind markets, robust environmental and social impact assessment processes and high levels of stakeholder engagement are used to ensure that these impacts are identified and managed. This requires considerable environmental and social baseline data collection, some of which can take two years or more to collect. This requirement for data collection needs to be factored into the permitting arrangements, providing enough time to collect such data prior to construction.

8 Market volume in Vietnam

8.1 Story to date

Vietnam has already been an early adopter of offshore wind, through its intertidal projects in the south. At the end of 2019, Vietnam had 99MW operating, more than Japan, Korea, and USA and sitting in third place outside Europe, the birthplace of the offshore wind industry.

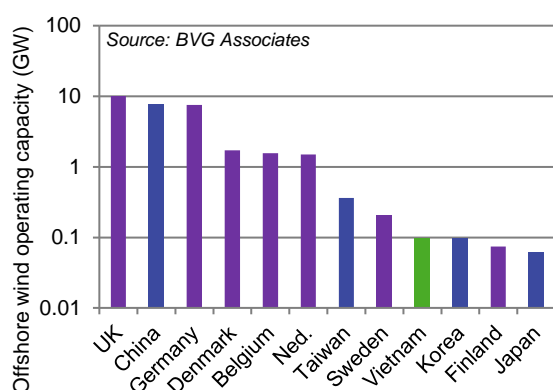


Figure 20 Vietnam's place in top 12 countries for offshore wind, globally.

Based on learning from countries that are further progressed in offshore wind, there are some key ingredients for maximizing the benefits. These are explored below, including our assessment of specific opportunities and prerequisites for Vietnam to realize these opportunities. We recommend key actions in Section 2.5.

8.2 A vision for offshore wind to 2050

Developing an offshore wind project is a long-term infrastructure investment. Developing a national program of many projects needs to be considered within the context of strategic energy plans over decades.

Vietnam can accelerate offshore wind projects rapidly over the next few years. The success of this acceleration will depend on the clarity of the Government's long-term ambition and the actions that the Government takes to facilitate growth.

The high growth scenario that we model passes a milestone of 70GW operating capacity by 2050, delivering 330TWh per year in 2050.

8.3 In Vietnam's national context

70GW of offshore wind in 2050 will provide almost 30% of Vietnam's electricity supply, as shown in Table 4.

The demand was established by combining the World Bank population forecast, rising to 110million in 2050 with per capita electricity use statistics from International Energy Agency (IEA), starting at 1.9MWh per year in 2017 and following a growth curve to 10MWh per year in 2050.^{24,25,26}

Table 4 Electricity supplied by offshore wind to 2050 in the high growth scenario.

	2030	2040	2050
Offshore wind operating capacity (GW)	10	40	70
Average capacity factor of operating projects (%)	43	54	56
Offshore wind electricity production (TWh/yr)	30	170	330
National average demand (TWh/yr)	580 (65GW)	980 (110GW)	1,210 (140GW)
Percentage of electricity supplied by offshore wind	5%	17%	27%

This 70GW fits comfortably within the World Bank's previously published view of 475GW of technical potential, which includes 261GW of fixed and 214GW of floating capacity.²⁷ This technical potential does not take into account environmental and social constraints and includes all locations with wind speed above 7m/s at 100m height,

²⁴ The World Bank, 2020, <https://datacatalog.worldbank.org/dataset/population-estimates-and-projections>, last accessed July 2020.

²⁵ International Energy Agency, <https://www.iea.org/countries/vietnam>, last accessed July 2020.

²⁶ For comparison, United States has had an almost stable per capita energy use 13MWh per year since 2000, ref. International Energy Agency, <https://www.iea.org/countries/united-states>, last accessed July 2020.

²⁷ *Offshore Wind Technical Potential in Vietnam*, The World Bank, March 2020, available online at <http://documents.worldbank.org/curated/en/781371586848751429/pdf/Technical-Potential-for-Offshore-Wind-in-Vietnam-Map.pdf>, last accessed July 2020.

Offshore wind roadmap for Vietnam: Interim consultation report

water depth less than 1000m and with minimum size 10km².

The 70GW is also less than the 160GW of screened technical potential recently derived by DEA²⁸.

Based on our understanding of social and economic constraints and future demand, we believe 70GW offers a balanced and realistic vision for offshore wind in Vietnam by 2050.

With Vietnam's other renewables resources, offshore wind can help Vietnam take big steps to decarbonizing its power sector, as it continues to grow its economy and transitions towards a zero-carbon future and meeting its international obligations. 27% of electricity production is a little less than Wind Europe's vision for the whole of Europe in 2050.²⁹

We recognize that the energy transition will involve other vectors beyond electricity. There is much work underway exploring the synergies between offshore wind and green hydrogen production for internal use or export. Hydrogen offers further opportunities for Vietnam to benefit from its valuable natural offshore wind resource.

8.4 Within East and Southeast Asia

Within East and Southeast Asia, the other key offshore wind markets are likely to be China, Japan, South Korea, Taiwan and Philippines.

Although there is much uncertainty, it is reasonable to assume growth in offshore wind following the trend shown in Figure 21, with Vietnam having one of the largest markets, after China.

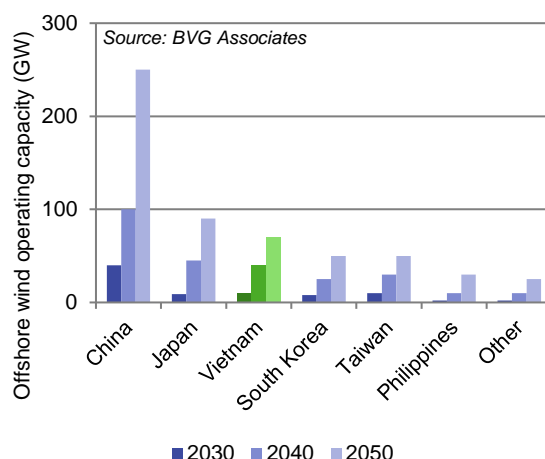


Figure 21 Indicative forecast of cumulative operating offshore wind capacity in high growth scenario in Vietnam and in the rest of East and Southeast Asia end 2030, 2040 and 2050.

8.5 Globally

The almost 600GW of offshore wind capacity in Asia in 2050 fits within a wind industry vision³⁰ of 1.4TW in 2050, as shown in Figure 22. This 1.4TW of offshore wind capacity is expected to deliver 5,400TWh per year, or about 10% of global electricity demand.

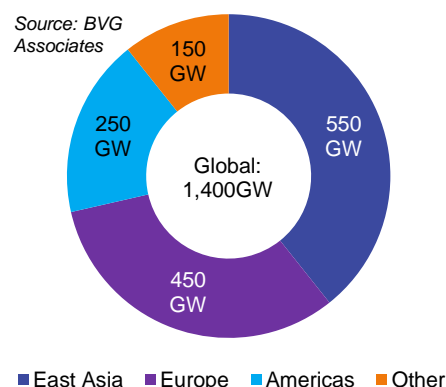


Figure 22 Indicative forecast of cumulative operating offshore wind capacity globally end 2050.

²⁸ *Vietnam offshore wind country screening and site selection report*, COWI for MOIT/EREA, March 2020. Not for external distribution.

²⁹ *Financing and investment trends*, Wind Europe, April 2020, available online at <https://windeurope.org/wp-content/uploads/files/about-wind/reports/Financing-and-Investment-Trends-2019.pdf>, last accessed July 2020.

³⁰ Report as yet unpublished – likely to be referenceable in final version of this report, else see press release, <https://orsted.co.uk/media/newsroom/news/2020/06/1400-gw-of-offshore-wind-is-possible-by-2050-and-will-be-key-for-green-recovery>, last accessed July 2020.

8.6 Vietnam offshore wind energy production and cost data

Table 5 shows key data for both scenarios for the period 2020 to 2050, supporting calculations throughout the study. Highlighted values are derived in Section 9.

For simplicity, data is provided assuming all capacity is installed on conventional fixed sites, disregarding lower LCOE and lower energy production from intertidal sites and higher LCOE and higher energy production from floating sites. We assume no generation from projects installed in the year.

LCOE and capacity factor for projects installed in the year is calculated by linear interpolation between calculated points in 2023, 2030 and 2035. For LCOE, a 2% year-on-year reduction is assumed after 2035 and a fixed value is assumed before 2023. For capacity factor, a 0.5% year-on-year increase is assumed after 2035 and a fixed value is assumed before 2023. This means that capacity factors

continue to increase from 57% in 2035 to just above 60% by 2050. Whilst such figures seem high compared to existing projects, based on the pace of technology development over the next 30 years, they are realistic, assuming the use of very large turbines (larger than the 20MW turbines modelled as being installed in 2035) with rotors designed for low wind conditions.

Annual energy production is the sum across all wind farms operating in the year, considering the different capacity factor for each annual capacity installed. Cumulative energy production is the sum of this, over time.

Annual net cost is the sum across all wind farms operating in the year of energy production x LCOE, taking into account the different energy production and LCOE for each annual capacity installed, minus the annual cost of generation from traditional technology in the year (see Section 7.1). Cumulative net cost is the sum of this, over time.

Offshore wind roadmap for Vietnam: Interim consultation report

Table 5 Energy production and cost data for low growth scenario.

Year	Annual installed capacity (GW)	Cumulative operating capacity at end of year (GW)	LCOE for projects installed in the year (US\$/MWh)	Capacity factor for projects installed in the year (%)	Annual energy production (GWh)	Cumulative energy production (GWh)	Annual net cost (US\$ million)	Cumulative net cost (US\$ million)
2020	0.1	0.2	174	32%	0.3	0.3	28	28
2021	0.4	0.7	174	32%	0.7	0.9	38	66
2022	0.1	0.8	174	32%	1.9	2.8	156	222
2023	0.3	1.1	174	32%	2.2	5.0	180	402
2024	0.4	1.5	161	35%	3.1	8.1	262	664
2025	0.4	1.9	148	38%	4.2	12.3	347	1,010
2026	0.5	2.4	135	41%	5.6	18.0	431	1,441
2027	0.5	2.9	122	44%	7.4	25.3	507	1,948
2028	0.6	3.5	109	47%	9.5	34.8	568	2,516
2029	0.7	4.2	96	50%	12.1	46.9	602	3,118
2030	0.8	5.0	83	53%	15.1	62.0	595	3,713
2031	0.9	5.9	78	54%	18.8	80.8	531	4,245
2032	1.0	6.9	74	55%	22.9	103.7	430	4,675
2033	1.1	8.0	70	55%	27.6	131.3	283	4,958
2034	1.3	9.2	66	56%	33.0	164.3	79	5,037
2035	1.4	10.7	62	57%	39.1	203.4	-197	4,840
2036	1.6	12.2	61	57%	46.2	249.6	-561	4,279
2037	1.6	13.8	60	57%	54.0	303.6	-993	3,286
2038	1.6	15.5	58	57%	62.1	365.7	-1,488	1,799
2039	1.6	17.1	57	58%	70.3	435.9	-2,031	-232
2040	1.6	18.7	56	58%	78.5	514.4	-2,624	-2,856
2041	1.6	20.3	55	58%	86.7	601.2	-3,268	-6,124
2042	1.6	22.0	54	59%	95.0	696.2	-3,965	-10,089
2043	1.6	23.6	53	59%	103.4	799.6	-4,716	-14,805
2044	1.6	25.2	52	59%	111.8	911.4	-5,522	-20,327
2045	1.6	26.8	51	59%	120.2	1,031.6	-6,385	-26,712
2046	1.6	28.5	50	60%	128.4	1,160.0	-7,326	-34,038
2047	1.6	30.1	49	60%	136.5	1,296.5	-8,364	-42,402
2048	1.6	31.7	48	60%	143.8	1,440.3	-9,415	-51,817
2049	1.6	33.3	47	61%	152.1	1,592.5	-10,555	-62,372
2050	1.6	35.0	46	61%	159.9	1,752.4	-11,749	-74,120

Table 6 Energy production and cost data for high growth scenario.

Year	Annual installed capacity (GW)	Cumulative operating capacity at end of year (GW)	LCOE for projects installed in the year (US\$/MWh)	Capacity factor for projects installed in the year (%)	Annual energy production (GWh)	Cumulative energy production (GWh)	Annual net cost (US\$ million)	Cumulative net cost (US\$ million)
2020	0.1	0.2	174	32%	0.3	0.3	28	28
2021	0.4	0.7	174	32%	0.7	0.9	38	66
2022	0.1	0.8	174	32%	1.9	2.8	156	222
2023	0.3	1.1	174	32%	2.2	5.0	180	402
2024	0.5	1.6	160	35%	3.1	8.1	262	664
2025	0.9	2.5	145	38%	4.6	12.7	376	1,040
2026	1.0	3.5	131	41%	7.5	20.3	547	1,587
2027	1.2	4.7	116	44%	11.2	31.5	701	2,288
2028	1.4	6.1	101	47%	15.9	47.5	816	3,104
2029	1.8	7.9	87	51%	21.9	69.4	863	3,967
2030	2.2	10.0	72	54%	29.7	99.1	793	4,760
2031	2.5	12.6	68	54%	39.8	138.9	534	5,295
2032	2.9	15.5	64	55%	52.0	190.9	139	5,434
2033	3.0	18.5	59	56%	65.9	256.8	-416	5,018
2034	3.0	21.5	55	56%	80.7	337.5	-1,120	3,898
2035	3.0	24.6	51	57%	95.6	433.2	-1,958	1,940
2036	3.0	27.6	50	57%	110.8	543.9	-2,933	-993
2037	3.0	30.6	49	58%	126.0	669.9	-3,994	-4,987
2038	3.0	33.7	48	58%	141.3	811.2	-5,143	-10,130
2039	3.0	36.7	47	58%	156.7	967.9	-6,381	-16,512
2040	3.0	39.7	46	58%	172.1	1,140.0	-7,712	-24,224
2041	3.0	42.7	45	59%	187.6	1,327.6	-9,138	-33,362
2042	3.0	45.8	44	59%	203.2	1,530.8	-10,661	-44,024
2043	3.0	48.8	43	59%	218.9	1,749.7	-12,285	-56,309
2044	3.0	51.8	42	60%	234.7	1,984.4	-14,011	-70,320
2045	3.0	54.9	41	60%	250.5	2,234.9	-15,843	-86,163
2046	3.0	57.9	41	60%	266.1	2,501.0	-17,803	-103,967
2047	3.0	60.9	40	61%	281.7	2,782.7	-19,912	-123,879
2048	3.0	64.0	39	61%	296.6	3,079.3	-22,088	-145,967
2049	3.0	67.0	38	61%	312.4	3,391.7	-24,407	-170,374
2050	3.0	70.0	37	61%	327.8	3,719.5	-26,844	-197,218

9 Cost of energy reduction

9.1 Purpose

In this work package, we determine the long-term cost trajectory of offshore wind in Vietnam, considering global cost reduction trends, resource potential, country characteristics, regional supply chain development, and other key factors.

We do this under two different industry scenarios. This is important as it is helpful to understand, long-term, what the cost of energy from offshore wind will be and how to influence this.

We focus on conventional fixed offshore wind, recognizing that intertidal and floating sub-sectors each also have their role to play in Vietnam. We cover these quantitatively, but with a simpler approach.

9.2 Method

We modelled costs and LCOE under the two scenarios, as presented in Section 2.

The context for these scenarios is discussed in Section 8.

We established baseline costs (for installation in 2023, recognizing key differences between European and Vietnam projects) and trajectories (costs in 2030 and 2035) based on key parameters defined in Table 7.

Table 7 Key parameters for the conventional fixed site modelled, against year of installation.

Parameter	2023	2030	2035
Distance from port (km)	60	100	100
Water depth (m)	25	35	35
Wind speed at 100m (m/s)	7.5	8.5	8.5
Turbine size (MW)	10	16	20
Rotor size (m)	174	250	290
Project size (MW)	300	500	1,000

An explanation of our methodology, detailed definitions and assumptions are provided in Section 9.5.

9.3 Results

The LCOE for the conventional fixed Vietnam site under the two scenarios is shown in Table 8 and Figure 23, along

with indicative trends for intertidal and floating sites and established market trends³¹.

- The main differences between the Vietnamese and European projects are the lower wind speeds and higher costs in the early years. The main opportunity for LCOE reduction beyond the established markets trends is in use of large turbines with rotors designed for these lower wind speeds. Other new offshore wind markets will also benefit from such turbines, as long as these markets are recognized as long-term opportunities by wind turbine suppliers who will need to develop low wind variants of their standard turbines. The pace of this activity may be increased through competition from Chinese wind turbine suppliers that are starting to consider such opportunities.
- In Vietnam, intertidal has the lowest LCOE in 2023, but the higher wind speeds accessible to conventional fixed offshore wind, along with cost reductions in supply mean that by 2030, conventional offshore wind will have the lowest LCOE.
- The LCOE of floating offshore wind remains above that of conventional fixed offshore wind, but it expands the capacity available. By 2035, floating offshore wind has LCOE only 15% higher than that of the best conventional fixed offshore wind sites (and comparable to the available offshore wind sites).

In 2035, in the high growth scenario, offshore wind in Vietnam has LCOE lower than the global average because of low underlying costs.

In 2030, the LCOE in the low growth scenario is already 14% higher than in the high growth scenario. This gap grows to 223% by 2035.

Approximately one third of the benefit of the high growth scenario is because of capital expenditure (CAPEX) reduction from increased supply chain investment, optimization for the greater volumes and increased competition. Most of the remaining two thirds is because of lower weighted average cost of capital (WACC) from the expectation of more foreign investment and reduced risk under the high growth scenario.

The detail behind these headline LCOE trajectories is discussed below.

³¹ The established market trends are based on the bottom-up modelling discussed in Section 9.5, but using typical turbine sizes

and site conditions anticipated in established markets over the period.

Table 8 Indicative LCOEs for typical Vietnam sites modelled.

Year of installation	Intertidal low growth scenario (US\$/MWh)	Intertidal high growth scenario (US\$/MWh)	Conventional fixed low growth scenario (US\$/MWh)	Conventional fixed high growth scenario (US\$/MWh)	Floating low growth scenario (US\$/MWh)	Floating high growth scenario (US\$/MWh)
2023	81	81	174	174	N/A	N/A
2030	65	61	83	73	101	88
2035	62	57	62	51	71	58

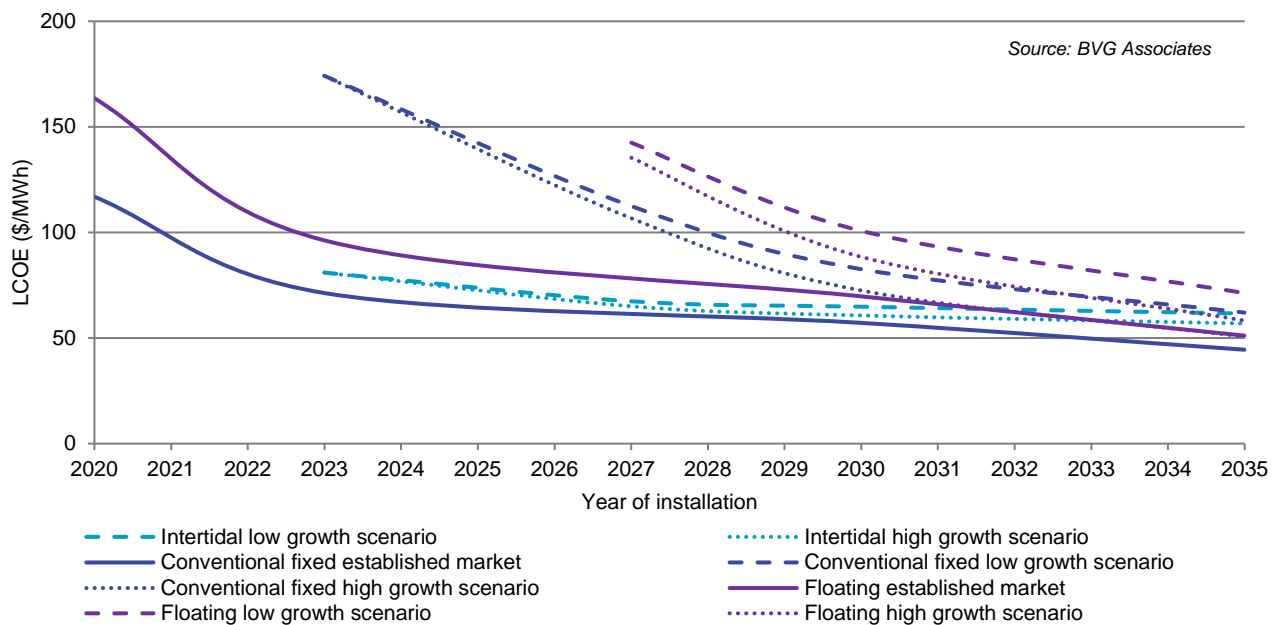


Figure 23 LCOE trajectory for Vietnam sites, compared to established markets trends.

Conventional offshore

The global LCOE reduction for conventional offshore wind shown in Figure 23 comes from improving technology and processes, increasing turbine size, and increasing farm size.

The increases in turbine and farm size bring economies of scale in manufacture and logistics, including operations, maintenance and service (OMS). There are also economies of scale in individual components because the larger turbines need less infrastructure per MW.

Technology improvements include those in design, manufacture and use of high-tech monitoring equipment. These lead to either better aerodynamics and thus more energy production, or to reduced cost of components. Additionally, the improvements in handling of large

components by vessel and port operators are key to enabling cost reduction.

Offshore wind roadmap for Vietnam: Interim consultation report

LCOE in 2023

In Vietnam, the conventional fixed LCOE in 2023 is higher than the conventional fixed LCOE in established markets. This is because of the effects of setting up in a new market, including the smaller initial farm size and significant risk, impacting the WACC. The other major difference is in the mean wind speeds for the sites. Those in Vietnam are lower than in established markets³². This results in lower annual energy production, and thus higher LCOE. In 2023, we have assumed the use of:

- Mainly local project development services
- Imported wind turbines designed for high wind European sites from the global leading suppliers, with some Asian content, uprated for to withstand typhoon conditions, some using locally supplied towers
- Regionally or locally manufactured monopile foundations³³
- Regional supply of subsea cables
- Installation vessels from elsewhere in the region or Europe
- Locally manufactured substation foundation, and
- Local labor and support for operation, maintenance and service, with overseas supervision.³⁴

³² There is large uncertainty on the wind speeds in Vietnam in comparison to those in other regions because of the shorter history of detailed wind speed measurements.

³³ There is large uncertainty in foundation costs because of uncertainty in design requirements and resulting designs for ground and typhoon conditions; also in manufacturing cost due

uncertainty in how efficient local foundation manufacture will become.

³⁴ The industry has not yet proved the extent to which local labour and supply chain can efficiently support operation, maintenance and service.

LCOE trajectory in the low growth scenario

Over the period, the LCOE premium in Vietnam from setting up in a new market reduces. A solid regulatory environment with visibility enables investment in capacity and learning. More offshore wind components are manufactured locally with increasing efficiency. Limited competition drives some innovation and cost reduction. Logistics costs are reduced and critically, the WACC drops somewhat due to increased certainty in all aspects of project lifecycle and revenue.

We have assumed:

- More localization of project development services
- Slightly more localization of manufacture of turbine components, plus foundations, and
- Somewhat increased involvement of local suppliers during installation.

As shown in Table 7, we have assumed that typical projects are in deeper waters, further from shore, but critically in higher wind speeds and using larger turbines with rotors designed for lower wind sites, significantly increasing typical capacity factors.

The LCOE breakdown and capacity factors for conventional fixed offshore wind in this scenario are shown in Figure 24.

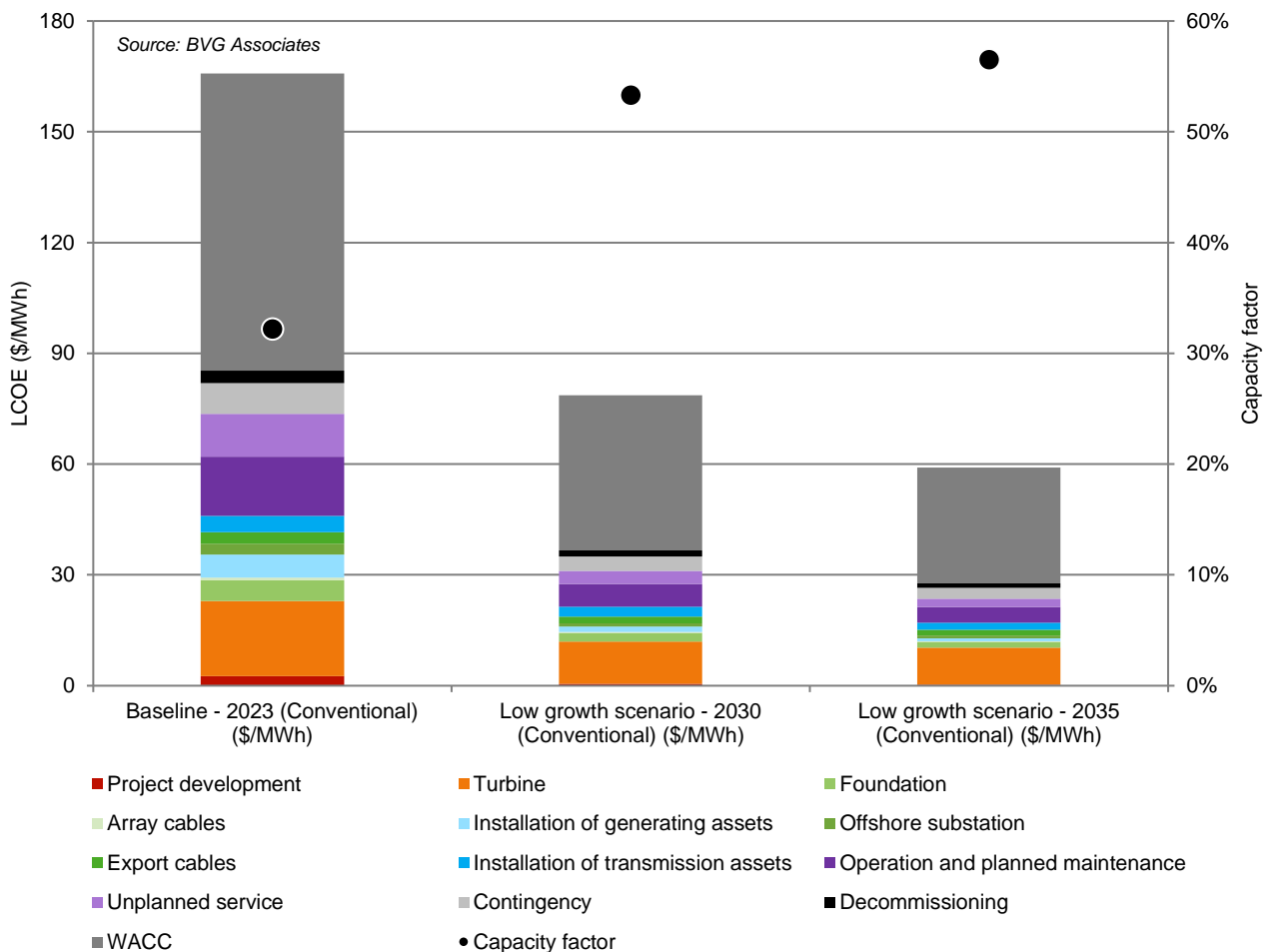


Figure 24 LCOE Breakdown for conventional offshore sites in the low growth scenario.

Offshore wind roadmap for Vietnam: Interim consultation report

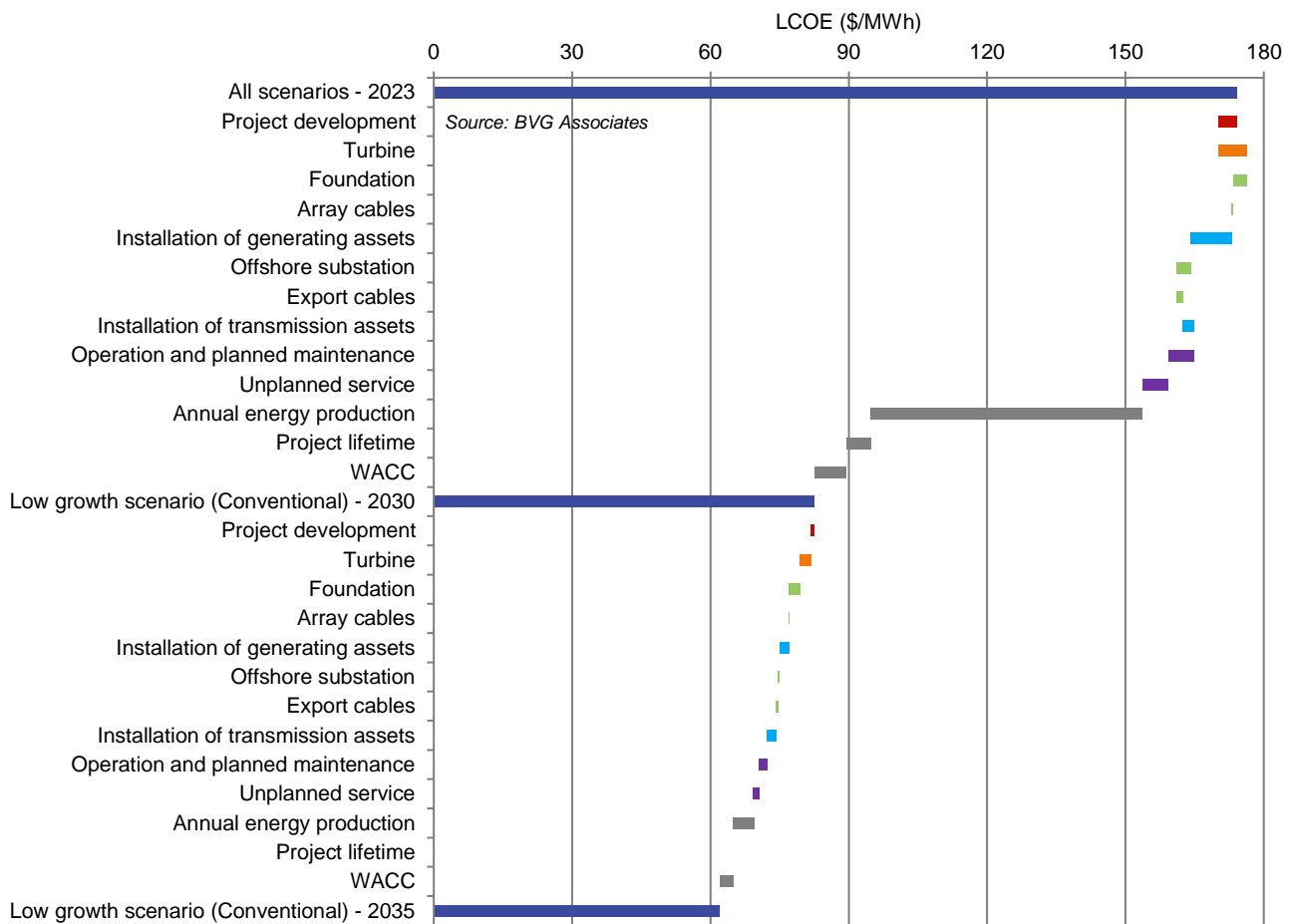


Figure 25 Source of LCOE reduction by cost element for conventional offshore sites in the low growth scenario.

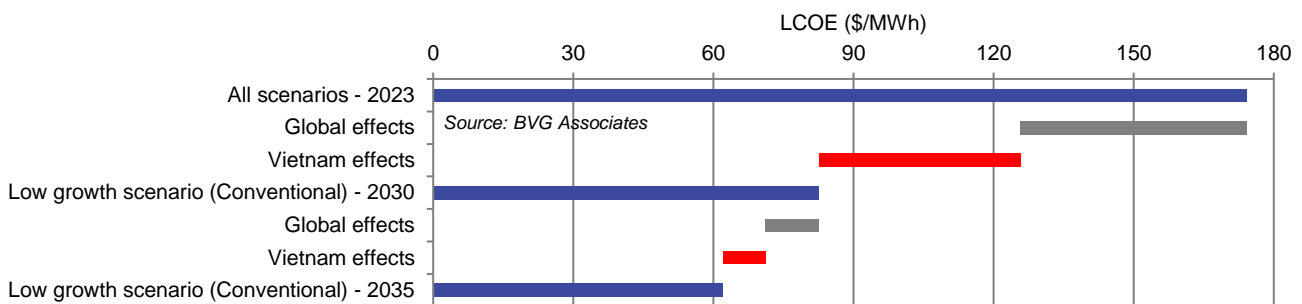


Figure 26 Source of LCOE reduction by geography for conventional offshore sites in the low growth scenario.

LCOE trajectory in the high growth scenario

Over the period, the LCOE premium in Vietnam from setting up in a new market reduces to zero. A solid regulatory environment with visibility enables investment in capacity and learning. More offshore wind components are manufactured locally with increasing efficiency and competition drives innovation and cost reduction. Logistics costs are reduced and critically, the WACC drops due to increased certainty in all aspects of project lifecycle and revenue.

Compared to the low growth scenario, we have assumed:

- Similar localization of project development services
- More localization of manufacture of turbine towers and some blades

- Establishment of some local subsea cable supply
- Increased involvement of local suppliers during installation, and
- More local supply of replacement components during operation.

The site conditions are the same as for the low growth scenario.

The LCOE breakdown and capacity factors for conventional fixed offshore wind in this scenario are shown in Figure 27.

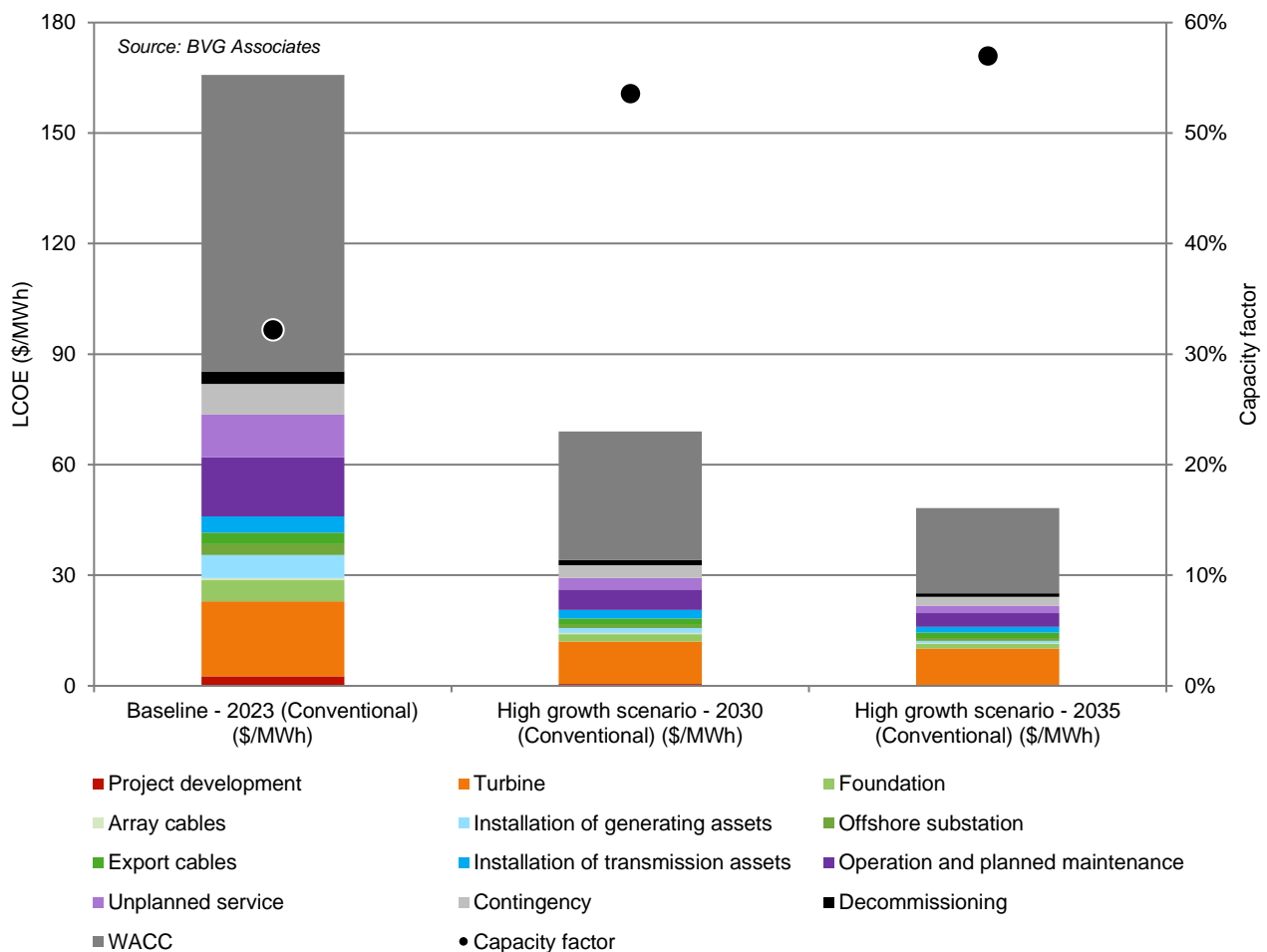


Figure 27 LCOE Breakdown for conventional offshore sites in the high growth scenario.

Offshore wind roadmap for Vietnam: Interim consultation report

Again, the source of the LCOE reduction is shown by cost element in Figure 28. The largest difference compared to the low growth scenario is increased reduction due to WACC due to further decreased market risk and increased competitive tension between lenders. In other areas, the savings are due to increased learning, competition and international collaboration.

The source of the same LCOE reduction is shown by geography in Figure 29. This time, the Vietnam effects are much greater, reflecting the increased local progress in efficiencies and risk reduction.

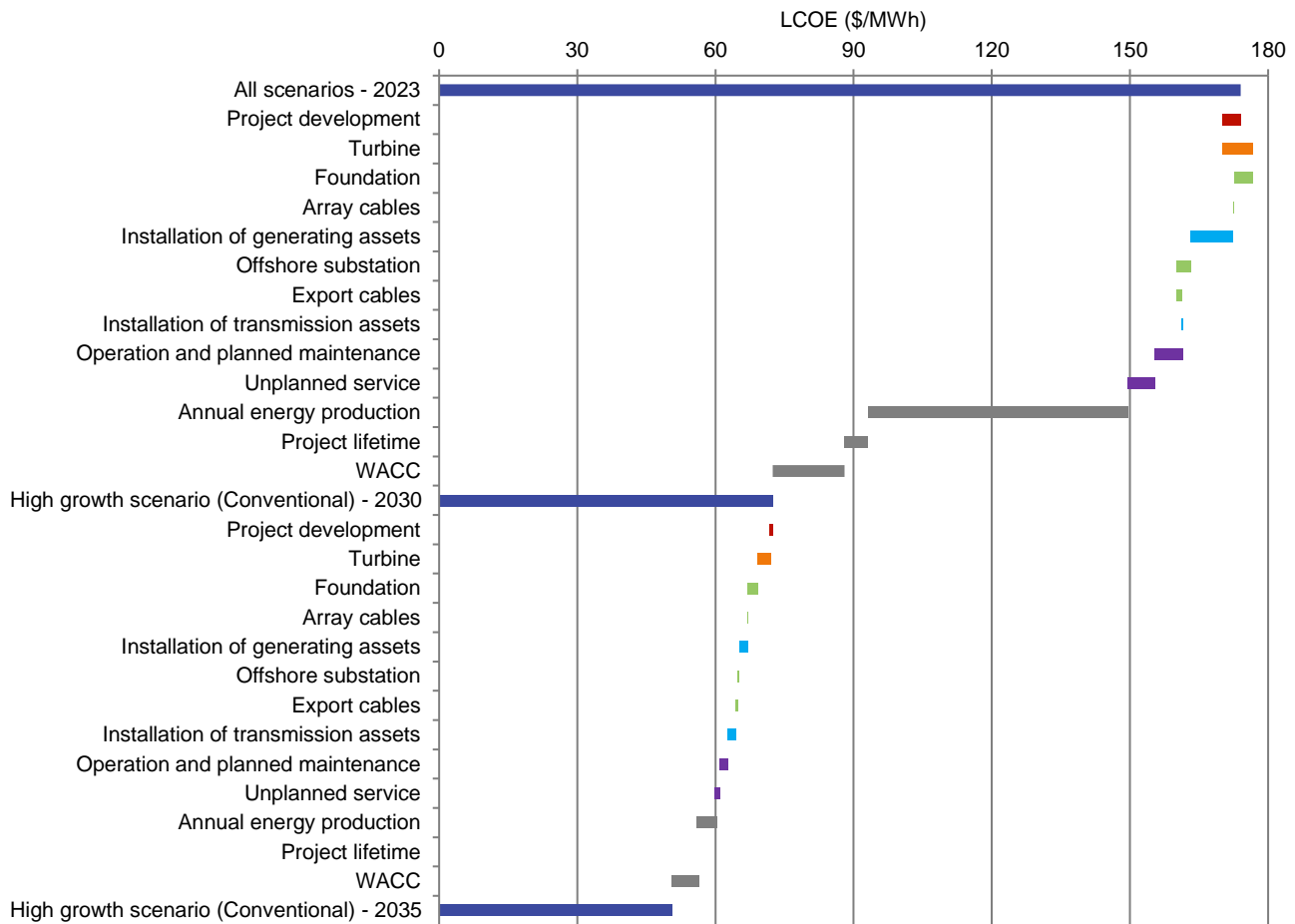


Figure 28 Source of LCOE reduction by cost element for conventional offshore sites in the high growth scenario.

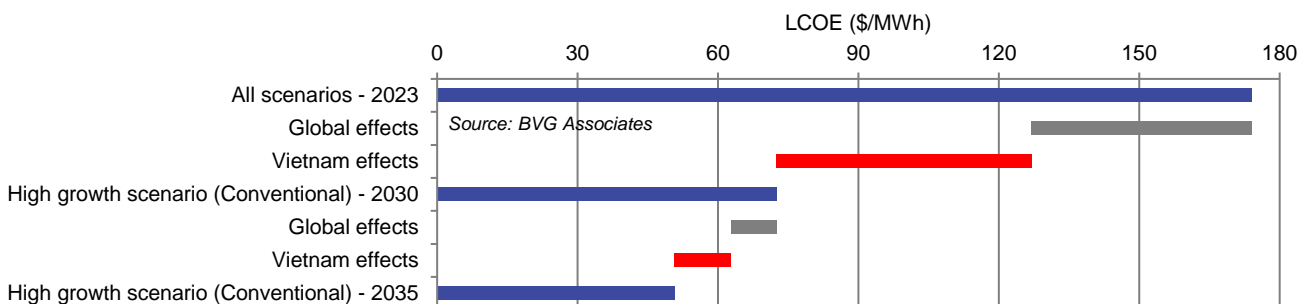


Figure 29 Source of LCOE reduction by geography for conventional offshore sites in the high growth scenario.

Intertidal

In 2023, the intertidal farms are based on onshore wind turbine technology. They have low cost relative to the conventional fixed offshore sites but are sited in areas with lower wind speeds. The same project developers that work onshore in Vietnam are responsible for these projects and have previously built in similar conditions. The WACC is therefore low. Overall, this gives them low LCOEs.

For intertidal sites in 2030 and 2035, there is learning by doing, as well as increase in turbine rating, but there are no major changes in farm size, energy or WACC, so the LCOE decrease is less than that for conventional offshore. By 2035 conventional offshore wind has lower LCOE than intertidal for both the low- and high growth scenarios.

Floating

We assume that the differences between floating and conventional offshore wind that we observe in other markets will be similar in Vietnam. There is a similar increase in cost and risk and a similar ability to build in sites with higher wind speeds. As such, we assume that the LCOE differences between these technologies in the global market will be reflected in Vietnam, reducing to small differences during the early 2030s.

9.4 Key factors for cost reduction

The key factors for cost reduction in Vietnam are:

- The use of larger offshore turbines with rotors designed for lower wind sites. It is not certain yet that these turbines will be developed. Clear market signals from countries needing such turbines will help investment happen. These countries include Vietnam, Japan and Korea. Across the leading turbine suppliers, the investment needed to develop these low-wind turbines could be up to about US\$1 billion.
- Reduction in WACC due to reduction in risk and availability of significant volumes of finance. This requires establishment of stable, transparent and robust frameworks and regulations for offshore wind, and confidence in the long-term pipeline of projects and growth of the industry in Vietnam.
- Growth in local and regional supply, learning and competition, again driven by volume and market confidence.

9.5 Background: details of methodology

Definition of levelized cost of energy

At its most simple, levelized cost of energy (LCOE) is the cost of the project divided by the energy produced. The technical definition is:

$$LCOE = \frac{\sum_{t=s}^n \frac{I_t + M_t}{(1+r)^t}}{\sum_{t=s}^n \frac{E_t}{(1+r)^t}}$$

where:

I_t	Investment expenditure in year t
M_t	Operation, maintenance and service expenditure in year t
E_t	Energy generation in years t
r	Discount rate
s	Start year of the project, and
n	Lifetime of the project in years.

We use a weighted average cost of capital (WACC) method to establish the discount rate. That is, a rate based on the weighted average of the debt and equity portions of the financing, from inception of the project to decommissioning.

Method for cost analysis

The analysis presented in Section 6 is based on a significant body of work peer reviewed through many published reports and private projects with industry clients in Europe, USA and Asia.

In effect, here we have conducted a *study of studies*, where we access published, but mainly unpublished studies that we have been involved with (or have received in delivery of consultancy projects). This gives a far better data set than is in the public domain.

This is appropriate at this stage because there are no projects operating (or even designed) at this scale in Vietnam.

Key to the analysis are the following steps.

- Establish European baseline for a project installed in 2023. We did this using cost models proven over time, for a 10MW-scale turbine.
- Convert this to Vietnam supply chain, site and market conditions and supply chain, still for a project installed in 2033. For each cost element shown in Table 9, we established a scaling factor to take account of differences compared to Europe. As an example, due to more complex permitting, less experience of project development in Vietnam, lower cost of surveys and smaller project size, overall, our analysis added about 35% to development cost. We considered factors such as prevalence of typhoons, east Asia-based installation vessels and many other relevant factors. To do this, we used our experience of other new markets and feedback about Vietnam.
- We then established 'global' factors considering the availability of larger turbines, much industry innovation and learning for projects installed in 2030, independent

Offshore wind roadmap for Vietnam: Interim consultation report

-
- of what happens in Vietnam. To do this, we used bottom-up models capturing the impact of a range of innovations on each of the cost elements. The data behind these models again has come from many industry projects, assessment of auction prices and much peer review, both at detail level and with a top-down view.
- D. We repeated this process to account for the changes from 2030 to 2035. Clearly for this time period, there is greater uncertainty in what technology will be available and how much it will cost, but delivery of a range of projects exploring this timescale has given us important understanding.
- E. We applied the factors derived in steps 3 and 4 equally in both Vietnamese scenarios.
- F. We then also explored the impact of each scenario on changes in Vietnamese costs between 2023 and 2030, then between 2030 and 2035. Again, we did this for each cost element, separately. We considered:
- Transitory effects, such as lack of industry inexperience and high regulatory risk. For example, if we applied a cost premium in step 2, we assumed that by 2035 in the high growth scenario, much of that premium had been removed by more rapid learning than in Europe during the same period.
 - Permanent effects, such as needing to design for typhoon survival. In some of these cases, we assumed a larger early transitory cost penalty which reduced in time, for example as design for typhoon resistance gets more optimized.
 - Changes in supply, as more Vietnamese wider regional content is used.
- G. We then combined all global and Vietnamese factors together to create the LCOE trajectories shown and reviewed these based on a top-down understanding of cost reduction.

Cost element definitions

Table 9 Cost element definitions.

Type	Element	Definition	Unit
Development expenditure (DEVEX)	Development and project management	<p>Development, permitting and project management work paid for by the developer up to works completion date (WCD).</p> <p>Includes:</p> <ul style="list-style-type: none"> Internal and external activities such as environmental and wildlife surveys, met ocean surveys, met mast (including installation), geophysical, geotechnical and hydrological services and engineering (pre front end engineering design (FEED)) and planning studies Permitting services Further site investigations and surveys after final investment decision (FID) FEED studies Environmental monitoring during construction Project management (work undertaken or contracted by the developer up to WCD) Other administrative and professional services such as accountancy and legal advice, and Any reservation payments to suppliers. <p>Excludes:</p> <ul style="list-style-type: none"> Development costs of transmission system Construction phase insurance, and Suppliers own project management. 	US\$/MW
Capital expenditure (CAPEX)	Turbine (including tower)	<p>Includes:</p> <ul style="list-style-type: none"> Payment to wind turbine manufacturer for the supply of: <ul style="list-style-type: none"> Rotor, including blades, hub and pitch system Nacelle, including bearing, gearbox, generator, yaw system, the electrical system to the array cables, control systems, etc. Tower Assembly thereof Delivery to nearest port to supplier Warranty, and The wind turbine supplier aspects of commissioning costs. <p>Excludes:</p> <ul style="list-style-type: none"> Turbine OPEX, and Research, design and development (RD&D) costs. 	US\$/MW

Offshore wind roadmap for Vietnam: Interim consultation report

	Foundation	<p>Includes:</p> <ul style="list-style-type: none"> • Payment to suppliers for the supply of the support structure comprising the foundation (including any piles, transition piece and secondary steel work such as J-tubes and personnel access ladders and platforms) • Delivery to nearest port to supplier, and • Warranty. <p>Excludes:</p> <ul style="list-style-type: none"> • Turbine tower • Foundation OPEX, and • RD&D costs. 	US\$/MW
	Array cables	<p>Includes:</p> <ul style="list-style-type: none"> • Payment to manufacturer for the supply of onshore and offshore array cables • Delivery to nearest port to supplier, and • Warranty. <p>Excludes:</p> <ul style="list-style-type: none"> • OMS costs, and • RD&D costs. 	US\$/MW
	Installation of generating assets	<p>Includes:</p> <ul style="list-style-type: none"> • Transportation of all from each supplier's nearest port • Pre-assembly work completed at a construction port • All installation work for turbines and foundations • All installation work for array cables (including burial where appropriate) • Commissioning work for all but turbine (including snagging post WCD) • Any scour protection (for support structure or array cable) • Subsea cable protection mats etc., as required • Offshore logistics such as weather forecasting, additional crew transfer vessels and marine co-ordination, and • Shared wind-farm infrastructure such as marker buoys. <p>Excludes:</p> <ul style="list-style-type: none"> • Installation of offshore substation / transmission assets. 	US\$/MW

	Offshore substation	<p>Includes:</p> <ul style="list-style-type: none"> • Development of transmission system • Payment to manufacturer for the supply of offshore substations • Assembly at fabricator's port, and • Warranty. <p>Excludes:</p> <ul style="list-style-type: none"> • OMS costs, and • RD&D costs. 	US\$/MW
	Export cables	<p>Includes:</p> <ul style="list-style-type: none"> • Payment to manufacturer for the supply of onshore and offshore export cables • Delivery to nearest port to supplier, and • Warranty. <p>Excludes:</p> <ul style="list-style-type: none"> • OMS costs, and • RD&D costs. 	US\$/MW
	Installation of transmission assets	<p>Includes:</p> <ul style="list-style-type: none"> • Transportation of all from each supplier's nearest port Pre-assembly work completed at a construction port before the components are taken offshore • Installation of onshore and offshore substations and onshore and offshore export cables • Substation commissioning work for all but turbine (including snagging post WCD) • Scour protection (for support structure and cables) • Subsea cable protection mats etc., as required, and • Offshore logistics such as weather forecasting, additional crew transfer vessels and marine co-ordination. 	US\$/MW

Offshore wind roadmap for Vietnam: Interim consultation report

Operational expenditure (OPEX)	Operation, maintenance and service (generating assets)	<p>Includes operation and planned (routine) maintenance, unplanned service (in response to faults; may be either proactive or reactive), operations phase insurance, other OPEX and transmission OPEX.</p> <p>Starts once first turbine is commissioned.</p> <p>Operation and planned maintenance includes:</p> <ul style="list-style-type: none"> Operational costs relating to the day-to-day control of the wind farm (including CAPEX on operations base as an equivalent rent) Condition monitoring, and Planned preventative maintenance, health and safety inspections. <p>Unplanned service includes:</p> <ul style="list-style-type: none"> Reactive service in response to unplanned systems failure in the turbine or electrical systems. <p>Operations phase insurance:</p> <ul style="list-style-type: none"> Takes the form of a new operational “all risks” policy and issues such as substation outages, design faults and collision risk become more significant as damages could result in wind farm outage. Insurance during operation is typically renegotiated on an annual basis. <p>Other OPEX covers fixed cost elements that are unaffected by technology innovations, including:</p> <ul style="list-style-type: none"> Site rent Contributions to community funds, and Monitoring of the local environmental impact of the wind farm. 	US\$/MW /yr
	Operation, maintenance and service (transmission assets)	<p>Using the timing and other definitions above, includes:</p> <ul style="list-style-type: none"> Planned maintenance, unplanned service, operations phase insurance and other OPEX of transmission assets, and Grid charges. 	US\$/MW /yr
Annual energy production (AEP)	Net AEP	<p>AEP averaged over the wind farm life at the offshore metering point at entry to offshore substation. Accounts for improvements in early years and degradation in later years. Includes:</p> <ul style="list-style-type: none"> Site air density adjustments from the standard turbine power curve, due to temperature and altitude Aerodynamic array losses Blockage effect Electrical array losses Losses due to unavailability of the wind turbines, foundations and array cables, and Losses from cut-in/cut-out hysteresis, power curve degradation, and power performance loss. 	MWh/MW/yr

Generic definitions

Global assumptions

Real (2019) prices.

Commodity prices fixed at the average for 2019.

Exchange rates fixed at the average for 2019 (for example, EU€1 = US\$0.9).

Standard wind farm assumptions

Turbines are spaced at nine rotor diameters (downwind) and six rotor diameters (across-wind) in a rectangle.

The lowest point of the rotor sweep is at least 22m above mean high water spring.

The development and construction costs are funded entirely by the project developer.

Meteorological regime

A wind shear exponent of 0.12.

Rayleigh wind speed distribution.

Turbine

The turbine is certified to Class IA / S to international offshore wind turbine design standard IEC 61400-3 for 2023, Class IIA for later years.

Support structure

Ground conditions are good for offshore wind. There are only occasionally locations with lower bearing pressure, the presence of boulders or significant gradients.

Array cables

The array cable assumption is that a three core 66kV AC on fully flexible strings is used, that is, with provision to isolate an individual turbine.

Installation

Installation is carried out sequentially by the foundation, array cable, then the pre-assembled tower and turbine together.

A single jack-up is used to install monopiles and transition pieces.

Two jack-ups are used for jacket installation and pre-piling, collecting components from the installation port.

Array cables are installed via J-tubes, with separate cable lay, survey and burial.

A jack-up vessel collects components from the installation port for turbine installation.

Decommissioning reverses the assembly process to result in installation taking one year. Piles are cut off at a depth below the sea bed which is unlikely to require uncovering and cables are pulled out. Environmental monitoring is conducted at the end. The residual value and cost of scrapping is ignored.

Transmission

Transmission costs are incurred as CAPEX and OPEX where appropriate. This treatment of transmission costs reflects the actual costs of building and operating, rather than the costs incurred by the asset owner.

Operations, maintenance and service

Nearshore access is by service operation vessels (SOVs) or crew transfer vessels (CTVs). Jack-ups are used for major component replacement.

Transmission OPEX covers both maintenance costs and grid charges.

10 Supply chain analysis

9.1 Purpose

In this work package, we assessed the supply chain for offshore wind in Vietnam, including an analysis of current in-country capabilities and opportunities for future investment under the two scenarios presented in Section 2.

We focus on conventional fixed offshore wind supply chain needs, covering intertidal and floating in less depth. Ports are covered in Section 18.

We also explore potential bottlenecks that could slow the industry in each of the scenarios.

This analysis is important as it underpins work on cost reduction and economic benefits in Sections 6 and 10.

9.2 Method

We established a categorization of the supply chain and robust criteria for assessing capability. These are presented in Table 10 and Table 11. The level 2 categories broadly correspond the packages for tier 1 suppliers if a developer is multi-contracting.

Table 10 Categorization of the supply chain.

Level 1 category	Level 2 category	Description
Development and project management	Development and project management	Work by the developer including planning consent, front-end engineering and design, project management and procurement
Turbine	Nacelle, hub and assembly	Supply of components to produce the ex-works nacelle and hub and their delivery to the final port before installation
	Blades	Supply of finished blades and their delivery to the final port before installation
	Tower	Supply of tower sections and their delivery to the final port before installation
Balance of plant	Foundation supply	Supply of foundations and their delivery to the final port before installation
	Array cable supply	Supply of array cables and their delivery to the final port before installation
	Export cable supply	Supply of onshore and offshore cables and their delivery to the final port before installation
	Offshore substation supply	Supply of the completed offshore substation platform and foundation ready for installation
	Onshore infrastructure	Supply of components and materials for the onshore substation and the operations base
Installation and commissioning	Turbine installation	Work undertaken in the final port before installation and the installation and commissioning of the turbines, including vessels
	Foundation installation	Work undertaken in the final port before installation and the installation of the foundations, including vessels
	Array cable installation	Installation of the cables, including route clearance, post-lay surveys and cable termination
	Export cable installation	Installation of the cables, including route clearance, post-lay surveys and cable termination
	Other installation	Onshore works associated with the substation, cables and operations base; installation of the offshore substation; general offshore logistics
Operation, maintenance and service	Wind farm operation	Wind farm administration and asset management, including onshore and offshore logistics
	Turbine maintenance and service	Work to maintain and service the turbines, including spare parts and consumables
	Foundation maintenance	Inspection and repair of foundations
	Subsea cable maintenance	Inspection and repair or replacement of cables
	Substation maintenance and service	Onshore and offshore substation maintenance and service
Decommissioning	Decommissioning	Removal of all necessary infrastructure and transport to port; excludes recycling or re-use

Criteria for assessing capability

We developed a set of criteria for assessing the current and future capability of the Vietnamese supply chain. They relate to the likelihood that existing Vietnamese companies can be successful in the industry and the likelihood that new companies can be attracted to invest in Vietnam.

These criteria were scored for each level 2 category, as shown in Table 11. In the analysis we distinguished between principal suppliers (equivalent to tier 1) and lower tier suppliers. We shared this assessment with key stakeholders and gathered feedback and additional data, as well as views on bottlenecks, recognizing Vietnam's place in a regional and global market.

Table 11 Criteria for assessing current and future Vietnamese capability.

Criterion	Score	Description
Vietnam track record and capacity in offshore wind	1	No experience
	2	Experience in supplying wind farm ≤100MW
	3	One company with experience of supplying wind farm >100MW
	4	Two or more companies with experience of supplying wind farm >100MW
Vietnam capability in parallel sectors	1	No relevant parallel sectors
	2	Relevant sectors with relevant workforce only
	3	Companies in parallel sectors that can enter market with high barriers to investment
	4	Companies in parallel sectors that can enter market with low barriers to investment
Benefits of Vietnamese supply for Vietnamese projects	1	No benefits in supplying Vietnamese projects from Vietnam
	2	Some benefits in supplying Vietnamese projects from Vietnam but no significant impact on cost or risk
	3	Work for Vietnamese projects can be undertaken from outside Vietnam but only with significant increased cost and risk
	4	Work for Vietnamese projects must be undertaken locally
Investment risk in Vietnam	1	Investment that needs market certainty from offshore wind for five or more years
	2	Investment that needs market certainty from offshore wind for two to five years
	3	Low investment ≤US\$50 million that can also meet demand from other small sectors
	4	Low investment ≤US\$50 million that can also meet demand from other major sectors with market confidence
Size of the opportunity	1	<2% of lifetime expenditure
	2	2%≤3.5%
	3	3.5%-5%
	4	>5% of lifetime expenditure

Offshore wind roadmap for Vietnam: Interim consultation report

9.3 Results

Table 12 summarizes our analysis. Some categories have been considered together to avoid duplication. The sections below discuss our findings in more detail.

Table 12 Summary of the supply chain analysis.

Category	Notable relevant companies in Vietnam	Vietnam track record and capacity in offshore wind	Vietnam capability in parallel sectors	Benefits of Vietnamese supply	Investment risk in Vietnam	Size of the opportunity
Developing and permitting	Various developers and local consultancies plus PTSC, Technip Vietnam and Vietsovpetro	4	4	4	4	2
Nacelle, hub and assembly	GE (generators and control systems) Helukabel (cabling)	1	2	2	1	4
Blades	Materials only: An Viet Long, Triac Composites, and others	1	2	3	1	4
Tower	CS Wind	1	3	3	2	3
Foundation supply	Alpha ECC, PetroVietnam Construction, PetroVietnam Marine Shipyard, PTSC, Vietsovpetro	2	2	3	2	4
Array and export cable supply	None	1	2	1	1	3
Offshore substation supply	Structure: Alpha ECC, PetroVietnam Construction, PetroVietnam Marine Shipyard, PTSC, Vietsovpetro Electrical: ABB, Hyosung	1	4	2	3	2
Onshore infrastructure	Various	2	4	4	4	2
Turbine and foundation installation	Huy Hoang Logistic & Transportation, PTSC and Vietsovpetro – most likely in partnership with global contractors	2	2	1	1	3
Array and export cable installation	Thien Nam Offshore Services, PTSC, Tan Cang Offshore Services and Vietsovpetro could also enter the market.	2	3	1	2	4
Wind farm operation	Various developers	2	4	4	3	3
Turbine maintenance and service	Turbine suppliers	2	4	4	4	4
Balance of plant maintenance	Various	2	4	3	3	3
Decommissioning	Huy Hoang Logistic & Transportation, PTSC and Vietsovpetro	1	3	1	2	4

The analysis shows that there is relevant capability in most parts of the supply chain. The main opportunities lie where:

- There is capability,
- there is logic in supplying from Vietnam (which is sensitive to the growth scenario), and
- the investment risk is lowest.

The opportunity is therefore greatest in categories such as tower, foundation and substation production.

Table 13 shows the likely changes in the Vietnam supply chain in the low and high growth scenarios. The high growth scenario creates a stronger logic for Vietnamese supply and lowers market risk. We anticipate that most strategic investments will happen before 2030. This is because by this time, the regional supply chain will have matured and it will become increasingly difficult to attract new inward investment, unless to extend existing facilities.

Table 13 Change in Vietnamese supply chain in low and high growth scenarios.

	Low growth 2030	High growth 2030
Project development	↗	↗
Turbine	↗	↑
Foundations	↗	↗
Cables	→	↑
Installation	↗	↑
Operation	↗	↗

(key: → = minimal change; ↗ = organic growth;
↑ = growth via significant inward investment)

Development and permitting

Vietnam's first offshore (mainly intertidal) wind farms have had Vietnamese developers and used local supply chains for survey and engineering studies. These will have been active in other maritime sectors such as shipping and oil and gas. Examples are PTSC, Technip Vietnam and Vietsovpetro.

There are benefits of using a local supply chain during development because these companies will have a good understanding of relevant Vietnamese regulations and local companies can minimize logistics and labor costs. The barriers to entry are low, with investments mainly in skills to meet the needs of offshore wind. These conclusions are summarized in Figure 30.

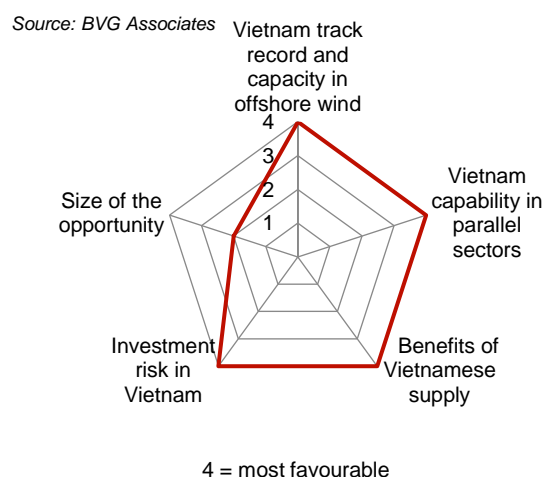


Figure 30 Assessment of supply chain for development and permitting.

As the industry developers, in both market scenarios, global developers are likely to become increasingly involved, in many cases partnering with local developers. The development supply chain is likely to remain mostly Vietnamese, although global developers are likely to use specialist engineering firms active in more established markets. Many of these firms will build a local presence in the high market scenario.

Turbine

With the involvement of global developers, we anticipate that Vietnamese wind farms will use turbine suppliers that dominate the European and US markets, since these are likely to offer the lowest cost of energy.

Nacelle, hub and assembly

Vietnam has no turbine manufacturing facilities and the turbines for Vietnam's first offshore wind projects have been onshore products from global suppliers.

As East and Southeast Asian markets develop, Europe-based turbine suppliers will see value in localizing their activities. This will reduce transport costs, although decisions are likely to be driven by capacity constraints at existing factories. Local content requirements also bring forward decisions to localize. At the same time, suppliers are cautious, as their nacelles and hubs have complex supply chains and components that are critical to turbine performance and reliability. The barriers to investment are therefore high.

Political and market considerations have driven investment in a nacelle assembly factory by Siemens Gamesa in Taiwan and GE is committed to a factory in Guangdong province China. MHI Vestas has yet to commit to a factory, and Japan is a credible location. It is likely that this decade, leading wind turbine suppliers will only establish one set of facilities in East and Southeast Asia. The opportunity for

Offshore wind roadmap for Vietnam: Interim consultation report

Vietnam is most likely to come in the supply chain, for example low voltage internal cabling for all turbine suppliers. These conclusions are summarized in Figure 31.

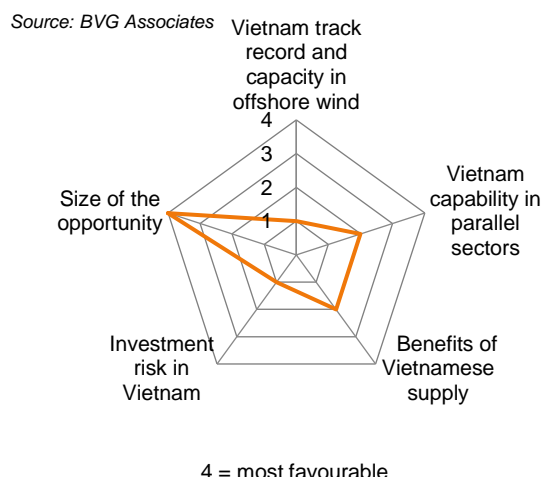


Figure 31 Assessment of supply chain for nacelle, hub and assembly.

Blades

Vietnam has no blade production facilities. The transport costs of blades are high, and manufacture is relatively easy to localize as its supply chain is mostly materials from commodity suppliers. The benefits of local supply of these commodities are much lower than for the finished blade. Given the growing offshore wind market in the region, global turbine suppliers are likely to invest in East / Southeast Asian manufacturing facilities. MHI Vestas and Siemens Gamesa have made commitments to Taiwan and the opportunity for Vietnam is most likely to come from the supply of composite materials. For example, Triac Composites and An Viet Long supply carbon fiber products.

These conclusions are summarized in Figure 32.

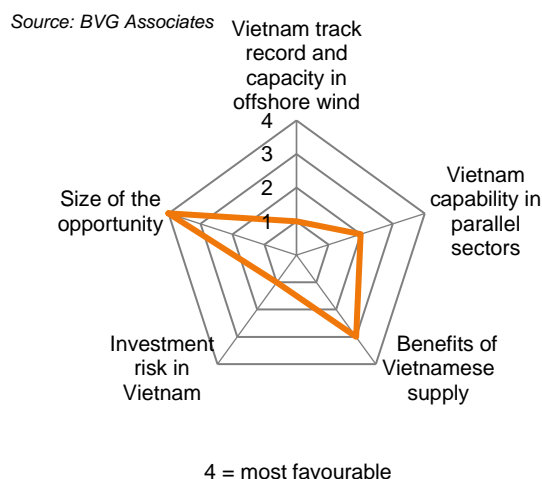


Figure 32 Assessment of supply chain for blades.

Tower

CS Wind has a tower production facility in the south of Vietnam. With investment, it could manufacture offshore towers, although it currently does not have direct access to quayside facilities for load-out.

There are logistical benefits in local supply and in the high growth scenario, there is logic in a coastal Vietnamese facility designed to meet demand from the offshore market. Tower production is largely automated, and Vietnam has a suitably qualified workforce.

Investment risks in tower production facilities are high because it would need at least two customers and turbine suppliers typically do not give long-term contracts to tower suppliers. Profit margins are typically small. Any new facility could support exports and the onshore wind market.

These conclusions are summarized in Figure 33.

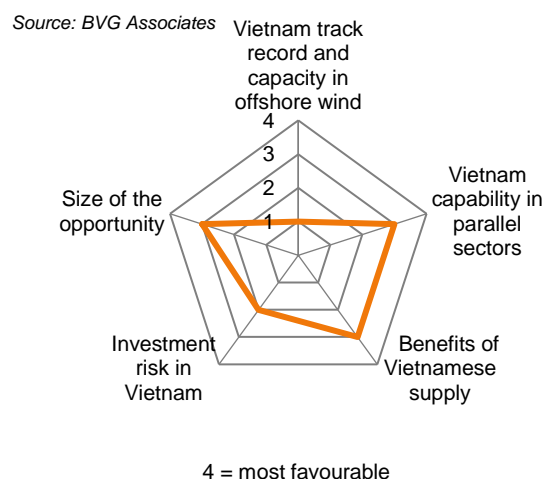


Figure 33 Assessment of supply chain for towers.

Balance of plant

Foundation supply

The foundations for Vietnam's intertidal wind farms have been concrete-capped piles. These are suitable for such projects but are not suitable for conventional fixed offshore wind farms.

It is likely that the foundation market for conventional fixed projects will be made up mainly of monopiles, with jackets in deeper waters. There may be opportunities for concrete gravity base foundations on some sites, with floating foundations following on at the end of the decade in waters deeper than 50-60m. Gravity bases have not been used widely for utility scale offshore wind farms but they may be attractive for sites where ground conditions make piling difficult.

There are logistical benefits in the local supply of foundations, particularly for jackets which are costly to transport.

Vietnam has significant steel fabrication skills, particularly from shipbuilding and oil and gas. There is a significant opportunity for Vietnamese companies in foundation fabrication. Key companies are likely to be Alpha ECC, PetroVietnam Construction, PetroVietnam Marine Shipyard, PTSC and Vietsovpetro.

Even established steel fabrication facilities will require investment to enable the high volume and lean manufacturing needed for offshore wind. Investment risks are high in the low market scenario because of uneven demand but lower in the high market. Risks can be offset if there is clarity over the foundation technology that will be adopted by the industry. These conclusions are summarized in Figure 34.

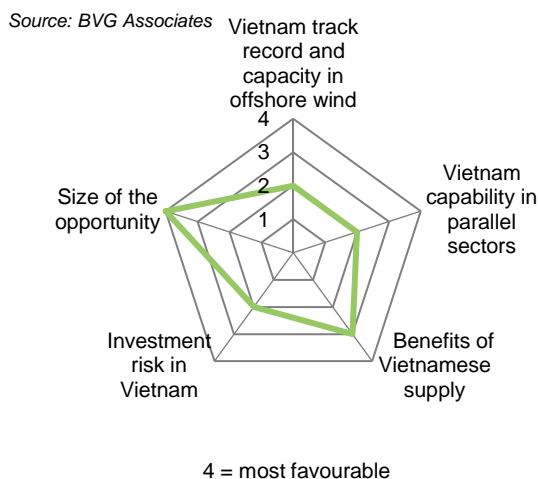


Figure 34 Assessment of supply chain for foundations.

Array and export cable supply

Vietnam has no subsea cable production capability. The logistical benefits are low because in many cases a single cable vessel can transport all the cable for a project from the factory in one or two journeys. Subsea cable factories in China, Japan and Korea and these are likely to be used for Vietnamese projects. As the East / Southeast Asian market grows, new investment is likely to be necessary, but cable suppliers typically seek to expand existing facilities rather than invest at new sites. This is because long lead times for new factories with low market certainty mean a significant investment risk. Suppliers are also cautious about diluting their technical competency at their centers of excellence. Despite this, in the high growth scenario, the high local demand for subsea cables could drive investment in Vietnam if there is good market visibility. These conclusions are summarized in Figure 35.

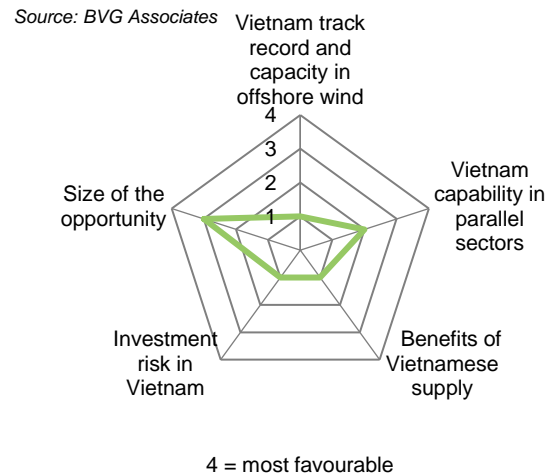


Figure 35 Assessment of supply chain for array and export cables.

Offshore substation supply

To date intertidal offshore wind farms in Vietnam have been built without an offshore substation and there has been no local experience in other markets.

Offshore wind substation supply has synergies with shipbuilding and oil and gas platform supply as it requires steel fabrication and systems integration skills. Substations are typically one-off designs and therefore new entrants do not need to make investments to enable efficient volume production. A challenge for new entrants has been the lower profit margins in offshore wind, relative to oil and gas.

Current suppliers in other markets typically work from existing sites because of the uneven demand and the fact that little specific investment is needed.

Vietnam has several fabricators with the skills and experience to supply substations, potentially through joint ventures with electrical equipment suppliers. Key companies are likely to be Alpha ECC, PetroVietnam Construction, PetroVietnam Marine Shipyard, PTSC and Vietsovpetro.

Vietnam also has the capability to supply electrical components. ABB has a transformer factory in Hanoi, and it has high voltage and medium voltage power product factories in Bac Ninh.

The offshore wind industry is typically too small to drive electrical equipment manufacturing investments in new locations. The power transmission and distribution sector is significantly larger and uses similar products. Its rapid growth in Vietnam could enable more investment. Figure 36 summarizes our conclusions.

Offshore wind roadmap for Vietnam: Interim consultation report

Source: BVG Associates

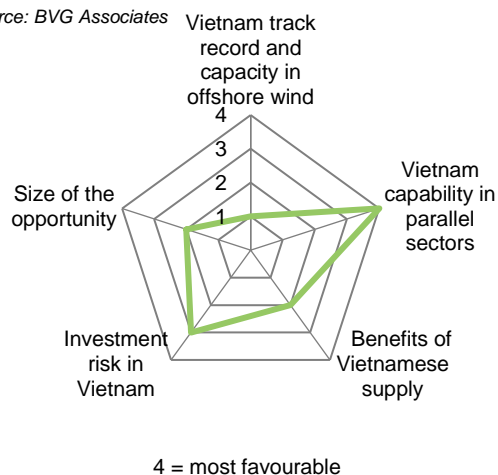


Figure 36 Assessment of supply chain for offshore substations.

Onshore infrastructure

Onshore infrastructure includes the onshore export cable, the onshore substation and the operations base. There are significant synergies with the rest of the civil engineering sector and this work is invariably provided by local companies. No significant investment by Vietnamese companies is likely to be necessary.

Source: BVG Associates

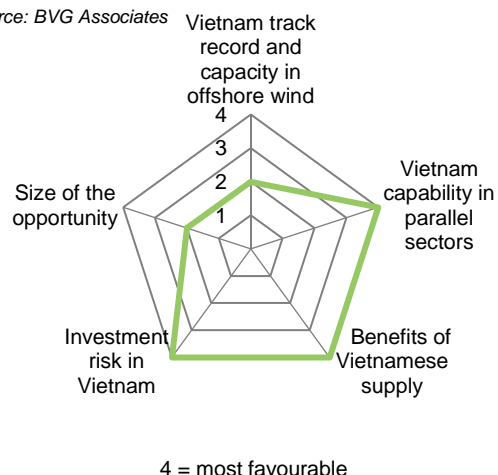


Figure 37 Assessment of supply chain for onshore infrastructure.

Installation and commissioning

Turbine and foundation installation

Pre-assembly at the port and final assembly at the wind farm site are undertaken by the turbine supplier. Conventional fixed offshore wind farms use specialist jack-up vessels built almost exclusively for offshore wind use. Vietnam currently has no suitable vessels.

Foundations may be installed by a jack-up vessel (which may also be used for turbines) or a floating heavy lift vessel. While Vietnam has floating construction vessels with cranes, these do not have the lifting capacity (up to 2,000t) needed for offshore wind foundations.

Vietnam has oil and gas contractors and shipping companies with significant experience working offshore and these could enter the market with investment. These include Huy Hoang Logistic & Transportation, PTSC and Vietsovpetro.

Offshore wind vessels can work in any country, notwithstanding any restrictive legislation. The offshore wind industry has seen a significant number of new vessels built, which suggests low barriers to investment. Joint ventures with established European contractors would further reduce investment risk. A number of vessels are already under construction in Japan.

A challenge has been balancing the capital cost of the vessel while ensuring that it continues to be capable of installing the ever-increasing size of turbines and foundations.

Figure 38 summarizes our conclusions.

Source: BVG Associates

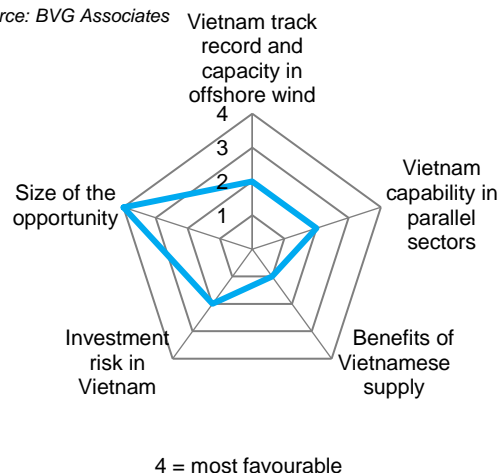


Figure 38 Assessment of supply chain for turbine and foundation installation.

Array and export cable installation

The techniques for laying cables for intertidal projects has similarities with the inshore export cable laying process for conventional offshore wind farms. Otherwise the expertise and equipment for conventional offshore projects is distinct. Array and export cable installation can in theory use the same vessels and equipment, but optimal solutions differ. Array cable laying vessels need to be maneuverable but do not need high carrying capacity. Export cable laying vessels are typically larger, to carry the full length of an export cable. Ideally, they can also operate in shallow

water. Thien Nam Offshore Services has cable-laying capability, but it is likely that it would need to invest to be competitive in offshore wind. Other oil and gas companies such as PTSC, Tan Cang Offshore Services and Vietsovpetro could also enter the market.

Offshore wind cable laying is technically challenging, particularly the process of pulling in and terminating the cable at the base of the turbine, and the risks of entering the market are significant. As well as the investment in vessels, inexperienced cable-laying companies have suffered project delays in established offshore wind markets and the financial consequences can be severe. A partnership with an established contractor would lower this risk.

Figure 39 summarizes our conclusions.

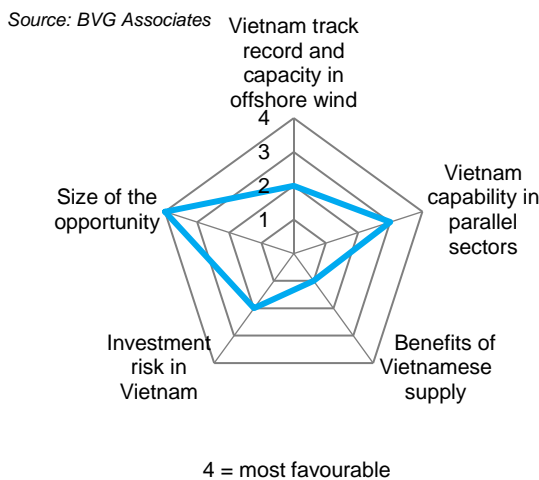


Figure 39 Assessment of supply chain for array and export cable installation.

Offshore and onshore substation installation

Offshore substation installation includes the foundation (usually a jacket) installation and the substation platform installation.

The substation foundation is typically installed in the same way as a turbine foundation. It may use similar vessels and may be delivered as part of the turbine foundation installation contract. Our conclusions are therefore the same as for turbine foundation installation. As noted above, Vietnam has contractors with the skills to undertake the work but not suitable vessels for current needs.

The substation platform is likely to weigh more than 2,000t. In most cases it is transported to site by barge then lifted into position by a heavy lift vessel. These vessels are typically 'borrowed' for short-term use from the oil and gas fleet, but none are currently operated by Vietnamese companies.

Onshore substation installation is very similar to the construction of other power transmission infrastructure and Vietnam has suitable expertise to undertake the work.

Operations, maintenance and service

Wind farm operation

Wind farm operation combines some of the asset management expertise in onshore wind along with offshore logistics. Vietnam has a growing onshore wind industry and will therefore have the relevant asset management skills. Offshore logistics expertise is found in Vietnam's oil and gas and shipping industries, although investment in skills and vessels will be necessary. Key companies could be Hai Duong Company, PTSC, Tan Cang Offshore Services and Vietsovpetro,

The barriers to entry are generally low, revenue streams long-term and benefit of local supply high, which suggests potentially high competition in time.

Figure 40 summarizes our conclusions.

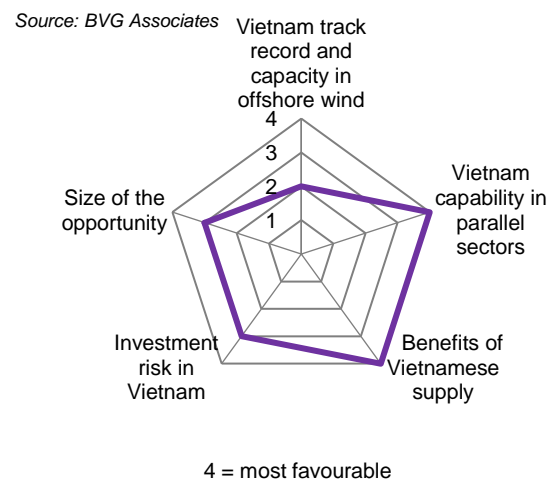


Figure 40 Assessment of supply chain for wind farm operation.

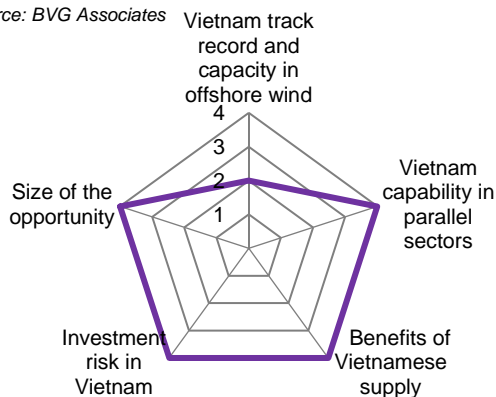
Turbine maintenance and service

Turbine maintenance and service is typically undertaken by the turbine supplier, generally under a service agreement of length up to 15 years. A local workforce will be used for much of the work, and there is an opportunity for local companies offering inspection services and technicians during planned maintenance and unplanned service activities in response to turbine faults. These skills can be found in Vietnam's onshore wind industry. The barriers to entry are low and investment will be mainly focused on ensuring a high-level skills base.

Figure 41 summarizes our conclusions.

Offshore wind roadmap for Vietnam: Interim consultation report

Source: BVG Associates



4 = most favourable

Figure 41 Assessment of supply chain for turbine maintenance and service.

Balance of plant maintenance and service

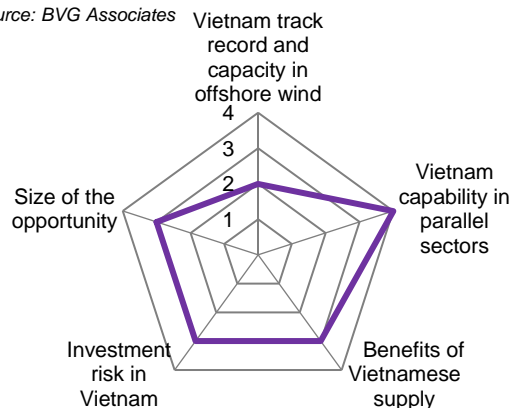
Balance of plant maintenance and service covers foundations and the array and export cables and the substations. Cable maintenance and service is the most significant, with cable failures the biggest source of insurance claims in offshore wind, typically due to mechanical damage caused to the cables. It uses similar equipment to cable installation as array cables are often replaced rather than repaired, and the same companies could undertake the work.

Foundation maintenance and service includes inspections for corrosion or structural defects above and below the water line, and cleaning and repairing areas above the water line. Vietnamese companies such as Tan Cang Offshore Services are well suited to this work.

Substation maintenance and service may be undertaken by the electrical system supplier or subsidiaries of Electricity Vietnam but it is likely that companies offering operational support to oil and gas platforms could undertake this work, such as PTSC, Thien Nam Offshore Services and Vietsovpetro.

Figure 42 summarizes our conclusions.

Source: BVG Associates



4 = most favourable

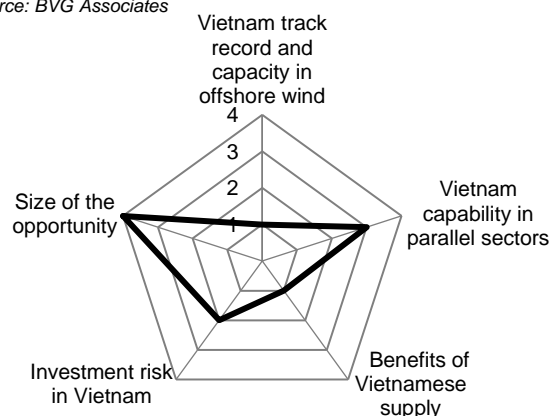
Figure 42 Assessment of supply chain for balance of plant maintenance and service.

Decommissioning

Decommissioning strategies have not yet been developed in established European markets. It is most likely that vessels that have been used for installation will also support decommissioning. Companies active in decommissioning could therefore be Huy Hoang Logistic & Transportation, PTSC, Tan Cang Offshore Services, Thien Nam Offshore Services and Vietsovpetro.

Figure 43 summarizes our conclusions.

Source: BVG Associates



4 = most favourable

Figure 43 Assessment of supply chain for decommissioning.

11 Jobs and economic benefit

11.1 Purpose

In this work package, we determine the economic impact of offshore wind in Vietnam, looking at the potential for job creation and direct investment in the country's offshore wind industry under the scenarios established in Section 2.

The analysis looks at opportunities at different stages of the industry (including manufacturing, installation, operation and maintenance), both for in-country projects and export.

This analysis is important as it is helpful to understand, long-term, what the economic impact of offshore wind is and how to maximize this.

The analysis aimed to establish the economic impacts created by Vietnamese wind farms globally, as well as in Vietnam.

11.2 Method

We considered three types of impact:

- Total impacts from Vietnamese projects
- Vietnam impacts from Vietnamese projects, and
- Vietnam impacts from Vietnamese projects and global projects.

Direct and indirect impacts were modelled. Direct impacts are defined as those associated with project developers and their main contractors. Indirect impacts are defined as those associated with their sub-suppliers. Induced impacts, created as a result of the personal expenditure of salaries, were omitted because of the lack of available economic statistics.

Total impacts from Vietnamese projects

We established the total full-time equivalent (FTE) employment years and GVA by year created for each market scenario if there was 100% Vietnamese content (that is, there is no import of materials, components and services):

- Low growth scenario (5GW by 2030 and 35GW by 2050), and
- High growth scenario (10GW by 2030 and 70GW by 2050).

We used an in-house model that uses multipliers to convert expenditure to FTE years and GVA. More details of our methodology are provided in Section 11.4.

For each scenario, we calculated the impacts for a single typical 500MW Vietnam project in 2023, 2030 and 2035 on a conventional fixed offshore site and used these to establish the overall impact.

Vietnam impacts from Vietnamese projects

We established the impacts in Vietnam by considering the current and potential future capability of the Vietnamese supply chain and assessed the likely percentage of Vietnamese content for each scenario. The capability of the Vietnamese supply chain and opportunities for growth are discussed in 10. A non-exhaustive list of notable relevant suppliers is provided in Table 14.

Vietnam impacts from Vietnamese projects and global projects

This is the sum of the above and anticipated exports. We estimated the potential based on our understanding of the regional and global market and the Vietnam supply chain and how that will develop in each growth scenario.

Offshore wind roadmap for Vietnam: Interim consultation report

Table 14 Summary of potential Vietnamese supply chain.

Category	Notable relevant companies in Vietnam
Developing and permitting	Various developers and local consultancies plus PTSC, Technip Vietnam and Vietsovpetro
Nacelle, hub and assembly	GE (generators and control systems), Helukabel (cabling)
Blades	Materials only: An Viet Long, Triac Composites and others
Tower	CS Wind
Foundation supply	Alpha ECC, PetroVietnam Construction, PetroVietnam Marine Shipyard, PTSC, Vietsovpetro.
Array and export cable supply	None identified
Offshore substation supply	Structure: Alpha ECC, PetroVietnam Construction, PetroVietnam Marine Shipyard, PTSC, Vietsovpetro. Electrical: ABB, Hyosung
Onshore infrastructure	Various
Turbine and foundation installation	Huy Hoang Logistic & Transportation, PTSC and Vietsovpetro – most likely in partnership with global contractors
Array and export cable installation	Thien Nam Offshore Services, PTSC, Tan Cang Offshore Services and Vietsovpetro could also enter the market.
Wind farm operation	Various developers
Turbine maintenance and service	Turbine suppliers
Balance of plant maintenance	Various
Decommissioning	Huy Hoang Logistic & Transportation, PTSC and Vietsovpetro

11.3 Results

Total impacts from Vietnamese projects

Single project

Figure 44 shows the total FTE years employment created annually for a single project installed in 2023. The figures do not vary between scenarios. It shows that employment peaks in 2022, the first full year of construction at about 7,500 FTE years, when there is significant turbine and balance of plant manufacture as well as installation.

Total employment for the project is about 30,000 FTE years. An International Renewable Energy Agency (IRENA) study in 2018 estimated that a 500MW wind farm created about 2.1 million person days (about 10,000 FTE years). This was based on an industry survey and likely to miss jobs created in the lower tiers of the supply chain. It was also based on European working practices ³⁵

Figure 45 shows the GVA generated by this single project. The peak GVA in 2022 is about US\$740 million. The total GVA over the lifetime of the project is about US\$2.4 billion.

For single projects in 2030 and 2035, the corresponding figures are slightly lower, reflecting the cost reduction that will be achieved. The charts for these years are not shown.

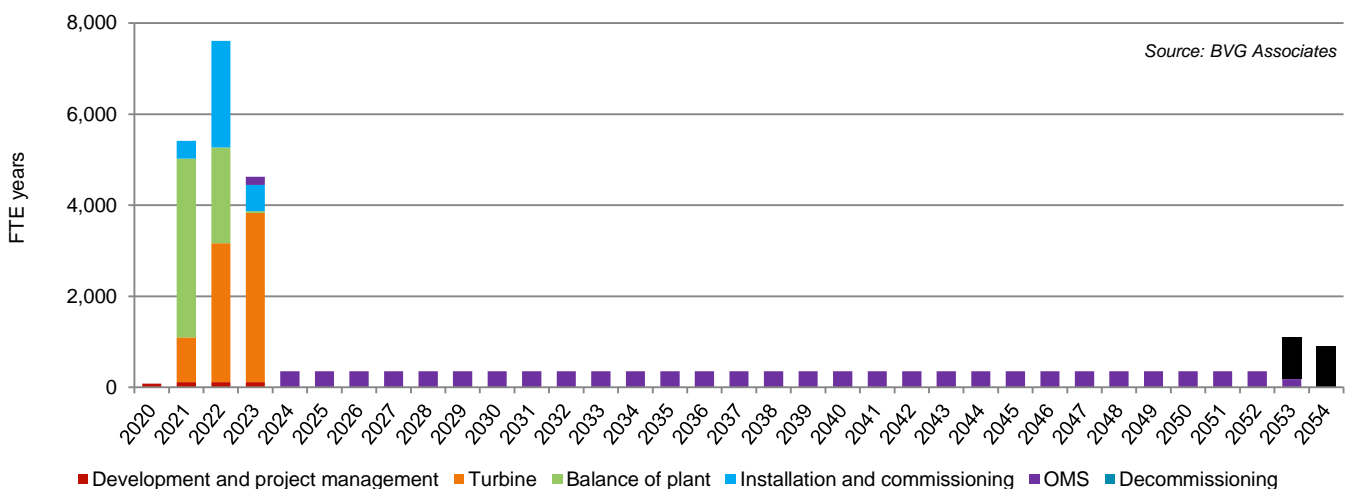


Figure 44 Total annual FTE-years employment for a single 500MW project installed in 2023, split by cost element.

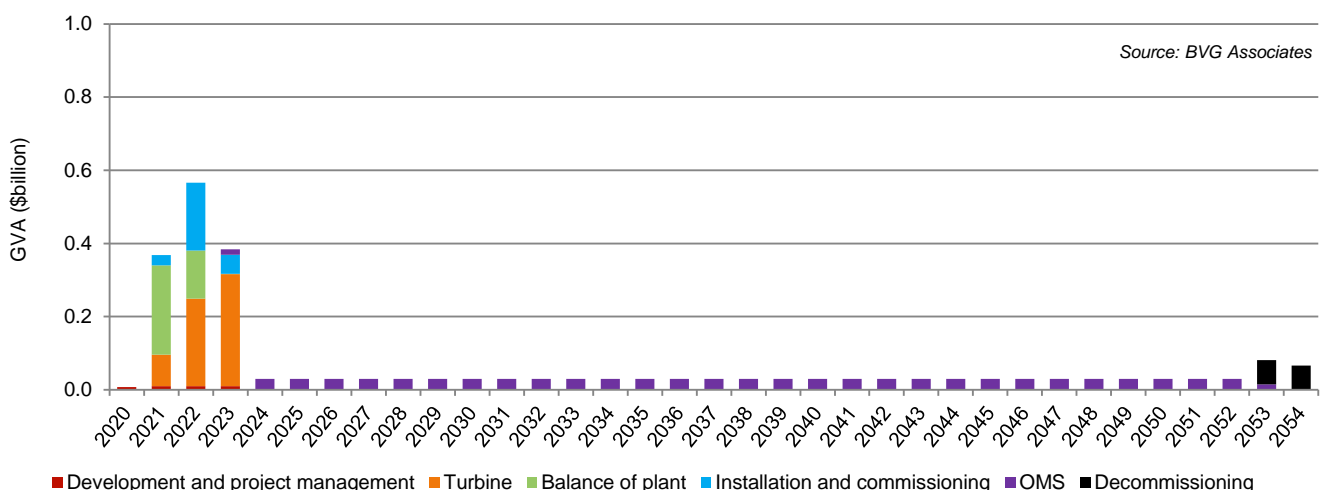


Figure 45 Total GVA for a single 500MW project installed in 2023, split by cost element.

³⁵ *Renewable Energy Benefits: Leveraging Local Capacity for Offshore Wind*, International Renewable Energy Agency, 2018, available online at <https://www.irena.org/>

/media/Files/IRENA/Agency/Publication/2018/May/IRENA_Leveraging_for_Offshore_Wind_2018.pdf, last accessed July 2020.

Offshore wind roadmap for Vietnam: Interim consultation report

High growth scenario

Figure 46 shows the global annual FTE years employment and it shows that the number jobs grows steadily to 2032 before plateauing at about 90,000 FTE years per year. This is because in this scenario, annual installed capacity reaches a steady state in 2032. Although there is an increase in OMS jobs after 2032, this is offset by reductions in other parts of the supply chain as a consequence of falling LCOEs. Between 2020 and 2035, more than 800,000 FTE years are created.

In Figure 47, the GVA created by all projects shows a similar pattern, with GVA reaching about US\$6.5 billion per year in the 2030s. Between 2020 and 2035, more than US\$60 billion GVA is generated.

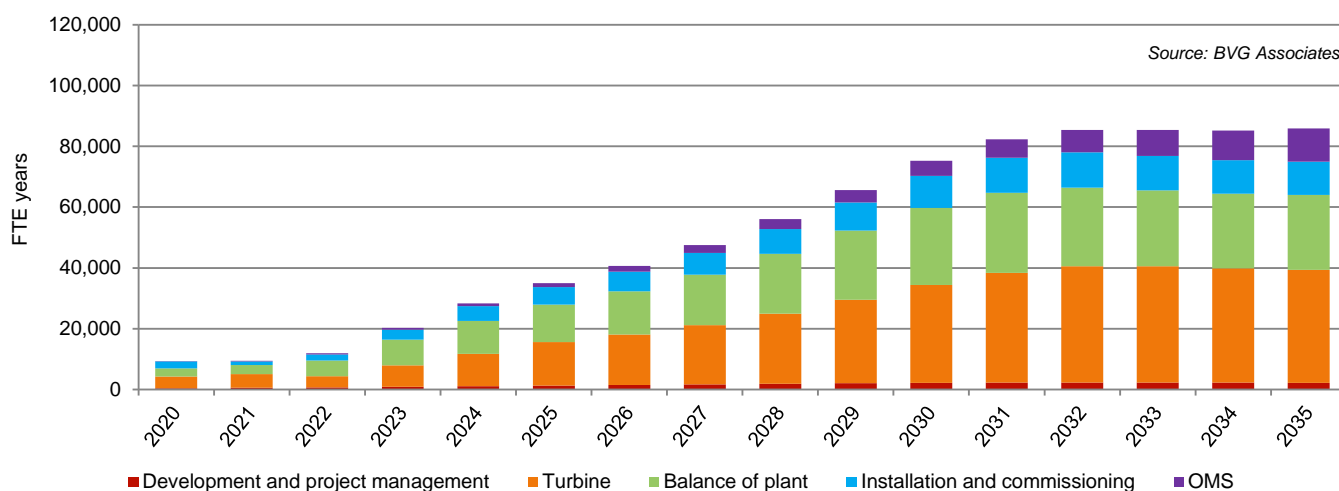


Figure 46 Total annual FTE years employment created by all Vietnamese projects in the high growth scenario, split by cost element.

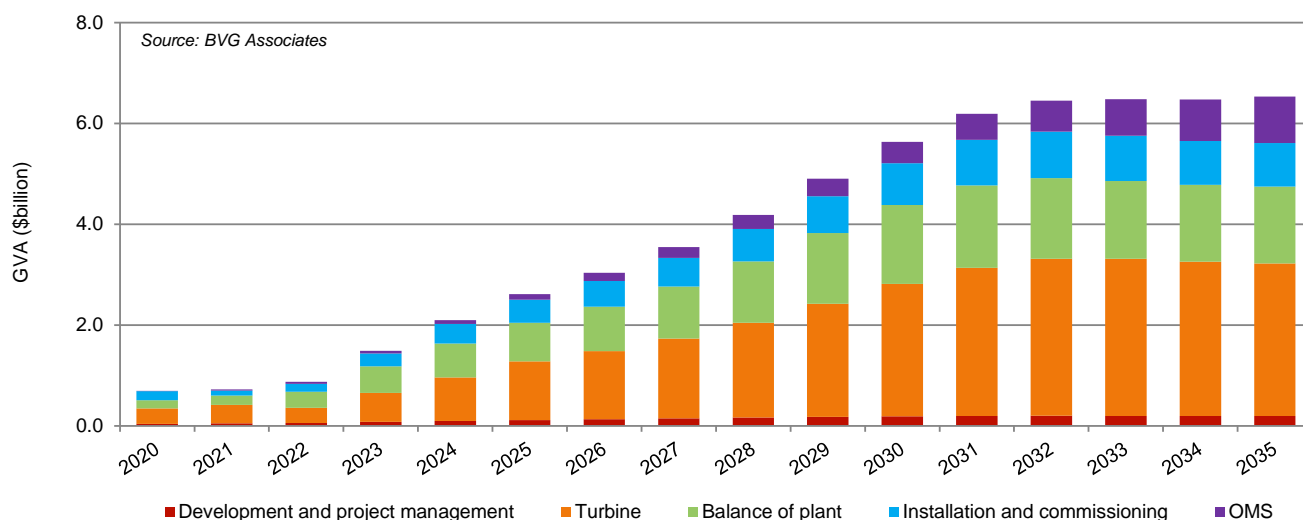


Figure 47 Total GVA created by all Vietnamese projects in the high growth scenario, split by cost element.

Low growth scenario

For the low growth scenario, the pattern is similar, although the plateau occurs later because market only reaches a steady state in 2037. This is shown in Figure 48. Given that cost reduction is slower in this market, the number of jobs continues to rise to about 70,000 FTE years per year as the OMS market expands.

In Figure 49 the GVA created by all projects in the low growth scenario shows a similar trend. Between 2020 and 2035, about US\$30 billion is generated.

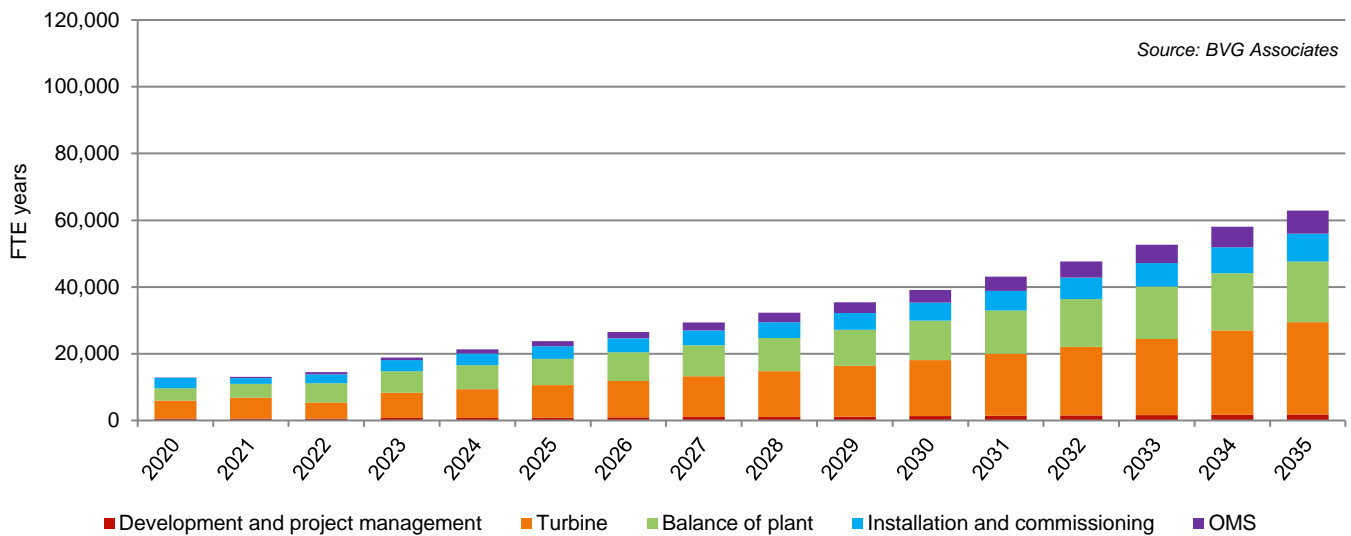


Figure 48 Total annual FTE years employment created by all Vietnamese projects in the low growth scenario, split by cost element.

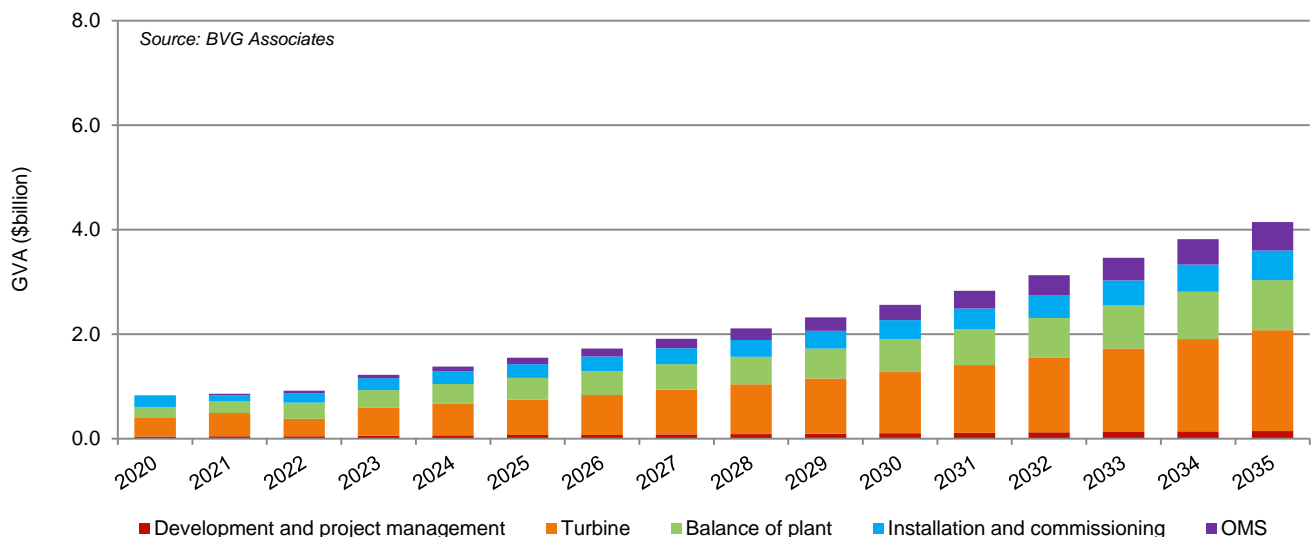


Figure 49 Total GVA created by all Vietnamese projects in the low growth scenario, split by cost element.

Offshore wind roadmap for Vietnam: Interim consultation report

Vietnamese impacts from Vietnamese projects

Table 15 shows how Vietnamese content changes over time as investments are made. These reflect the assumptions about the current and future Vietnamese supply chain developed in 10 and summarized in Table 14. The important differences are that the high growth scenario leads to investment in a Vietnamese blade factory, a subsea cable factory and Vietnamese installation vessels ready for a project in 2030.

Table 15 Vietnamese content for Vietnam offshore wind projects completed in 2023, 2030 and 2035.

Cost element	Low growth scenario			High growth scenario		
	2023	2030	2035	2023	2030	2035
Project development	60%	70%	70%	60%	70%	70%
Turbine	5%	10%	10%	5%	15%	15%
Foundations	70%	80%	80%	70%	80%	80%
Cables	0%	0%	0%	0%	70%	70%
Installation	10%	30%	30%	10%	60%	60%
Operation	70%	70%	70%	70%	75%	75%
Decommissioning	50%	50%	50%	50%	50%	50%
Total	34%	40%	40%	34%	60%	60%

High growth scenario

Figure 50 shows the Vietnamese annual FTE years employment created by all projects. It shows that the number of FTE years reaches about 45,000 in the 2030s. Between 2020 and 2035, 420,000 FTE years are created, about half of the total created globally.

Figure 51 shows that annual GVA reaches about US\$3.5 billion in the 2030s. Between 2020 and 2035, over US\$30 billion GVA is generated, about half of the total generated globally.

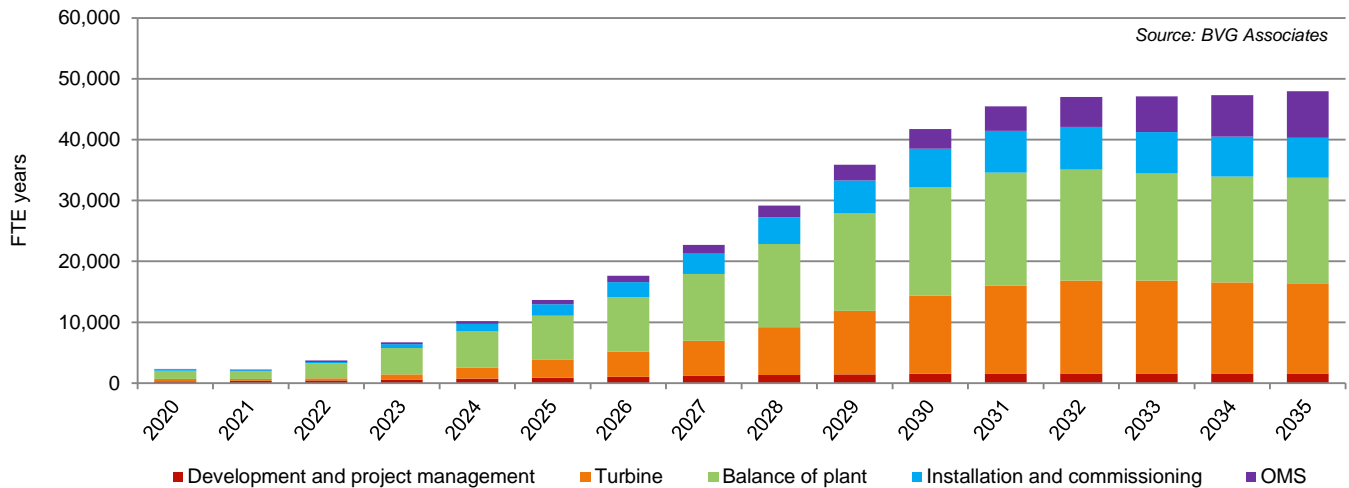


Figure 50 Vietnamese annual FTE years employment created by all Vietnamese projects in the high growth scenario, split by cost element.

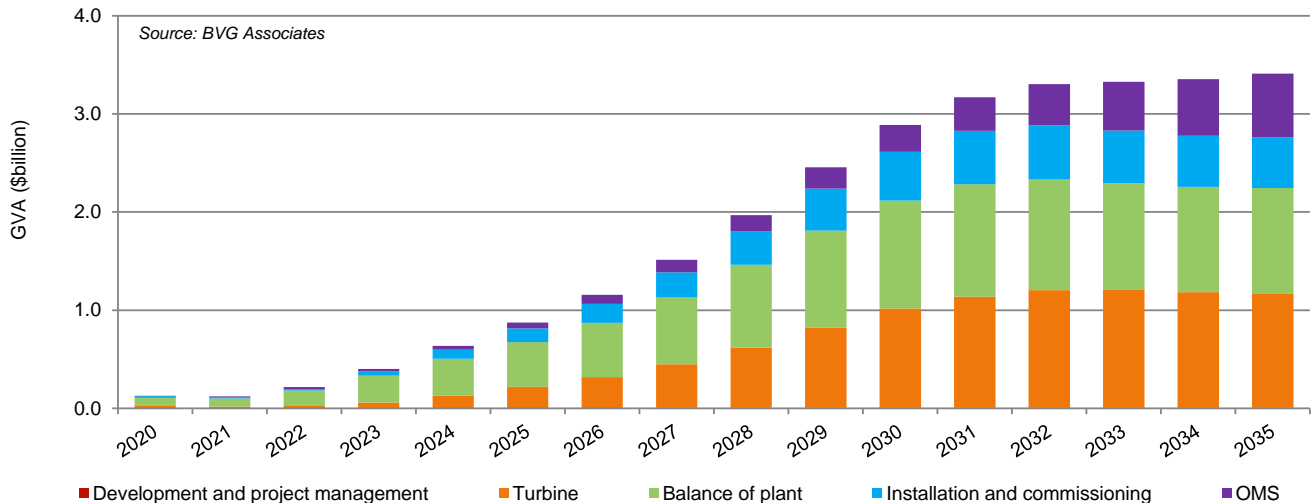


Figure 51 Vietnamese annual GVA created by all Vietnamese projects in the high growth scenario, split by cost element.

Offshore wind roadmap for Vietnam: Interim consultation report

Low growth scenario

Figure 52 shows the Vietnamese annual FTE years employment created by all projects. It shows that the number of FTE years continues to increase in the early 2030s, reaching about 15,500 in 2035. It continues to rise to about 20,000 FTE years in the late 2040s. The number of FTE years created between 2020 and 2035 is about 120,000.

Figure 53 shows that annual GVA reaches about US\$1.2 billion in 2035. It increases to about US\$1.5 billion in the late 2040s. The GVA generated between 2020 and 2035 is about US\$9 billion.

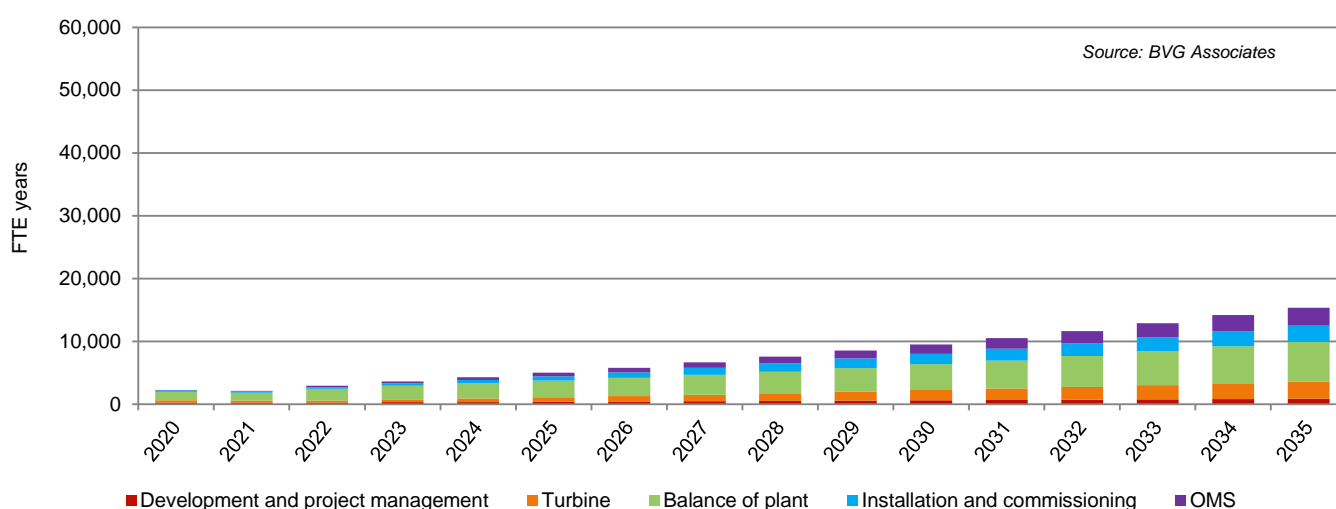


Figure 52 Vietnamese annual FTE years employment created by all Vietnamese projects in low growth scenario, split by cost element.

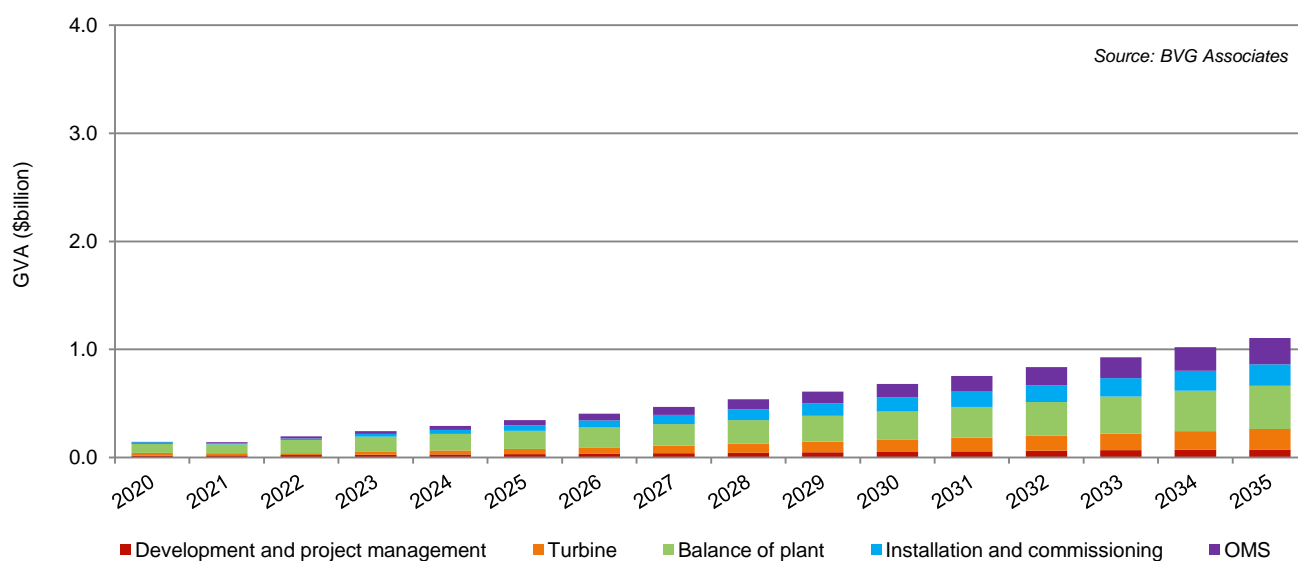


Figure 53 Vietnamese annual GVA created by all Vietnamese projects in low growth scenario, split by cost element.

Vietnamese impacts from global projects

High growth scenario

Figure 54 and Figure 55 provide an indication of the impact of exports on job creation and GVA. Along with supply to the home market, total employment reaches almost 80,000 FTE years in the 2030s, with 700,000 FTE years created between 2020 and 2035. GVA reaches US\$5.5 billion in the 2030s and sums to US\$50 billion between 2020 and 2035.

Component manufacture can be particularly important and neighboring markets can be almost as important as the home Vietnamese market.

This is because investments in manufacturing and vessels in Vietnam will need to be made to meet regional demand because even the high growth scenario will not support many suppliers by itself. Exports will be important to smooth supply chain output as there will be fluctuations in demand from the Vietnamese market.

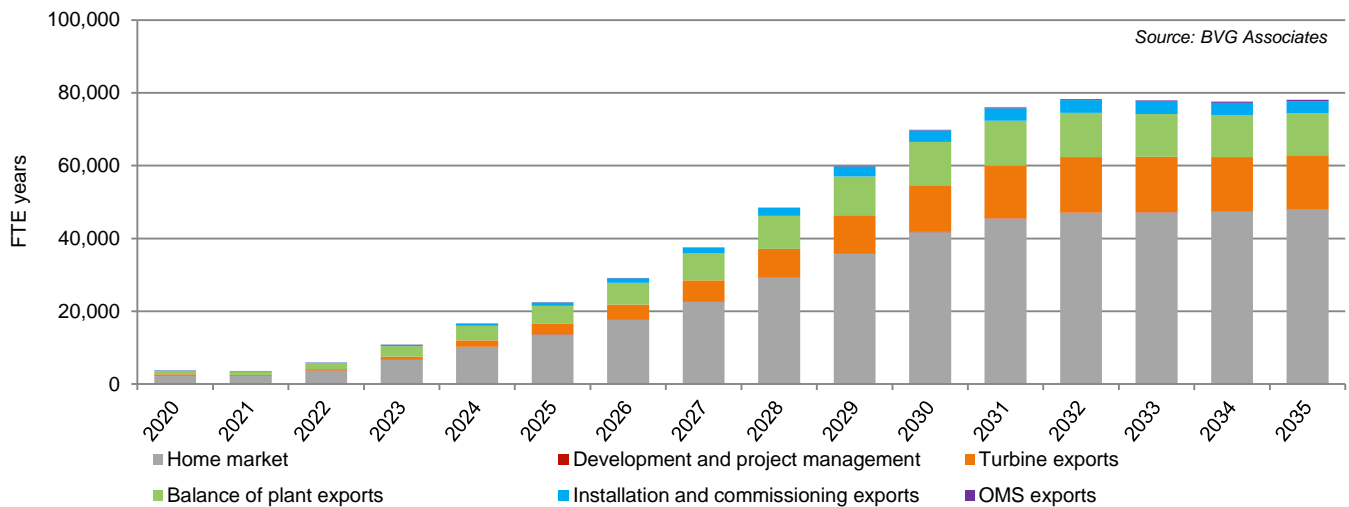


Figure 54 Vietnamese annual FTE years employment created by Vietnamese and global projects in the high growth scenario, split by cost element.

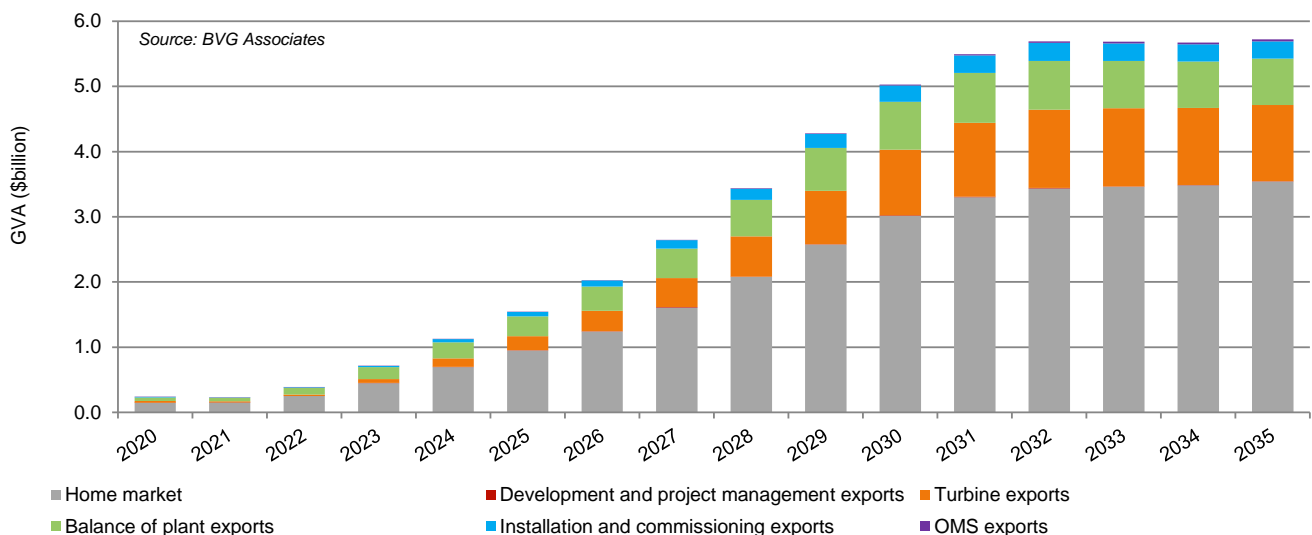


Figure 55 Vietnamese annual GVA created by Vietnamese and global projects in the high growth scenario, split by cost element.

Offshore wind roadmap for Vietnam: Interim consultation report

Low growth scenario

In the low growth scenario, there are fewer opportunities to export but there is the manufacture of towers and foundations in Vietnam. These are likely to be produced competitively and suppliers will have export opportunities. The number of FTE years created between 2020 and 2035 is 190,000 and is shown in Figure 56.

Over the same period the GVA generated is US\$13 billion and is shown in Figure 57.

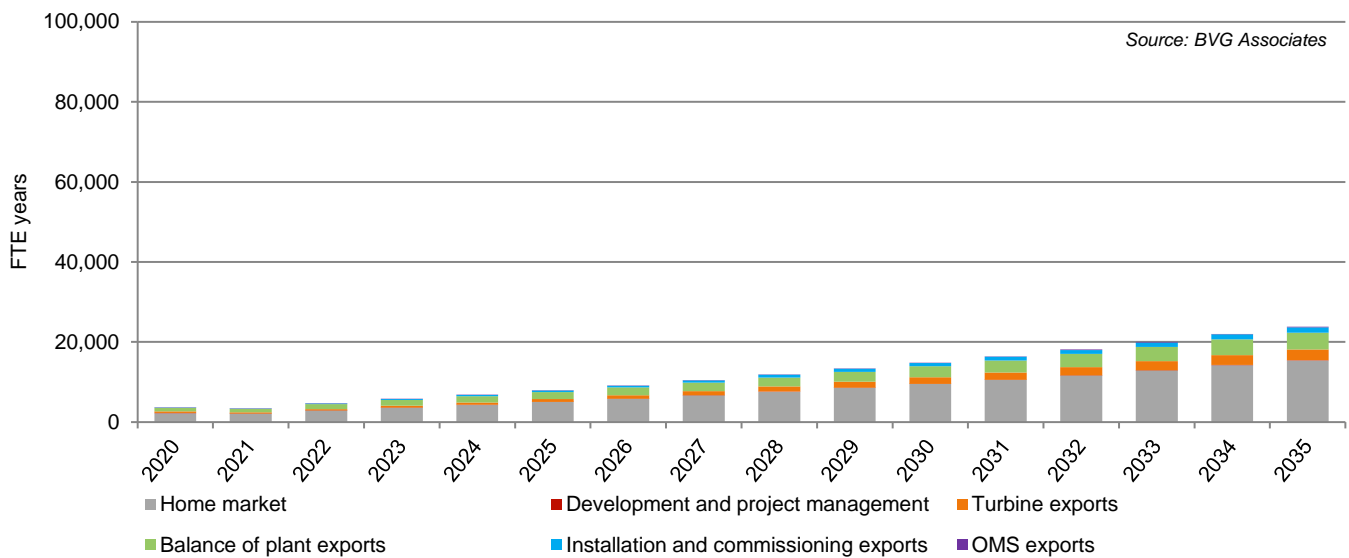


Figure 56 Vietnamese annual FTE years employment created by Vietnamese and global projects in the low growth scenario, split by cost element.

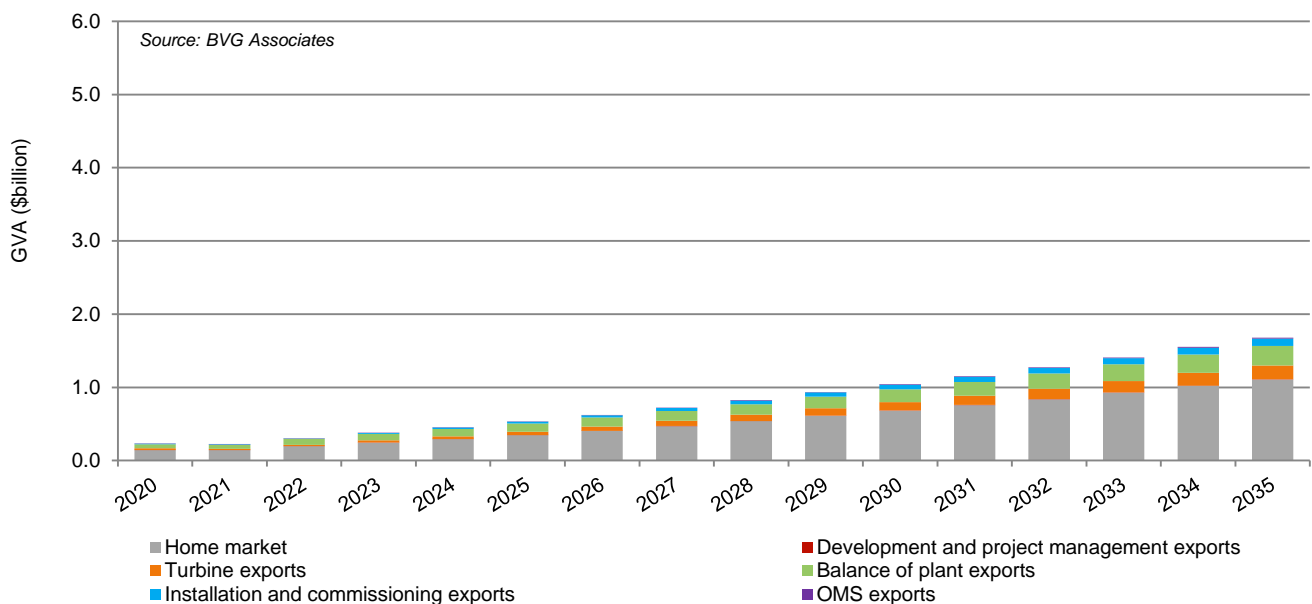


Figure 57 Vietnamese annual GVA created by Vietnamese and global projects in the low growth scenario, split by cost element.

Investment

Table 16 presents the likely investment needed to deliver the supply chain development described above. Investments are highly indicative, as they depend on where investment occurs and what existing infrastructure can be used.

Total investment is in the range US\$40 to US\$100 million in the low growth scenario and could be over US\$0.5billion in the high growth scenario. Investments in ports have not been included, so will be additional.

Table 16 Local supply chain investments to facilitate Vietnam offshore wind with timing to achieve impacts for a project installed in 2030.

Investment	Low growth scenario	High growth scenario	Timing	Amount
Turbine towers	Upgrade to existing CS Wind factory to produce 100 offshore towers annually and provide waterfront load-out	Upgrade to existing CS Wind factory to produce 100 offshore towers annually and provide waterfront load-out	Investment decision in 2027	US\$5-30 million
Turbine blades	n/a	New factory to produce 100 blade sets a year	Investment decision early 2027	US\$30-100 million
Foundations	Upgrade to fabrication yard(s)	Upgrade to fabrication yard(s)	Investment decision early 2027	US\$5-30 million
Subsea cables	n/a	New factory at waterfront location to supply array and export cables	Investment decision in 2025	US\$30-100 million
Installation vessels	New cable installation vessels	New turbine, foundation and cable installation vessels	Investment decision early 2027	US\$30-300 million

Prerequisites

Based on experience in other markets, there are a number of prerequisites to such investment:

- Confidence in a strong visible future pipeline of projects to compete for
- A commercial and financial environment that enables investment, whether inward investment or indigenous, and
- A sufficient level of commitment to buy a reasonable amount of supply over a long enough period.

In Europe, this last point can be a frustrating barrier, as project developers often only have limited visibility of their own projects and seek to keep competitive tension in their

supply chain, so tend not to give much commitment. Often, commitment can only be for 'the next project' and then there is not enough time for the supplier to build the new manufacturing facility and then manufacture components, because of the developer wants to construct the project as soon as possible.

11.4 Background: Detail of method

Conventional modeling of economic impacts for most industrial sectors relies on government statistics, for example those based on industry classification codes and use input-output tables and other production and employment ratios.

Industry classification code data can be appropriate for traditional industries at a national level. The development

Offshore wind roadmap for Vietnam: Interim consultation report

of new codes for a maturing sector, however, takes time. This means that conventional industry classification analyses of offshore wind needs to map existing data onto offshore wind activities, which is not easy and a source of error. Analyses using industry classification codes also have to rely on generalized data.

Offshore wind is ideally suited to a more robust approach that considers current and future capability of local supply chains because offshore wind projects tend to:

- Be large and have distinct procurement processes from one another, and
- Use comparable technologies and share supply chains.

It therefore enables a realistic analysis of the local, regional and national content of projects even where there are gaps in the data.

The methodology used here was been developed jointly by BVGA and Steve Westbrook of the University of the Highlands and Islands, UK, and has been used for a series of major clients.

The methodology's first input is the cost per MW of each of the supply chain categories at the time of wind farm completion.

The remaining expenditure is analogous to the direct and indirect GVA created. GVA is the aggregate of labor costs and operational profits. We can therefore model FTE employment from GVA, provided we understand some key variables. In our economic impact methodology, employment impacts are calculated using the following equation:

$$FTE_a = \frac{(GVA - M)}{Y_a + W_a}$$

Where:

FTE_a = Annual FTE employment

GVA = Gross value added (US\$)

M = Total operating margin (US\$)

Y_a = Average annual wage (US\$), and

W_a = Non-wage average annual cost of employment (US\$).

To make robust assessments, therefore, we consider each major component in the offshore wind supply chain and estimate typical salary levels, costs of employment and profit margins, bringing together specific sector knowledge and research into typical labor costs for the work undertaken in each supply chain level 2 category.

FTEs relate to full time equivalent job years, with part-time or part-year work considered as appropriate. A full-time job would normally be at least 7 hours per day over c230 working days of the year. If an individual works significantly more than this over a year, FTE attribution would be more than 1 FTE (for example, 1.5 FTEs if working long hours over 7 days per week).

FTEs in the report are by workplace rather than by residence and will include migrant/temporarily resident workers.

Where work in a local area (for example, on an assembly site) is carried out by people who have been brought there from elsewhere in Vietnam or overseas and live in temporary accommodation while working on site, their daily expenditures on accommodation, food and drink, leisure and the like create employment impacts locally and within Vietnam more widely. These impacts have been considered in the indirect impacts because these payments are likely to be covered through subsistence expenses rather than personal expenditure.

The GVA to gross earnings ratio for a business can be relatively high where it is charging for use of expensive plant, equipment, boats, etc. Where a specialist vessel, for example, has been built in Vietnam for offshore renewables work, the prior employment and earnings impacts from this could be additional to what it has been possible to capture in the analysis carried out for this report

In this report, GVA and earnings impacts have not been discounted prior to aggregation.

Definitions and assumptions

The economic analysis was structured around theoretical projects of 500MW in 2023, 2030 and 2035. To simplify the analysis, we assumed that these projects are conventional fixed projects, as described in Section 6. There are likely to be subtle differences in the economic impacts from intertidal and floating projects, but these are unlikely to be significant given the uncertainties over the future Vietnamese supply chain.

For each of the theoretical projects, we made judgements of the Vietnamese content for each of the supply chain categories defined in 10. Project costs in 2023 were taken from the LCOE modelling described in Section 6. Vietnam has one of the highest rates of salary growth in Asia and this could have a significant impact on future costs. To simplify this analysis, we assumed that there is no real terms increase in salaries and that changes in cost for the

projects in 2030 and 2035 are due to changes to technology and industry learning. As a result, the analysis is likely to underestimate the GVA.

To model economic impacts from 2020 to 2050, we interpolated costs and Vietnamese content between 2023 and 2035. For impacts before 2023, we assumed that there were no changes per MW from the 2023 figures and for impacts after 2035, we assumed no changes per MW from the 2035 figures.

Our analysis has assumed that work undertaken in Vietnam has twice the human resource intensity of European companies because lower wage costs reduce the business case for investment in automation. We propose to discuss this assumption further with the Government before finalizing the results.

12 Environmental and social considerations

12.1 Purpose

In this work package we consider the environmental and social considerations that will influence the future development of Vietnam's offshore wind market.

The work addresses how the Government can encourage the industry and stakeholders to work together to deal with constraints, protect the environment and maximize social acceptance, while supporting and developing the offshore wind industry.

12.2 Method

We determined the main categories of environmental and social considerations for offshore wind in Vietnam, as presented in Table 17. Each consideration identified has been ranked according to its impact on the development of offshore wind using the following RAG scale:

- Red: an environmental or social consideration that is very likely to impact or influence the development of offshore wind farm development in most cases
- Amber: an environmental or social consideration that is likely to constrain or influence offshore wind farm development in most cases
- Green: an environmental or social constraint that is unlikely to constrain or influence offshore wind farm development in any case

These categories were defined based on a combination of our own knowledge and professional judgement of issues relevant to offshore wind in other markets, and through engagement with relevant stakeholders in Vietnam.

This approach ensured that the list of environmental and social considerations took account of both international experience and issues specific to Vietnam.

Whilst we have incorporated the inputs from local stakeholders regarding the relevance of the identified considerations, our final recommendations are in line with good international industry practice.³⁶

We are aware of the ongoing parallel work by the WBG involving the assessment of environmental issues in Vietnam and have therefore maintained our analysis at a

high level and with a stronger focus on social considerations.

Where possible, we have identified whether the considerations are more relevant to intertidal sites (within 3nm from shore) or conventional fixed sites (beyond 3nm).

The analysis focused on considerations for conventional fixed project developments, but the findings are also useful for intertidal and floating offshore wind installations, as many issues are similar in nature for both types of systems, although there may be some differences in the level of detail required for floating offshore wind compared to fixed bottom developments. For example, the physical footprint of floating wind on the sea bed likely will be smaller than for fixed bottom.

The key stakeholders for environmental and social considerations are:

- Government:
 - MONRE
 - VASI
 - Provincial departments
- NGOs:
 - Vietnam Institute for Energy Transition (VIET)

For each consideration we have:

- Determined to what extent the consideration applies to the most likely offshore wind development areas in Vietnam
- Assessed how the issue is defined in law and applied in practice
- Defined how similar issues have been addressed in other offshore wind markets, and
- Set out options for how Vietnam can address the key issues.

We have considered the World Bank Environmental and Social Framework³⁷ (ESF). The ESF applies to all new World Bank investment project financing and enables the World Bank and prospective borrowers to better manage environmental and social risks of projects and to improve development outcomes. It consists of 10 core environmental and social standards (ESS) as listed below:

³⁶ For example, the IFC's Environmental and Social Performance Standards; and the Good Practice Guide and Toolkit - GP WIND (onshore and offshore). <http://pubdocs.worldbank.org/en/360141554756701078/World-Bank-Environmental-and-Social-Policy-for-Investment-Project-Financing.pdf>, last accessed July 2020.

³⁷ <https://www.worldbank.org/en/projects-operations/environmental-and-social-framework>, last accessed July 2020.

- ESS1: Assessment and Management of Environmental and Social Risks and Impacts
- ESS2: Labor and Working Conditions
- ESS3: Resource Efficiency and Pollution Prevention and Management
- ESS4: Community Health and Safety
- ESS5: Land Acquisition, Restrictions on Land Use and Involuntary Resettlement
- ESS6: Biodiversity Conservation and Sustainable Management of Living Natural Resources
- ESS7: Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities
- ESS8: Cultural Heritage

- ESS9: Financial Intermediaries
- ESS10: Stakeholder Engagement and Information Disclosure

12.3 Results

The principal environmental and social considerations are defined in Table 17. Constraints are aligned with World Bank Environmental and Social Standards ESS1 and ESS6 where relevant³⁸.

World Bank Environmental and Social Standards

Constraints marked * are not considered to be environmental or social constraints according to World Bank ESS definitions but are included here as technical constraints that will need to be addressed in project development.

³⁸ [https://www.worldbank.org/en/projects-operations/environmental-and-social-](https://www.worldbank.org/en/projects-operations/environmental-and-social-framework/brief/environmental-and-social-standards#ess6)

[framework/brief/environmental-and-social-standards#ess6](https://www.worldbank.org/en/projects-operations/environmental-and-social-framework/brief/environmental-and-social-standards#ess6), last accessed July 2020.

Offshore wind roadmap for Vietnam: Interim report

Table 17 Summary of environmental and social constraints.

Constraint	Category	Impact on offshore wind	Definition and relevance to offshore wind
Critical and priority habitats and legally protected areas	Environmental	R	Environmentally designated sites of regional, national and international significance. Affects both intertidal and offshore sites.
Sensitive marine species (Priority biodiversity values)	Environmental	A	Dolphins, dugongs, sharks, mussel beds and other species sensitive to survey and construction activities. Affects both intertidal and offshore sites, but more likely to impact in intertidal sites.
Birds and bats	Environmental	A	Habitats for resident and migratory bird species, particularly wetland and Ramsar sites and other sensitive areas (for example, feeding grounds). Particularly important for intertidal sites.
Oil and gas operations	Social	R	Oil and gas fields, supply lines, port facilities, and pipelines. More likely to affect offshore sites.
Energy and communication infrastructure	Social	A	Subsea power cables, communications, internet. Affects both intertidal and offshore sites.
Ships and navigation routes*	Technical	R	Shipping routes, anchoring areas, and transshipment area. Affects both intertidal and offshore sites.
Commercial fishing grounds	Social	R	Areas used for fishing. Particularly important for intertidal sites.
Aquaculture	Social	A	Coastal aquaculture and maricultural of fish, shellfish, and seaweed. Particularly important for intertidal sites.
Landscape, seascape	Social	A	Visual impact of wind turbines on nearby heritage features or natural settings (negative); and on communities (positive / negative). Particularly important for intertidal sites.
Historical and cultural heritage	Social	R	Shipwrecks, coastal historical buildings, religious and ceremonial areas. Wreck sites can also include unexploded ordnance (UXO). Particularly important for intertidal sites.
Tourism activities	Social	A	Diving, recreational fishing, boating, sailing, coastal hotels, beach, cruise ships. Particularly important for intertidal sites.
Military exercise areas*	Technical	R	Military bases, firing ranges, exclusion zones, military no fly zones. Firing ranges can also include UXO. Affects both intertidal and offshore sites.
Aviation*	Technical	A	Physical obstruction, and aviation radar signal distortion caused by wind turbines and blade rotation. Particularly important for intertidal sites.

Critical and priority habitats and legally protected areas
There are several designated habitats present in areas likely to be of interest to offshore wind developers. The designated sites with marine components more likely to impact developers are Marine Protected Areas (MPAs), National Parks (NPs), Nature Reserves, PSSAs, Ramsar and locally protected wetlands, UNESCO-MAB Biosphere Reserves and World Heritage Sites (WHS). Those areas most likely to be a constraint, based on the location of prospective offshore wind development sites are Bai Tu Long, Ha Long, Cat Ba and Con Co off the north east coast of Vietnam, Cu Lao Cham off the central coast Hon Mun, Nui Chua, Hon Cau off the south east coast and Con Dao off the south coast.

Legislation requires developers to prepare an ESIA for approval by MONRE for all offshore wind projects, although these are generally not considered to be to good international industry standards for ESIA. EIAs are required for projects using land of National Parks, Nature Reserves, World Heritage Sites and Biosphere Reserves.³⁹ There is no specific institutional framework for MPAs. In practice these areas are often of multiple use and managed by the PPC and provincial sectoral agencies.⁴⁰

International experience has been that encroachment on designated areas has largely been avoided by offshore wind developers, specifically where the designations could lead to a presumption against consent being granted, simply by avoiding these areas in favor of areas with similar properties for wind energy generation. Several technical mitigation measures have been developed by the wind industry in other markets to allow wind farm development near to designated areas, such as the modification of wind turbine operations in the presence of birds and bats and use of bubble curtains to limit noise disturbance on marine mammals during offshore wind turbine foundation installation.

Options for Vietnam include formalizing the MPA network and identifying those areas with potential for multi-use for offshore wind farms and those that are incompatible. The best option is to avoid offshore wind development in designated sites, followed by technical options for mitigating potential impacts. Development of guidance and clear environmental requirements for developers to consider within the ESIA process when developments are proposed in proximity to habitat designations, including monitoring, is recommended.

³⁹ Decree No. 18/2015/ND-CP - prescribing environmental protection master plan, strategic environmental assessment, environmental impact assessment and environmental protection plan, Vietnam Law and Legal Forum, February 2015, available online at <http://extwprlegs1.fao.org/docs/pdf/vie168510.pdf>, last accessed July 2020.

⁴⁰ Thu Van Trung Ho, Alison Cottrell and Simon Woodley, 'Perceived barriers to effective multilevel governance of human-natural systems: an analysis of Marine Protected Areas in

Sensitive marine species (Priority diversity values)

Some marine species in Vietnam are sensitive to survey and construction activities. These species are, in general, those that are particularly sensitive to underwater noise, vibration or smothering or loss of sea bed habitat. Developers should consider the likely presence of dolphins, dugongs, sharks, mussel beds, and some schooling fish species.

Marine mammals are particularly sensitive to underwater noise. The degree of sensitivity varies according to species and the frequency and duration of noise. Some species are also susceptible to collision risk from vessels (for example dugong). Legislation protects species from hunting but not from harm caused by other maritime activities. Some very rare species, such as Irrawaddy dolphin, are found in Vietnam. MONRE oversees their protection.

International experience has seen the inclusion of sensitive species in ESIAs, where the developer must offer sufficient mitigation measures to satisfy the regulators that the population of each species will not suffer significant adverse impacts.

Vietnam can adopt industry practices used in countries with a history of offshore development, such as the use of acoustic deterrence devices, seasonal work, observers, or soft piling techniques during survey and construction work to minimize impact on sensitive species.

Migratory birds and bats

Several bird species use Vietnam as a stopping point or destination during seasonal migration. Vietnam is home to some high-risk bird species such as the spoon-billed sandpiper which is a critically endangered species.

Many migratory bird species use wetlands and coastal areas in Vietnam for feeding and breeding. In some areas these bird habitats may be in the proximity of potential wind farms that can pose a collision risk to bird species, cause disturbance and habitat displacement.

There is a statutory requirement for developers to carry out an ESIA in such circumstances, but standards do not cover birds and offshore wind farms specifically. In practice, international wind farm developers often prefer to follow international standards (IFC Environmental and Social Performance Standards)⁴¹. Demonstrating adherence to

Vietnam', *Journal of Political Ecology*, volume 19, December 2012, available online at <https://www.researchgate.net/publication/266012904>. Perceived barriers to effective multilevel governance of human-natural systems: an analysis of Marine Protected Areas in Vietnam, last accessed July 2020.

⁴¹ *Guidelines on Environmental and Social Impact Assessment for Wind Power Projects in Vietnam*. GIZ on behalf of the Ministry of

international standards may provide benefits to developers in terms of attracting international finance or investment.

Internationally, the issue is addressed by conducting surveys to identify birds and migration pathways, and then avoiding areas if possible. If necessary, developers could be required to modify the number and size of wind turbines, layout, turbine shutdown during key migratory periods, and eliminate rotor rotation in very light winds when not generating power.

Vietnam has several species of bats and their interaction with wind farms is not known, although this is likely only to be an issue to be considered for inter-tidal projects.

Options for Vietnam include carrying out survey work (possibly in partnerships which could reduce cost and benefit several developments) and avoiding the high-risk areas identified. Research from other countries with established offshore wind industries on collision risk and bird avoidance behaviors can be used to inform policies on siting, impact assessment methodologies and wind farm design or layout. Review and alignment of EAIA requirements with international standards is recommended.

Oil and gas operations

Oil and gas fields are located in the south of Vietnam in both the nearshore and offshore areas and are connected by pipelines and supply routes to the mainland.

The oil and gas sector is administered by the MOIT and PetroVietnam (PVN). The sector has followed international best practice, until the recent introduction of requirements for environmental considerations into domestic legislation. It is not clear how the new legislation compares with international best practice.

Historically, oil and gas exploitation has had priority over other uses of the sea, and offshore wind developers are likely to avoid these areas but can optimize use of onshore support facilities (for example ports), survey data and supply chain.

Energy and communication infrastructure

Copper and fiber optic cables used for transferring power and communications (internet) are often buried or laid on the seafloor and present a localized but hard constraint to the installation of offshore wind farms due to the risk of damaging the cables.

In Vietnam subsea communication cables stretch out from Da Nang, Qui Nhon, and Vung Tau, for approximately 150km before they connect with major international submarine cables running between Asia and Europe.⁴² Some of the major international cables run in parallel to the coast of Vietnam without making landfall but could still present a constraint for offshore wind farm installation (the FLAG Europe-Asia (FEA) cable runs within 80km of the Vietnamese coast). The only subsea power cable in the country, connects Phu Quoc to the mainland, where offshore wind potential is low.⁴³

Subsea cables are managed by the Ministry for Information and Communications (MIC) and the local internet service providers. Vietnam has responsibility to exercise control over activities in its waters, potentially including the presence of international subsea cables and preventing them from being damaged (for example, by fishing gear or offshore wind farm installation).⁴⁴

In other jurisdictions, the best practice includes the precise mapping of subsea cable routes and their early consideration during offshore wind siting and planning for future development sites.

Options for Vietnam include exact identification of existing and proposed routes of subsea cable infrastructure, and making it a requirement for the developers to consult on their location early in the planning process, while keeping the information confidential if there are concerns of potential cable theft (for metal resale, sabotage).

Ships and navigation routes

With a mountainous terrain across much of its territory, which makes land transportation challenging, ports and shipping routes are of significant importance for Vietnam's international trade.

There are several large, international ports located in Hai Phong, Da Nang and Ho Chi Minh City, together with other smaller ports with potential for expansion to accommodate onshore support facilities, which could be taken into account during the development of the seaport master plan 2021-2030.

Some prospective offshore wind development sites are within the 12nm territorial sea (due to wind speed and

Industry and Trade, June 2018, available online at http://gizenergy.org.vn/media/app/media/GLZ-ESP_ESIA%20Report_ENG_Final.pdf, last accessed July 2020.

⁴² TeleGeography – Submarine Cable Map, <https://www.submarinecablemap.com/>, last accessed July 2020.

⁴³ 'Intertek secures new submarine power cable contract offshore Vietnam', *Press release*, Offshore Energy, 12 February 2013, available online at <https://www.offshore-energy.biz/intertek-secures-new-submarine-power-cable-contract-offshore-vietnam/>, last accessed July 2020.

⁴⁴ Mike Green and Douglas Burnett, 'Security of International Submarine Cable Infrastructure: Time to Rethink?', *International Cable Protection Committee*, available online at https://www.google.co.uk/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&cad=rja&uact=8&ved=2ahUKEwiPleGv0cLpAhXnURUIHaDID1MQFIAAeqQIBRAB&url=https%3A%2F%2Fwww.iscpc.org%2Fdocuments%2F%3Fid%3D2974&usq=AOvVaw2KwcGRWBy_CC_GdSt7Qeyc0, last accessed July 2020.

water depth constraints), where Vietnam has sovereignty and can regulate all shipping.⁴⁵

International experience varies, with some countries declaring wind farm exclusion zones (for example Belgium and Germany) while others are open to transit (for example the UK and Denmark). Where possible, all countries will try to place developments away from shipping routes and declare minimum safety zones (which may differ between the construction and operation phases) because of the risk of accidents and potential human casualties and environmental damage.⁴⁶

Marine spatial planning is recommended to agree location, layout and spacing of wind developments.⁴⁷ Shipping routes are a constraint, but ports are an opportunity for onshore support and economic development (survey, construction and maintenance/service vessels, and supply chain). As discussed in Section 18, offshore wind farm construction generally requires a large laydown area onshore, such that the capacity and facilities of ports to accommodate the needs of offshore wind farm development (or the ability to expand to do so) need to be considered as well as simply their proximity to development sites.

Commercial fishing grounds

Fishing in Vietnam has expanded from artisanal to offshore areas and continues to be an important source of food, economic activity and livelihoods, with fishing grounds presenting a constraint for offshore wind development. Depending on the type of fishing activity, some fishing techniques may be more affected than others. Towed, mobile bottom gear techniques are more likely to be constrained by the presence of wind farm infrastructure, compared to mid water fishing techniques.

The Tonkin Gulf, Central and South East commercial fishing areas are likely to constrain offshore wind development. With coastal areas already overfished, displacement of fishing grounds by wind energy developers puts additional pressure on stocks and local livelihoods. Some fishers have been able to move to more attractive offshore fishing grounds with species such as tuna and flying fish. Displacement of fishing effort to other species /

areas has knock-one effects to stocks and habitats in those places, while potentially increasing costs for fishers who now need to travel further to fish or to pay for new / different fishing gear.

The Directorate of Fisheries (DoF), under the Ministry of Agriculture and Rural Development (MARD), manages fisheries according to boat engine power and fishing area. DoF is responsible for enforcing fishing rules and managing illegal fishing.⁴⁸

Offshore wind development sites restrict access for many types of commercial fishing practices and the installation of foundations and cables can temporarily increase suspended sediments in the water with negative impact to commercial fisheries. In other jurisdictions, fishing compensation schemes are widely used, involving different benefits packages. These can include re-training, community investment, or disruption payments.⁴⁹ Such schemes have varying degrees of success and acceptance.

Options for Vietnam include consultation with fishers and site selection to avoid interference with the most important commercial fishing grounds and their biologically linked habitats (spawning, nursery areas), use of compensation schemes and agree multi-use areas (for example, allow transit, use of certain gear). Changes to fishing practices, stocks and the physical environment (including climate change driven changes such as temperature changes) can lead to the location of important fishing grounds changing over time, such that important commercial fishing grounds are not static and information regarding the location and importance of fishing areas needs to be continually reviewed. Vietnam could also look to learn lessons from other Asian countries that have developed offshore wind, including stakeholder engagement during marine spatial planning and well-resourced ESIA.

Aquaculture

Vietnam is one of the world's largest producers of food from aquaculture, mainly from brackish and freshwater systems, but with plans to significantly increase marine aquaculture production.⁵⁰ Marine aquaculture requires good water quality, sheltered areas and can constrain

⁴⁵ The Division for Ocean Affairs and the Law of the Sea, Office of Legal Affairs and the United Nations, <https://www.un.org/Depts/los/LEGISLATIONANDTREATIES/STATFILES/VNM.htm>, last accessed July 2020.

⁴⁶ Distance from turbines to shipping routes varies from less than 0.5nm (intolerable) to more than 3.5nm (broadly acceptable).

⁴⁷ It seems that Vietnam prefers the term 'marine' when it comes to spatial planning in the sea and coastal areas (that is MSP).

'Vietnam actively implements IOC's initiatives on marine spatial planning', *Nhân Dân Online*, 18 February 2019, available online at <https://en.nhandan.org.vn/scitech/environment/item/7159502-vietnam-actively-implements-ioc%E2%80%99s-initiatives-on-marine-spatial-planning.html>, last accessed July 2020.

⁴⁸ *Research for PECH Committee – Fisheries in Vietnam*, Policy Department for Structural and Cohesion Policies Directorate-General for Internal Policies, October 2018, available online at [https://www.europarl.europa.eu/RegData/etudes/STUD/2018/629175/IPOL_STU\(2018\)629175_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/STUD/2018/629175/IPOL_STU(2018)629175_EN.pdf), last accessed July 2020.

⁴⁹ Kieran Reilly, Anne Marie O'Hagan and Gordon Dalton, 'Developing benefit schemes and financial compensation measures for fishermen impacted by marine renewable energy projects', *Energy Policy*, volume 97, October 2016, available online at <https://doi.org/10.1016/j.enpol.2016.07.034>, last accessed July 2020.

⁵⁰ Toan Dao, 'Vietnam poised to become top player in ocean aquaculture', *SeafoodSource*, 8 August 2018, available online at

offshore wind development sites, but only relatively close to shore.

The emerging marine aquaculture industry (groupers, cobia, molluscs, pearls, lobster) is practiced in intertidal waters and covers around 250,000ha of water.⁵¹ Main cultured areas concentrate in Hai Phong, Phu Yen, Quang Ninh, Khanh Hoa and Vung Tau.⁵²

The sector is regulated by DoF and MARD, which have favored increase of finfish farming in those areas and have statutory responsibility to guide the development of aquaculture master plans (aquaculture zones).⁵³ In practice there has been no conflict with offshore wind development recorded yet. As both the number of aquaculture and wind farm sites increases, the potential for conflict also increases.

In other jurisdictions, established aquaculture sites are generally avoided by developers, and identification and establishment of aquaculture management areas (clusters) and multi-use areas are used to mitigate conflicts.⁵⁴ Biological and technical studies have demonstrated the general feasibility of co-location between marine aquaculture and offshore wind farms, but complex socioeconomic and technical challenges would still need to be addressed.⁵⁵

Options for Vietnam include spatial planning for dedicated marine aquaculture management areas and assess potential for co-location of aquaculture activities with offshore wind farms once these have been established.

Landscape and seascape

The character and features of a specific landscape or seascape may have a physical or aesthetic social value, which can be impacted by the placement of a wind farm.

Landscapes and seascapes stretch along the coast of Vietnam, and a total of 22 protected landscapes has been recorded.⁵⁶ The visual impact of a wind farm can be positive or negative for observers. Visual intrusion clearly is more important for intertidal

In Vietnam landscape protection zones are declared for areas' scenic and aesthetic qualities and are often linked to forest areas or cultural sites. They are managed by the PPC and include provisions to restrict certain changes and uses of the landscape.⁵⁷

In other jurisdictions, landscape and seascapes are often protected by legislation, and developers must follow official guidance on how the assessment of impacts from offshore wind farms should be carried out, often involving wide consultation and visual representations (photomontage).

Options for Vietnam include mapping of protected landscapes, consultation with local communities, clarification of requirements and restrictions for placing of offshore wind farms within protected landscapes, and drafting of guidance and regulations for developers to consider landscape and seascape aspects within the ESIA process, including the preference of local communities for wind farm siting.

<https://www.seafoodsource.com/news/aquaculture/vietnam-poised-to-become-top-player-in-ocean-aquaculture>, last accessed July 2020;

Helen Huynh, 'Strategy for sustainable aquaculture potential development in Vietnam', *Vietnam Insider*, 10 September 2019, available online at <https://vietnaminsider.vn/strategy-for-sustainable-aquaculture-potential-development-in-vietnam/>, last accessed July 2020.

⁵¹ Aquaculture Vietnam 2021, <https://www.aquafisheriesexpo.com/vietnam/en-us/news-updates/vietnam-aquaculture-overview>, last accessed July 2020.

⁵² Tran Van Dung, Pham Quoc Hung and Thong Tien Huyen. 'Marine finfish farming in Vietnam: status and direction' *Journal of Fisheries science and Technology*, No. 3, 26 September 2016. Available online at https://www.researchgate.net/publication/311224148_Marine_finfish_farming_in_Vietnam_status_and_direction, last accessed July 2020.

⁵³ *Decision No. 1445/QĐ-TTg 16 August 2013. approving the master plan on fisheries development through 2020 with a vision toward 2030*, Vietnam Law and Legal Forum, 31 August 2013, available online at <http://extwprlegs1.fao.org/docs/pdf/vie164823.pdf>, last accessed July 2020.

⁵⁴ Sanchez-Jerez P, Karakassis I, Massa F, Fezzardi D and others, 'Aquaculture's struggle for space: the need for coastal

spatial planning and the potential benefits of Allocated Zones for Aquaculture (AZAs) to avoid conflict and promote sustainability' *Aquaculture Environment Interactions*, volume 8, 6 January 2016, available online at <https://doi.org/10.3354/aei00161>, last accessed July 2020., last accessed July 2020.

⁵⁵ *Guidance on a Better Integration of Aquaculture, Fisheries, and other Activities in the Coastal Zone: From tools to practical examples*. Ireland: Coexist Project, 2013, 79pp, available online at http://www.coexistproject.eu/images/COEXIST/Guidance_Document/Best%20practices%20guidelines_FINAL.pdf, last accessed July 2020.

⁵⁶ List of protected landscapes available here – J E Clarke, 'Regional Environmental Technical Assistance 5771. Poverty Reduction & Environmental Management in Remote Greater Mekong Subregion (GMS) Watersheds Project (Phase I)', available online at <http://www.mekonginfo.org/assets/midocs/0002519-environment-biodiversity-and-protected-areas-vietnam.pdf>, last accessed July 2020.

⁵⁷ *Decision No. 186/2006/QĐ-TTg promulgating the Regulation on forest management*, Vietnam Law and Legal Forum, August 2006, available online at <http://extwprlegs1.fao.org/docs/pdf/vie68053.pdf>, last accessed July 2020.

Historical and cultural heritage

Shipwrecks, ancient buildings and specific historic settings are of cultural importance to Vietnam. Other aspects with historical and cultural value are sunken aircrafts and war graves of drowned vessels or planes, which could have cultural and social significance, while other wrecks may have been sunk deliberately for diving and tourism purposes.

While most sites with historical and cultural value are located inland and would be unaffected by offshore wind developments (except Ha Long Bay, and possibly Hoi An UNESCO sites), underwater archaeology (Bach Dang battlefield) is not protected from developments. Shipwrecks are usually close to the coast.

Historical and cultural heritage is under the administration of the Ministry of Culture, Sports and Tourism (MCST). Protection and expertise has focused on terrestrial archaeology with underwater artefacts from shipwrecks often being sold and having far less protection against damage caused by development.

International experience shows a high degree of protection for underwater archaeology and historical settings (for example, coastal forts), and developers avoiding proximity to these sites. Pre-installation, developers consult archaeological records and make use of the geophysical surveys carried out to assess the sea bed suitability for turbines and to identify potential wreck sites, which could require a site-specific aquatic survey (for example more detailed geophysical surveys or dives).

Options for Vietnam include early identification of wrecks and important underwater heritage sites to map them and avoid conflict with offshore developments and early engagement with stakeholders to understand potential presence of local cultural practices or areas of importance. Opportunities for mitigation, replacement of lost and damaged heritage are limited – once sites are lost, they cannot recover (unlike some ecological areas).

Tourism activities

The tourism sector is growing in Vietnam and includes coastal and marine activities. Coastal tourism centers around beaches (Danang), boat trips (Ha Long Bay), diving and snorkeling (Phu Quoc, Nha Trang), usually in proximity to the large urban centers, but also in protected areas close to potential offshore wind development sites.

Tourism activities are administered by the MCST which will require developers to provide enough guarantees that tourism activities and associated jobs and revenue will not suffer significant impact due to offshore wind developments.

International experience suggests that offshore wind developers avoid areas with important tourism activities as they are often site-specific and provide numerous jobs (adding economic and social value).

Options for Vietnam include the siting of sites away from tourism hot spots. Floating offshore wind developments may offer more opportunities to be located further from shore, away from tourism sites. Consultation with the public to develop the siting of offshore wind farms as a tourism attraction may also be possible, as was the case with Bac Lieu which inadvertently became a tourist attraction.

Military exercise areas

Military activities, such as vessel maneuvering exercises, firing practice, low-fly training, and testing of ammunition and other technologies are in most cases not compatible with offshore wind farms and pose a hard constraint.

High level of uncertainty regarding military exercise and activity areas could constraint development and operation of prospective offshore wind development sites.

It is not clear what the legal requirements are regarding military exercise areas and offshore wind development, but in practice, developers opt for early consultation with the military as they have a significant role in decision making, and the issues regarding offshore wind sites are addressed on a case-by-case basis.

In other jurisdictions the military has established exclusion zones, site-specific restrictions, and no-restriction zones for offshore wind development. Some temporal activities like the export cable installation or survey work are often allowed after consultation with the military.^{58, 59}

Options for Vietnam include early liaison with the military to determine exclusion zones and development restrictions and avoid spatial conflict with offshore wind development. A more localized assessment could lead to mitigation measures regarding layout design or location of wind farms which could allow some military activities to continue unimpeded (patrolling, transport, training).

⁵⁸ Fred Engle, *DoD assessment of offshore military activities and wind energy development on the Outer Continental Shelf off South Carolina*, United States of America Department of Defence, available online at <https://www.boem.gov/sites/default/files/renewable-energy-program/State-Activities/SC/DOD-assessment-offshore-military-activities-and-wind-energy-developmnet.pdf>, last accessed July 2020.

⁵⁹ *Sectoral Marine Plan for Offshore Wind Energy (encompassing Deep Water Plan Options) Social and Economic Impact Assessment*, Marine Scotland on behalf of the Scottish Government, June 2018, available online at <https://www.gov.scot/publications/sectoral-marine-plan-offshore-wind-energy-encompassing-deep-waterplan-options/pages/15/>, last accessed July 2020.

Aviation

Offshore wind turbines pose a risk to the aviation sector, by way of physical obstruction, radar interference and potential negative effects on the performance of communication and navigation systems.⁶⁰ In this context, areas around air traffic control centers (radars), airports, aerodromes, and air traffic zones can pose soft or hard constraints for developers.

Numerous aviation related sites exist along the coast of Vietnam serving the larger urban centers, and these could be a constraint for near shore wind development.

The Civil Aviation Administration of Vietnam under the Ministry of Transport (MOT) regulates civil aviation, and it is responsible for developing plans, programs, regulations and standards, and provide flight management and aviation safety. It also manages several airports and aviation support infrastructure.⁶¹ It is a legal requirement to consult them.

⁶⁰ *Policy and Guidelines on Wind Turbines – CAP764*, Civil Aviation Authority, February 2016, available online at <https://publicapps.caa.co.uk/docs/33/CAP764%20Issue6%20FINAL%20Feb.pdf>, last accessed July 2020.

⁶¹ Civil Aviation Authority of Vietnam, <http://english.caa.gov.vn/>, last accessed July 2020.

13 Leasing and permitting

13.1 Purpose

In this work package, we examine how leasing and permitting of offshore wind is currently managed in Vietnam and consider how well it operates.

Balanced, transparent, and efficient processes for granting project leases and permits are required for Vietnam to deliver the significant volumes of offshore wind discussed in this report.

We identify gaps that need to be addressed to ensure the processes are capable of managing the expected increase in the volume of projects seeking permits and provide recommendations for improvement to underpin the development of a sustainable offshore wind industry in Vietnam. In Section 14 we cover possible future big-picture approaches to lease and PPA competitions. Here, we focus on the existing leasing and permitting arrangements and how these could be improved at a more detail level, whether they fit in a centralized one-stage approach or a decentralized two-stage approach or any other approach to government procurement.

13.2 Method

We have mapped out the regulatory processes that apply when a developer wishes to secure:

- An exclusive sea bed lease that allows survey work and site occupation through the development, construction and operation phases of an offshore wind farm, and
- All necessary environmental and building permits to allow construction and operation to proceed.

These processes were mapped out based on engagement with relevant stakeholders in Vietnam, including central Government Ministries and project developers:

- Government:
 - Vietnam Administration of Seas and Islands (VASI)
- Project developers:
 - Copenhagen Offshore Partners (COP)
 - Enterprize Energy; and

- Mainstream Renewable Power.

13.3 Results

Key Legislation

The main laws that govern offshore wind energy in Vietnam are:

- Investment law
- Land law, and
- Electricity law and the law on environmental protection.⁶²

Specific pieces of Vietnamese legislation on renewable energy are outlined in Section 13.5.

Resources

The Government Office is a ministry-level agency that assists the Government and the Prime Minister (PM).⁶³ In the Government Office, the Department of Industry currently deals with offshore wind lease and permit applications and consults with various ministries including:

- MOIT - (via the Electricity and Renewable Energy Authority (EREA)) or the provincial departments of industry and trade depending on the capacity of the projects. MOIT is main regulator for renewable energy
- The Electricity Regulatory Authority of Vietnam (ERAV) manages the development of all power projects, however EREA has the authority and responsibility for regulating FITs for renewable energy
- Ministry of Natural Resources and Environment (MONRE) and the provincial departments of natural resources and environment, who approve environmental impact assessments
- Ministry of Industries and Production (MOIP), and
- Ministry of Construction.

Site identification and exclusivity

The first stages of offshore wind development involve the developer undertaking preliminary studies to find a suitable site for development, including site availability and obtaining a subsequent acceptance letter for site exclusivity.⁶⁴

⁶² Nguyen Viet Ha and Nguyen Hong Hai, 'The Renewable Energy Law Review: Vietnam', In Karen Wong, *The Renewable Energy Law Review*, 2018, available online at [http://lexcommvn.com/image/files/Vietnam%20Renewable%20Energy%20Law%20Review%202019\(1\).pdf](http://lexcommvn.com/image/files/Vietnam%20Renewable%20Energy%20Law%20Review%202019(1).pdf), last accessed July 2020.

⁶³ Nguyen Viet Ha and Nguyen Hong Hai, 'Renewable Energy Policy and Regulation in Vietnam', *Lexology*, 28 August 2019, available online at

<https://www.lexology.com/library/detail.aspx?q=1df596fd-0aa3-483b-a4ca-f60033fb9a70>, last accessed July 2020.

⁶⁴ In Vietnam, the meaning of site exclusivity is slightly different. The site remains exclusive to the developer/investor as long as they can continue to keep the development progressing and demonstrate their commitment. If they cannot, the site can go to a different developer/investor.

After receiving an exclusivity letter from MOIT/Provincial Peoples Committee (PPC), the developer is entitled to perform wind measurement activities on site to feed into pre-feasibility studies. This is effectively a pre-lease and allows the developer to start the sea bed lease approval process.

It is considered unlikely that the Government would receive multiple applications for the same site or area. All applicants consult with the provincial governments as a starting point, such that any duplication of a site would be flagged very early in the process. No formal clearing process for competing interest currently exists.

Sea bed lease

Figure 58 outlines the key elements that are specifically required for sea bed lease approval.

Applying for sea bed lease approval is not a standalone process and fits under the preliminary project development and project development stages, ref. Figure 59.



Figure 58 Sea bed lease approval process.

In order to apply for a sea bed lease, the proposed wind farm must be included in either the Power Development Plan (PDP) or the Provincial Wind Power Development Plan (PWPDP). To be included in these plans, developers must submit a pre-feasibility study in an 'application to be included' to the MOIT. Details such as the project site, power sources and interconnection plan need to be approved for inclusion in the PDP before the developer can apply for investment approval and other related licences.

Under Circular No.02 of the MOIT, a developer is also required to obtain written opinions of the competent authorities (MONRE and the equivalent departments at regional level) on the uses of natural resources and marine areas for the proposed offshore wind project and the Regional Power Corporation of Vietnam Electricity (EVN) or

the National Power Transmission Corporation of EVN when applying for inclusion in the PDP.

Following inclusion in the PDP, under Circular No.02 a feasibility study (FS) must also be conducted to gain sea bed lease approval.^{65,66,67} As part of the FS, the developer must also obtain approval from MONRE and the equivalent regional departments of MONRE to proceed with surveys and development activities. In addition, they must have written confirmation or approval of the competent authorities on the location of offshore wind turbines.

Currently, there are no specified requirements for a developer to lease the sea bed prior to conducting surveys. The process is unclear; however. According to local consultation sources, to survey without a sea bed lease the developer must contact MOIT and MONRE.⁶⁸ MONRE passes on the request to the Government Office for approval. Once the Government Office has approved the request, surveys can begin. There are no requirements or guidance in place to state how long surveys must be to collect an appropriate amount of information.

To register the title of the sea area for an offshore wind project in Vietnam, a developer must apply for sea bed lease approval, in accordance with the Government's Decree No. 51.^{69,70} It should be noted that MONRE is currently drafting a new decree to replace this and therefore the process may change. It is not clear when the decree is due to come into force and what will change.

Sea bed lease approval can be granted on a project-by-project basis by the PM, MONRE or the relevant PPC. However, in general the following applies:

- Within 3nm of the shore (<6nm in the future) - PPC grants the sea bed lease.
- Beyond 3nm of the shore (> 6nm in the future) - VASI controls the access to the sea bed, however, the Government Office grants the sea bed lease with advice from VASI.⁷¹

In 2017, new planning laws in Vietnam came into force stating that in order to lease an area of sea bed or land for a wind project, it must be listed in a 'plan to be leased'.^{72,73} However, there is currently no such plan for the marine

⁶⁵ For the first few offshore wind farms in Vietnam (Thanglong, Mainstream) developers have conducted feasibility studies before being included in the PDP.

⁶⁶ 'New Circular 02 on Development Guidelines for Wind Power Projects in Vietnam', *Press release*, Baker McKenzie, January 2019, available online at <https://www.lexology.com/library/detail.aspx?g=9c8618bb-427f-4a0b-801b-30b26e2648fd>, last accessed July 2020.

⁶⁷ PDP7 was published in 2011 and amended in 2016. PDP8 is due to go to consultation in 2020 and be published in 2021.

⁶⁸ VASI, June 2020.

⁶⁹ Decree No. 51/2014/ND-CP of the Government dated 21 May 2014 on regulations on granting given sea areas to organizations

and individuals for sea and marine resources exploitation and use (Decree No. 51).

⁷⁰ 'Vietnam: Legal considerations for development of large-scale offshore wind power projects in Vietnam', *Press release*, Baker McKenzie, 24 April 2020, available online at: <https://www.lexology.com/library/detail.aspx?g=7f5acbe3-be9f-4202-90ee-ecaf32beaced>, last accessed July 2020.

⁷¹ Note that PPCs still be consulted >3nm

⁷² Article 23 stipulates the contents of National Marine Spatial Planning from the 14th National Assembly on December 29 2017.

⁷³ Vietnam is currently in a transitional period of the Planning Law. Currently MOIT is still the focal point for the management of power projects.

area. MONRE is in the process of developing a Marine Spatial Plan (MSP) for offshore areas, while the PPCs will issue near-shore spatial plans.⁷⁴ Following these, there may be additional or different steps a developer must take to gain sea bed lease approval. Currently, due to the lack of national and regional planning, offshore wind projects are processed according to No.43/2013/TT-BCT to supplement the PDP.⁷⁵

Sea bed lease fees

Sea bed lease fees for offshore wind projects are currently similar to those under Circular No. 198/MONRE-MOF.⁷⁶ The draft decree proposes that the fee for use of sea areas for offshore wind projects ranges from approximately US\$128 to US\$319 per ha per annum. For a 500MW wind farm, this is equal to approximately US\$0.8 million to US\$2.0 million per annum, assuming it applies to the entire extent of the wind farm area.

There is uncertainty as to when these fees are paid from, and to whether they apply to the whole wind farm area or just the occupied parts of the sea bed and sea surface. This is a key area for clarification by the Government as any upfront fees will need to be considered in developers' investment cases.

It has been established that active offshore wind developers in Vietnam have not to date paid any fees to undertake survey work within their development areas.

It should be noted that in certain cases, depending on the marine resources in the area and socio-economic implications, MONRE and the relevant PPC may decide on higher or lower sea bed lease fees.

Permits

In Vietnam, the onshore wind permitting process is used for intertidal wind projects within 3nm of the coast. The permitting process for conventional fixed offshore wind projects is unclear and complex. As stated above, it is not a stand-alone process, but runs in parallel with effectively leasing arrangements and the power development planning process (PDP). Renewable energy projects are required to comply with two key elements of the regulatory process:

- Inclusion in the PDP, and
- Various additional approvals and consents from the authorities such as the sea bed lease approval.

In general, the existing process to secure requisite environmental and building permits for offshore wind

projects can be split into five phases as outlined in Figure 59.

Table 19 provides additional details on the breakdown of approvals required at each phase.

⁷⁴ The National Assembly expect a draft by the end of 2020 and approval in 2021. It will include two plans: 1) National Marine Spatial Planning, and b) provincial planning for use of seas within 3nm.

⁷⁵ Consultation – Wind Energy Company Vietnam

⁷⁶ Joint Circular No. 198/2015/TTLT-BTC-BTNMT of the Ministry of Finance and the MONRE dated 7 December 2015 on the calculation method, mode of collection and regulation on management and use of money for use of sea areas (Circular No. 198).

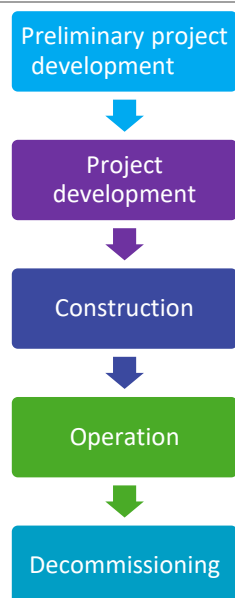


Figure 59 Project development phases.

Preliminary project development

Preliminary project development starts with site selection and ends when the developer or investor obtains the decision on investment from MOIP. The key regulatory hurdle in this phase is for the project to be included in the PDP/PWPDP. The duration of this phase can take up to 24 months for sites where there is no wind data available.

Project development

In the project development phase, the developer must obtain a range of agreements, authorizations and permits for the wind farm and associated infrastructure, including the grid connection, from various authorities including MOIT and EVN. The key regulatory hurdles in this phase are:

- The FS – this should contain all the required data and information required to approach the different administrations for approval, including an ESIA, and
- PPA.

It is estimated this phase can take up to four years in some instances and must be completed prior to construction.

Legislation requires developers to prepare an ESIA to local standards for approval by MONRE for all offshore wind projects. The ESIA standards in Vietnam have not been developed with offshore wind in mind and therefore do not

present an ideal framework for the throughout ESIA of offshore wind farms.

Construction

Following construction, the developer must obtain an Electricity Generation Licence from the ERAV in order to start producing electricity.

Timeframes

A conventional fixed offshore wind project (>3nm from shore) has yet to be completed in Vietnam. Based on onshore and intertidal projects it is anticipated that it would take three to five years from inception to gain the appropriate leases and permits but could be longer depending on the survey and data requirements needed to inform wind farm development. Procurement and construction would then take several more years.

The Government Office has stated that it will respond to an application within 60 days following submission of appropriate supporting documentation, for example FS and environmental and social impact assessment. It is not clear how rigid this timeframe is, nor how realistic it is in practice.

Permitting and leasing comparison

It is informative to examine how other jurisdictions have managed sea bed leasing and permitting processes for offshore wind. In some jurisdictions leasing and permitting are distinct and stand-alone processes, whilst in others they are joint processes.

Here we focus on England and Wales⁷⁷, the US and the Netherlands for comparison. Key benefits of the approaches taken in each of these countries are outlined in Table 18, and further detail is presented in Table 20.

England and Wales has specific regulators (BEIS, Marine Management Organisation and Natural Resources Wales) to help streamline the permitting process. These organizations assess all permit applications for offshore wind in England and Wales.

The US is nearing delivery of its first utility scale project in the next five years; however, it has faced challenges relating to permitting uncertainty and there is a difference between state and federal process in the territorial and offshore areas.

Offshore wind in the Netherlands has reached 2 GW of installed capacity. Projects are developed according to an offshore wind energy roadmap which defines where new wind farms will be built and sets installation targets to 2030⁷⁸.

⁷⁷ In the UK, England and Wales, Scotland and Northern Ireland have separate processes for project permitting. For clarity here, we focus on England and Wales.

⁷⁸ [https://www.government.nl/topics/renewable-energy/offshore-wind-energy#:~:text=Existing%20wind%20farms%20\(approx.&text=Ten](https://www.government.nl/topics/renewable-energy/offshore-wind-energy#:~:text=Existing%20wind%20farms%20(approx.&text=Ten)

Table 18 Key aspects of other permitting regimes.

Country	Key aspect
UK	<ul style="list-style-type: none"> Flexible permitting regime which facilitates post-consent design variations within pre-defined limits More streamlined 'one stop shop' (relatively small number of permits) Less time consuming than many systems
US	<ul style="list-style-type: none"> A complex process that has led to considerable project delays and uncertainty for project developers.
Netherlands	<ul style="list-style-type: none"> Zoning process has helped secure project viability and provide cost savings for developers as it reduces project risk for conflicting use of sea areas Firm Government commitment to permitting offshore wind development areas gives industry certainty and allows supply-chain to develop

13.4 Discussion

The existing permitting process in Vietnam for offshore (>3nm) wind projects are unclear and complex. The process is currently heavily based on the onshore wind process, so does not consider the specific technical and commercial issues of offshore wind. It is likely that this absence of offshore specifics will cause issues when applied to the permitting of offshore wind farms.

The effective aspects of the current permitting process and key risks and issues in Vietnam are:

- Fees for sea bed lease are relatively low and are not likely to be a development constraint.
- A sea bed lease is not required to undertake surveys.
- Changes are currently being made to existing guidelines to aid the development of offshore wind projects in Vietnam. The current uncertainty regarding their final form acts as a disincentive for development in the short term, until they are finalized.

The risks and issues of the existing permitting and regulatory process in Vietnam are:

- Sea bed leasing is currently a lengthy process, which adds to development risks and costs
- Site exclusivity as it currently stands is risky for developers/investors. Gathering sufficient information comes at a considerable cost for a site which they may not get the exclusive right to develop
- Requirement for the project to be included in the relevant PDP before developers are permitted to proceed may dissuade developers. However, it is noted that some developers have started feasibility studies prior to inclusion in the PDP.
- Requests to be included in PDPs is currently a time consuming and complex procedure due to transmission planning issues in Vietnam, which adds to projects risks and uncertainty.
- Unclear permitting process system may dissuade developers from working in Vietnam, else will add to risk premium
- Standards of ESIA are not specific to offshore wind and do not meet good international industry practice for offshore wind farm development
- No clear timelines for permit approvals which will make it hard to plan and finance projects.
- Lack of transparency and administration throughout the permitting process, which adds to development risks and costs
- No clear alignment or coordination between the Government Ministries and the PPCs, which will add to uncertainty over the timeframe for permits being issued.
- Large number of different permits and letters of approval are required throughout construction, adding an administrative burden and slowing the delivery of projects.

Recommendations

As the volume of projects seeking consents increases it is recommended that Vietnam consider several changes to address the risks and issues identified in this chapter. Implementing some of these changes would assist in the development of offshore wind in Vietnam.

- Enhance and align coordination between different government departments (MOIT, MONRE and MOIP) and municipal decision-making bodies to establish clear rules and processes on site identification and leasing process. This would also ensure that local

[%20Noorden%20van%20de%20Waddeneilanden,Prinses%20Amalia%20\(120%20MW\)%3B](#), last accessed July 2020.

blockages do not hold up national renewable energy developments.

- Change to how the Government define exclusivity to make the site actually exclusive to the developer. This guarantee would help reduce uncertainty and risk for the developer.
- Complete and issue the MSP and any related plans/guidelines to ensure the processes are in line with the changes to the Planning Law.
- Provide clarity on MSP and how this will change the permitting process, and how existing projects that predate the MSP will be treated.
- Ensure collaboration between all relevant ministries, authorities, and offshore wind organizations to deliver a more efficient process. Clarify and streamline the permitting process, ESIA standards and stakeholder engagement requirements, with specific guidelines for offshore wind development.
- Provide a single point of entry to the permitting process for developers. Currently there are at least twelve different agencies and ministries involved.
- Reduce the number of permits and approval letters required in order to streamline the process and avoid duplication and potential overlap.
- Permit flexibility in design to prevent the need for full re-application and subsequent delays should any design changes be required as the project progresses.
- Provide relevant data to the industry. Pre-feasibility studies and feasibility studies are predominantly about collecting information. If the Government can provide information that they hold for sites it would reduce risks and costs to developers.

These recommendations should be considered in the context of the high-level nature of this review and its focus on the developer's perspective. A consideration of the regulatory requirements and capacities (technical and resources) should also be considered but is beyond the scope of this review.

In addition, it is recommended that a detailed review of the relevant legislation is also carried out, to determine if it is fit for purpose. The availability and appropriateness of supporting guidance should also be reviewed, along with a consideration of what is considered best practice for offshore wind ESIA and permitting processes, taking account of all parties – developers, regulators and stakeholders.

13.5 Background

This section contains various areas of further supporting information.

Vietnamese legislation – renewable energy

Relevant legislation relating to offshore renewable energy is listed below. Please note that this is not an exhaustive list.

- Decision No. 37/2011/QĐ-TTg (issued on 29 June 2011, and effective as of 20 August 2011), Decision No. 39/2018/QĐ-TTg (issued on 10 September 2018, and effective as of 1 November 2018), and Circular No. 02/2019/TT-BCT (issued on 15 January 2019, and effective as of 28 February 2019) on wind energy.
- Decision No. 24/2014/QĐ-TTg (issued on 24 March 2014, and effective as of 10 May 2014), Circular No. 44/2015/TT-BCT (issued on 9 December 2015, and effective as of 25 January 2016), and Circular No. 54/2018/TT-BCT (issued on 25 December 2018, and effective as of 18 February 2019) on biomass power.
- Decision No. 31/2014/QĐ-TTg (issued on 05 May 2014, and effective as of 20 June 2014) and Circular No. 32/2015/TT-BCT (issued on 8 October 2015, and effective as of 7 December 2015) on solid-waste power.
- Decision No. 11/2017/QĐ-TTg (issued on 11 April 2017, and effective as of 1 June 2017), Decision No. 02/2019/QĐ-TTg (issued on and effective as of 8 January 2018), Circular No. 16/2017/TT-BCT (issued on 12 September 2017, and effective as of 26 October 2017), and Circular No. 05/2019/TT-BCT (issued on 11 March 2019, and effective as of 25 April 2019) on solar power. Decisions No. 11/2017/QĐ-TTg and No. 02/2019/QĐ-TTg expire on 30 June 2019.
- Circular No. 10/2015/TT-BCT dated May 29, 2015 of MOIT on providing for order and procedures for issue, revocation and duration of electricity activity permit, Article 10.
- Law No. 55/2014/QH13 dated June 23, 2014 of the National Assembly on environmental protection, Article 20, Article 22.
- Decree No. 18/2015/ND-CP dated February 14, 2015 on environmental protection planning, strategic environmental assessment, environmental impact assessment and environmental protection plan, Article 14.
- Circular No. 27/2015/TT-BTNMT dated May 29, 2015 of MONRE on strategic environmental assessment, IEA and environmental protection plans, Article 6.
- Circular No. 218/2010/TT-BTC dated December 29, 2010 of Ministry of Finance (MOF) on providing for the payment, management and use of charges for appraising ESIA reports

- Circular No. 40/2014/TT-BCT dated November 5, 2014 of MOIT on stipulating the procedure for dispatching of national power system; -
- Decision No. 45/QĐ-DTDL dated July 1, 2015 of ERAV on Promulgation of the procedure for examining and issuing operation certificates for officers directly participating in regulating, operating the national electricity system.
- Law No. 50/2014/QH13 dated June 18, 2014 of the National Assembly on Construction.
- -Circular No. 32/2012/TT-BCT dated November 12, 2012 of MOIT on regulations on implementation of wind power projects development and Standardized Power Purchase Agreement for wind power projects, Article 7.
- Law No. 45/2013/QH13 dated November 29, 2013 of the National Assembly on Land, Article 4, Article 69, Article 126.
- Decree No. 47/2014/NĐ-CP dated May 15, 2014 of Government on regulations on compensation, support

Permitting process

Table 19 details the permitting processes relevant to the project development phases that are identified in Figure 59. It should be noted that this is not an exhaustive list of what is required at each step, rather it outlines the general

and resettlement on land expropriation by Government.

- Circular No. 37/2014/TT-BTNMT dated June 30, 2014 of MONRE on detailed regulations on compensation, support and resettlement on land expropriation by Government.
- Law No. 27/2001/QH10 dated June 29, 2001 of the National Assembly on fire prevention & fighting.
- Law No. 40/2013/QH13 dated November 22, 2013 of the National Assembly on amending and adding a number of articles of the Law on fire prevention & fighting.
- Decision No. 37/2011/QĐ-TTg dated June 29, 2011 of Prime Minister on the mechanism supporting the development of wind power project in Vietnam.
- Circular No. 32/2012/TT-BCT dated November 12, 2012 of MOIT on Regulations on implementation of wind power projects development and Standardized Power Purchase agreement for wind power projects.

process and key details that must be included. The permitting process in Vietnam is likely to be subject to change as the development of offshore wind progresses and as policy and legislation changes to support the sector. Legislative changes are currently in development at present, but their final form is not clear.

Table 19 Breakdown of permitting activity against project development phases.

Phase	Additional details	Required approval or permit	Relevant ministry
Preliminary project development			
Site identification/ selection – site exclusivity	Developer undertakes a preliminary study to find a suitable site for development, including site availability and subsequent acceptance letter for site exclusivity.	Exclusivity Letter	PPC and MOIT
Project development plan (PDP) inclusion	<p>The developer must apply for inclusion of newly proposed wind projects in the PDP if not already included (application to be included). This approval process includes the following:</p> <ul style="list-style-type: none"> • Whether the site is located in internal waters of Vietnam sea, without involving any disagreements with neighboring countries and totally within Vietnam's sovereignty, which is under the Ministry of Foreign Affairs' authority. • Any conflict or overlap with maritime activities, which is under the Ministry of Transport's authority. 	PDP Approval	MOIT and Government Office (PM)

Offshore wind roadmap for Vietnam: Interim report

	<ul style="list-style-type: none"> Any impact on national security/defense or military activities, which is under the Ministry of National Defence authority. Any impact on the exploration of offshore natural resources and oil and gas activities, maritime transportation, which is under the joint authority of the MOIT, the MONRE, and the Ministry of Planning and Investment. Any impact on aquaculture, which is under the Ministry of Agriculture and Rural Development's authority. <p>A pre-feasibility study is required to collect information about the site and the potential risks and impacts of the project. This is a key requirement in order for the project to be included in the PDP.</p> <p>PDP approval is required before a developer is able to progress the project development and to obtain a Decision on Investment.</p> <p>Site surveys – for small scale projects the developer must contact the PPCs of the provinces managing the waters at the site. For larger scale projects the developer must contact the Ministry of Planning or Government Office for investment policy.</p>		
Decision on investment	<p>The request for 'Decision on Investment' is the equivalent to a permit to develop the project and must contain:</p> <ul style="list-style-type: none"> a written permission to execute the process investment proposals financial statements of the developer/investor preliminary assessment of environmental impacts, and an assessment of socio-economic effects of the project. <p>Once a 'Decision on Investment' is granted, this allows local developers/investors to start project development and constitutes the basis for foreign developers/investors to obtain an Investment Registration Certificate.</p>	Decision on Investment	PPC/ Ministry of Planning and Investment (MOPI)/PM
Investment registration	The Investment Registration Certificate entitles foreign companies to develop wind farms in Vietnam.	Investment Registration Certificate	MOIP
Preliminary purchase power agreement (Preliminary PPA)	Preliminary PPA entitles the developer or investor to apply for the PPA and gives an exclusivity to the developer or investor to negotiate and obtain the PPA for a certain project or area. Preliminary PPA cannot be gained before the Decision on Investment.	Preliminary PPA Acceptance	EVN/EPTC
Project development			
Feasibility study (FS)	Developer is required to undertake a FS to provide the developer with the necessary information to assess the	Acceptance Letter	MOIT

	<p>practicality of a proposed project and set up required. It will also inform decision makers on the background practicality and impact of the project, whilst supporting applications for additional approvals and licences required. The FS is a key milestone and must include the following key contents:</p> <ul style="list-style-type: none"> • Wind resource report • Location, coordinates, land area for permanent use, land area for temporary use, sea area for use • Interconnection plan • Technical plan (including basic design) and projections, decommissioning costs, and • Copies of the FS must be sent to MOIT for approval and subsequent acceptance letter received. <p>An acceptance letter from MOIT or Department of Industry and Trade (DOIT) is sent to the developer or investor once MOIT or DOIT has no further comments on the basic design of the project. This acceptance letter entitles the developer or investor to approve the FS study and go ahead with the technical design of the project.</p>		
Grid connection agreement	A grid connection report must be submitted to obtain the connection agreement	Connection Agreement	<p>If the connection voltage is < 220 kV, the connection agreement is under the responsibility of the Regional Power Corporation (RPCo).</p> <p>If the connection voltage is \geq 220 kV, the connection agreement is under the responsibility of the National Power Transmission Corporation (NPTC)</p>
Metering agreement	The developer/investor must submit a detailed metering report.	Metering Agreement	Electricity Power Trading Company (EPTC)
Supervisory control and data	A detailed communication system report and information must be submitted for approval.	SCADA Agreement	National Load Dispatch Centre

Offshore wind roadmap for Vietnam: Interim report

acquisition (SCADA) Agreement			for projects >30MW Regional Load Dispatch Centre <3MW
Protective relay agreement	An agreement between the developer or investor and the National and Regional Load Dispatch Centre is required regarding the functions of protection relay, characterization of automation devices of wind farms based on Vietnamese technical standards	Protective Relay Agreement	National Load Dispatch Centre for projects > 220kV Regional Load Dispatch Centre for projects < 220kV
Fire prevention and fighting	The developer must submit a document on fire prevention and fighting. Construction can only commence once the project designs on safety for fire prevention and fighting have been approved.	Fire Prevention and Fighting Approval	Department of Fire Prevention & Fighting
Health and safety approvals	The developer must submit documents on health and safety management and risk assessment. Construction can only commence once the project plan for health and safety have been approved.	Health and safety approval	MOIT
Environmental and social impact assessment (ESIA)	Developers or investors must prepare an ESIA and any supporting documentation. Vietnam has its own ESIA standards although these are generally not considered to be aligned with good international industry practice for ESIA.	Approved ESIA	MONRE PPC
Technical design	The developer must produce technical design documentation which will provide the final comprehensive technical parameters, used materials, placement, structural analysis to MOIT. When there are no further comments on the Technical Design an acceptance letter will be issued.	Technical Design Acceptance Letter	MOIT
Land use rights	Land lease – currently used for onshore and near shore wind projects. It is currently unclear whether a land use right certificate will be required for the onshore infrastructure related to offshore wind projects.	Land Use Right Certificate	PPC
Sea bed lease	In order to apply for a sea bed lease, the proposed wind farm must be included in either the Power Development Plan (PDP) or the Provincial Wind Power Development Plan (PWPDP). To be included in these plans, developers must submit a pre-feasibility study in an 'application to be included' to MOIT.	Sea bed lease approval	MOIT
Purchase power agreement (PPA)	The PPA is a legally binding document between the developer or investor and the power purchases (EVN).	Signed PPA	General Directorate of Energy (GDE) and EVA

	<p>Currently under Vietnamese regulations, the PPA is a non-negotiable standardized agreement regulated by Circular 32/2012-TT-BCT and has a duration of 20 years.</p> <p>The main requirements are listed as follows:</p> <ul style="list-style-type: none"> • Letter from project developer/ investor to EPTC/ EVN • Certified copy of approvals by relevant authorities for project development (e.g. power source and grid plan, in case the plant is approved by the PPC, it is necessary to enclose the approval of MOIT for the plant, Investment certificate, related license, etc.) • Basic information of the project developer/ investor document proving legal entity, business registration, capability and experience in project development, financial capacity, etc. • Grid connection agreement • Metering agreement • SCADA agreement • Protective relay system agreement, and • Preliminary PPA acceptance. 		
Construction			
Finalized detailed design	Finalized Detailed Design must be approved	Approved Detailed Design	MOIT
Construction	<p>Prior to construction the developer must satisfy the following:</p> <ul style="list-style-type: none"> • Land is available • Valid construction permit • Finalized detailed designs • Construction contracts should be signed between the project developer/investor • Adequate funds according to work construction progress • Planned measures to endure safety and environment protection, and • Signed PPA. <p>The Ministry of Construction issues the building permit for onshore and near shore wind projects. It is currently not clear who will issue the building permits for offshore wind projects, but it is assumed it will be the same.</p>	Construction Permit	The Ministry of Construction
Operation			

Offshore wind roadmap for Vietnam: Interim report

Operation licence	Developers or investors currently must apply for an operation licence for operators for onshore and intertidal wind farms. This requirement is still to be confirmed for offshore.	Operation License	National/Regional Load Dispatch Centre
Electricity generation licence	The developer or investor must obtain an Electricity Generation Licence in order to officially operate the wind power plant and commence commercial activities. Circular No. 10/2015/TT-BCT dated May 29, 2015 of MOIT on providing for order and procedures for issue, revocation and duration of electricity activity permit, Article 10.	Electricity Generation	ERAV
Decommissioning			
Decommissioning plan	At the end of the operation period of the project, the wind farm will either be upgraded and reconditioned or decommissioned. The developer/investor will present a decommissioning and restoration plan to address all the significant aspects of the decommissioning process.	Decommissioning and Restoration Plan	Unclear but expected to be MOIT

Comparison of permitting and leasing processes

A high-level comparison of the processes for permitting and leasing in the UK, USA and the Netherlands is provided in Table 20.

Table 20 Comparison of permitting and leasing regimes in example countries

	England and Wales	US ⁷⁹	Netherlands
Installed capacity	8.4GW	30MW	1.1GW
Offshore wind targets	40GW by 2030 (all UK)	2% of national demand in 2030 and 7% in 2050. Targets for offshore wind are being driven at state level.	11.5GW by 2030.
Offshore wind market maturity	The UK is an established offshore wind market with upcoming lease auctions Round 4 for England and Wales currently ongoing which will add over 7GW to the UK offshore wind development portfolio.	The US offshore wind market is about to deliver its first utility scale project over the next 5 years. However, it has faced several challenges in the form of permitting uncertainty. Permitting has emerged as one of the greatest risks to the sector after an unexpected environmental review of all proposed East Coast projects.	<p>The Netherlands was one of the first countries in Europe to install offshore wind farms. It was initially slow to expand its capacity but has since made a significant commitment to the growth of its industry. Ongoing leasing rounds will run through the 2020s, with around 700MW of capacity planned to be installed on an annual basis to 2027, and 1GWE per annum from 2028 to 2030.</p> <p>Offshore wind targets have been aligned with a series of auctions and offshore grid development. Sites are consented before the auctions. This lowers project risk but also limits the ability of a developer to differentiate itself from its competitors. Auctions have been very competitive and have led to low prices. In 2019, the Netherlands first subsidy free auction was held (although this does not cover grid costs).</p>

⁷⁹ *Offshore Wind Energy Permitting: A Survey of U.S. Project Developers*, Pacific Northwest National Laboratory on behalf of the U.S. Department of Energy, November 2010, available online at https://www.pnnl.gov/main/publications/external/technical_reports/PNNL-20024.pdf, last accessed July 2020.

Offshore wind roadmap for Vietnam: Interim report

Sea bed leasing	<p>Competitive leasing rounds and auctions Issued by The Crown Estate (TCE) Active leasing rounds in England and Wales: Round 4.</p> <p>Round 4 lease areas will be granted for 60 years</p>	<p>Competitive leasing rounds and auctions Granted by the Secretary of the Interior and issued by Bureau of Ocean Energy Management (BOEM).</p> <p>Project development at present is being high driven at state level where states individually are setting offshore wind targets.</p> <p>A 25-year commercial lease is granted with possibility for renewal.</p>	<p>The Dutch government allocates the sites on the basis of competitive tenders, in which wind farm developers compete for the rights to build the site, including the seabed lease, development and construction permits, PPA and grid connection.</p> <p>The single stage leasing and price support system has lower risks for developers, but it does make it more difficult for developers to develop smooth pipeline of projects and build out very large projects of several gigawatts. Also, as the developer has not been involved in early development work, it may only learn about issues with the project site at a late stage. There is also a small risk that if the early government work was in error, this could lead to claims.</p>
Main consents required	<p>>100MW projects are classed as Nationally significant Infrastructure Projects (NSIP). This requires a Development Consent Order (DCO) granted under the Planning Act 2008 and incorporates additional consents such as deemed marine licence and onshore consents. NSIP projects are examined by the Planning Inspectorate with central government (Department for Business, Energy and Industrial Strategy) making the final decision. Some differences in approach between England and Wales.</p> <p><100MW projects are examined by the Marine Management Organisation (MMO) in England or Natural Resources Wales (NRW) in Wales. A marine licence and Section 36 (Electricity Act 1989) are required with deemed planning.</p>	<p>Site Assessment Plan (SAP, which sets out the technical data collection plan for the site).</p> <p>Construction and Operation Plan (COP).</p>	<p>The Dutch government undertakes all the work to establish the offshore wind farms, including establishing their location and design, undertaking ESIA and securing the necessary permits. To this end, the government researches the site, the seabed, wind speeds and meteorological data. This ensures that wind farm developers are provided with all the information they need in advance about how best to construct and operate the wind farm.</p>

Additional studies or consents	<ul style="list-style-type: none"> • ESIA • Habitat Regulations Assessment (HRA) • European Protected Species Licence <p><u>Post Consent</u></p> <p>Marine licence conditions such as:</p> <ul style="list-style-type: none"> • Construction Management Plan • Environmental Management Plan • Environmental Monitoring Plan <p>Legislation and guidance provide details of what must be considered / assessed, and surveys and assessments required.</p>	<ul style="list-style-type: none"> • ESIA • Cumulative Impact Analysis • Climate Change Assessment • Transboundary ESIA <p>Permits are also required with individual state agencies covering migratory birds, coastal zone management, water quality, air regulations and defense.</p> <p>In addition to the BOEM SAP and COP, there is a complex permitting process that runs concurrently with or tangentially to the BOEM process. These federal activities include: U.S. Army Corps of Engineers (USACE) permits for impacts to waters of the U.S. (Nationwide Permit (NWP) for SAP and Individual permit (IP) for COP) pursuant to the Clean Water Act; Consultation with the U.S. Fish and Wildlife Service (USFWS) for the preparation of Biological Assessment for impacts to federally protected species; consultation with the USFWS pursuant to the Migratory Bird Treaty Act; consultation with the National Marine Fisheries Service (NMFS) for Incidental Take Authorization pursuant to the Marine Mammal Protection Act; consultation with NMFS for Essential Fish Habitat pursuant to the Magnuson-Stevens Act; coordination with U.S. Coast Guard (USCG) for approval for Private Aids to Navigation; Section 106 Concurrence with State Historic Preservation Office (SHPO) for cultural resources; and Environmental Protection Agency permit for the Outer continental Shelf Air Regulations. In addition to permits, there is also coordination with other relevant</p>	<ul style="list-style-type: none"> • In identifying the best locations to take forward into auction rounds, the Dutch Government undertakes extensive environmental monitoring and detailed public and stakeholder consultation • TenneT is designated as the offshore grid operator. They are responsible for connecting the wind farms to the onshore transmission system .
---------------------------------------	---	---	---

Offshore wind roadmap for Vietnam: Interim report

		<p>stakeholders, including Department of Defense (DoD).</p> <p>At the state level, approvals/permits include a Section 401 Water Quality Certificate, Coastal Zone Management Act consistency determination, and other construction related permits. Approvals for impacts to state protected species and forest/trees may also be required.</p> <p>Post-construction monitoring and coordination with state agencies and BOEM is needed to ensure fulfilment of mitigations measures outlined in the COP and individual permits.</p>	
Key legislation	<ul style="list-style-type: none"> • Planning Act 2008 • Marine and Coastal Access Act 2009 • Energy Act 2004 • Electricity Act 1989 	<ul style="list-style-type: none"> • Energy Policy Act 2005 (s.388) • Outer Continental Shelf Lands Act (43 U.S.C. § 1331) • National Environmental Policy Act • Coastal Zone Management Act 	<ul style="list-style-type: none"> • Various regulations of the Minister of Economic Affairs setting out rules for licencing of offshore wind projects, for example of 13 October 2017, no. WJZ / 17122295 for lots I and II of the Hollandse Kust (zuid) wind energy area • Ministerial Order of the Minister of Economic Affairs, no. WJZ/17160973, concerning regulations on the subsidization of the production of renewable electricity using innovative offshore wind energy
Government resources	<p>Specific departments within MS, MMO and NRW process the applications relating permitting in the marine environment.</p> <p>A development consent order (DCO) is granted by BEIS after examination by the Planning Inspectorate.</p>	<p>BOEM is the main federal agency responsible for managing energy development for both traditional energy resources and renewables. However, a wide range of federal and state agencies remain key contributors to the permitting process.</p> <p>BOEM undertakes marine spatial planning and holds auctions for lease areas once development zones</p>	<p>Rijksdienst voor Ondernemend Nederland (RVO) secures the environmental permits before auctions.</p> <p>Energy Project Office (Bureau Energieprojecten) provides coordinated project development for large energy projects including offshore wind farms.</p>

	MMO and NRW process applications for all other developments and consents in the marine environment regardless of the size and type. For example. harbors, sea defenses, moorings, energy etc.	have been identified. Individual states hold power purchase auctions.	The Ministry for Economic Affairs and Climate Policy issues permits for offshore wind projects.
Benefits	<ul style="list-style-type: none"> • Flexible permitting regime with the ability to alter the project design within limits. • More streamlined (relatively small number of permits) • Generally, less time consuming than many systems • Stable policy regime • Skilled supply chain 	<ul style="list-style-type: none"> • In the US developer can suggest a site for the Government to auction and if the Government agrees, the developer can win the lease by being the only bidder (not always). 	<ul style="list-style-type: none"> • Certainty of pipeline due to published targets to 2030 • No permitting risks to developers • Government has full control over project siting
Issues	<ul style="list-style-type: none"> • Delays in project consenting due to resource capacity issues 	<ul style="list-style-type: none"> • Complex framework of laws and regulations (federal, state and local), need clarity and consistency across states to develop supply chain and attract investment. • Numerous permits required. • Jones Act severely restricts use of installation vessels to be American. 	<ul style="list-style-type: none"> • Upfront costs to Government to undertake studies and plan project areas • Cost to maintain capability and resources within Government • Developers may consider that they are better at selecting and designing sites, and at taking advantage of innovation that can lead to cost reductions

14 Government procurement

14.1 Purpose

In this work package, we examine the different regulatory options available to the Government for awarding both leases and PPAs through competitive processes.

We outline options for Vietnam to best facilitate steady growth, cost reduction and local economic benefit, based on timing and volumes consistent with the scenarios described in Section 2.

We consider intertidal projects and other early mover conventional fixed projects already in development and the need to build market confidence.

Existing FIT in Vietnam and future auctions

There is an existing FIT in Vietnam available to qualifying renewable energy projects. This FIT is set at US\$98/MWh for offshore wind. It is broadly considered to be unfinanceable for offshore wind, as discussed in 15.

The Government has recently announced that the FIT will be available to projects that reach commercial operation before November 2023.

The Government has stated its intention to introduce a competitive auction system for renewable energy projects after 2023, although no details of a proposed auction system have been made public.

This section takes this stated intention of a transition to PPA auctions as a starting point and examines the options available to the Government to put in place processes that cover both leasing and PPAs.

Existing approach to leasing in Vietnam

Currently Vietnam has an open-door approach to leasing where the developer identifies a site and works through the steps required to secure development rights from the Government. This approach is discussed in Section 12 and is not considered to be suitable to deliver high volumes of prospective sites or to give industry pipeline visibility.

This section focusses on options for a proactive government procurement approach required to deliver the scenarios discussed in Section 2.

14.2 Method

We assessed the approaches to leasing and PPAs used in various markets around the world, most of which tend to fall into two main categories: a one-stage centralized process and a two-stage decentralized process.

We compared these approaches and highlighted the strengths and weaknesses for each. We also considered lessons learned from other countries and gathered perspectives from project developers active in Vietnam.

14.3 Options considered

The one-stage and two-stage approaches to leasing and PPA procurement are described below.

- A centralized, one-stage approach, in which the government first identifies project development areas, undertakes ESIA and puts in place all required permits and grid connection agreements. The government then auctions the lease and PPA to developers in a single competitive process. This centralized one-stage process is used in Denmark and the Netherlands.
- A decentralized, two-stage approach, in which a developer selects a site and is responsible for carrying out the development activities. In a two-stage process a competition is first held to award a lease that grants exclusive development rights for a period of time. The developer is then responsible for applying for and gaining the necessary development permits and grid connection agreement. Once the development permits and grid connection agreement have been secured, the project is then eligible to participate in a second competition for a PPA. This is often in the form of a Contract for Difference (CfD) auction. This decentralized two-stage process is used in China, the UK and the United States of America.

The two approaches are presented in Figure 60.

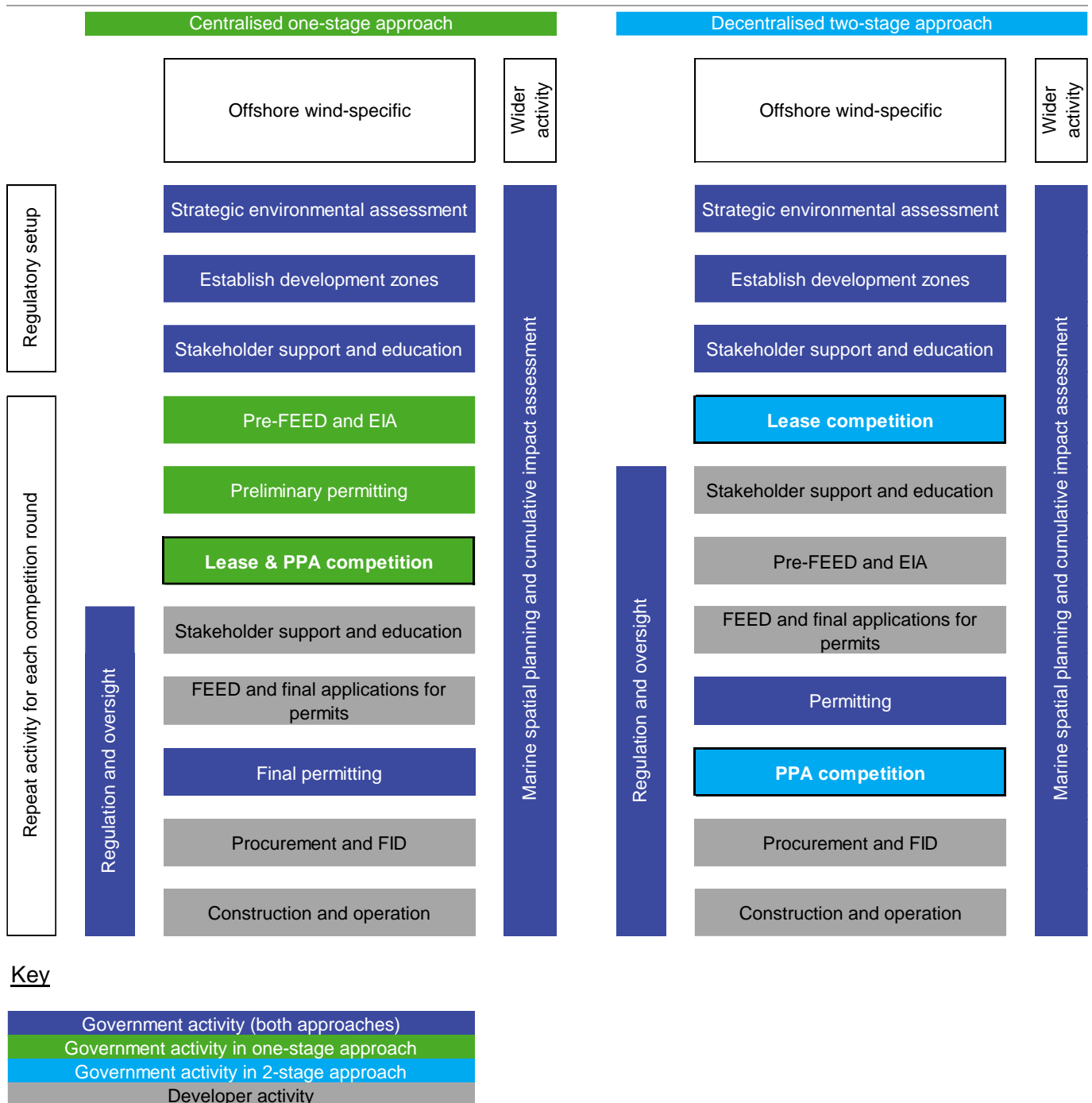


Figure 60 Overview of centralized and decentralized approaches to leasing and PPA procurement.

Important factors, independent of approach

The above approaches will be explored in detail in this section, but there are some important factors for the Government to consider regardless of the approach:

- Streamlining and transparency of the leasing, permitting and PPA processes
- Sufficient flexibility in wind farm design during permitting
- The right level of ambition when planning the pipeline of projects
- Long-term, at least 10 years, visibility of the pipeline
- Suitable PPA for the market
- A transition process for moving to a new PPA or leasing approach, and
- Securing strong competition

These factors are discussed below.

Streamlining and transparency of the leasing, permitting and PPA processes

As discussed in Section 12, the current permitting process in Vietnam is unclear and complex. This can lead to lower investor confidence in the market under either approach.

Under a centralized approach, the Government needs to take care over the surveying and site identification processes, and to provide industry with confidence that the sites being offered for lease are technically and commercially feasible. ESIA standards must be sufficient to attract international sources of finance. A well-coordinated process with inter-departmental coordination at ministry and provincial department level is vital.

Under a decentralized approach to leasing and PPAs, this can impact investor confidence due to development delays and the risk of not getting permits for the site.

Sufficient flexibility in wind farm design during permitting

Flexibility in construction and design of projects needs to be allowed for under both approaches.

Under both centralized and decentralized approaches, flexibility to change the design throughout the period between leasing and PPA is important to avoid delays due to re-application of permits after changes are made. It also allows for optimization of design as new technology emerges.

The right level of ambition when planning the pipeline of projects

Having an ambitious pipeline of projects and a sufficient volume is important for building up the industry and creating competition from several project developers and supply chain companies. The high growth scenario which builds up to 3GW per year would allow for growth and

competition. However, if it is too ambitious in the short term, it can lead to supply chain bottlenecks and project delays.

Long-term visibility of the pipeline

In addition to an ambitious pipeline, it is important to provide a long-term visibility of the pipeline, which can be achieved by planning lease and PPA auctions on a regular basis to provide confidence. This allows for early planning, coordination and optimization. Suppliers need long-term visibility and certainty of scale to make investments in capacity. Long-term visibility also brings confidence to invest in infrastructure and technology.

Suitable PPA for the market

Using the right type of PPA approach as the market develops is key. Concerns have been raised about the current FIT, and how financeable it is for large scale offshore wind projects. This is discussed in 15.

For early projects in a new market, the risk premiums and costs are significantly higher than in mature markets. This is due to a combination of an unproven and potentially incomplete regulatory framework, an immature supply chain, lack of infrastructure and high development costs.

Adapting a FIT specifically designed for offshore wind projects in the short term could reduce the risk of non-delivery, enabling the domestic market to build capability and construction volume before transitioning to an auction system.

Through industry engagement, we understand that preference for the current early mover projects is negotiated PPAs with the Government, in lieu of a suitable FIT or a competitive auction process.

In the long term, switching to a competitive auction can drive down the cost of energy, but only if there is sufficient competition and visibility in the market.

A transition process for moving to a new PPA or leasing approach

To secure investor confidence it will be important to ensure that there is a process in place to handle the transition into either a centralized one-stage approach or a decentralized two-stage approach. Projects in early-stage development at the time of the transition need clarity around where they fit in. If transitioning from a decentralized to a centralized approach leads to developers having their previously granted permits withdrawn to facilitate a transition, it can undermine investor confidence and be disruptive to sector growth.

Moving to a competitive auction requires a sufficient transition period to allow industry players to adapt. Going straight from FIT or negotiated PPAs to competitive auctions too quickly could lead to the market stalling, due

to bid prices being higher than the Government can bear because of supply-chain immaturity and the uncertainty of a new market.

A transition plan also needs to clearly set out how projects currently under development, or those that will start development prior to the transition, will be handled. For example, when the UK wind market made the transition from a fixed tariff regime to a system of competitive auctions, it used an arrangement known as the Financial Investment Decision Enabling Round (FIDER)⁸⁰ which was designed to enable developers to take final investment decisions of project ahead of the Contract for Difference (CFD) regime being implemented. Such a transitional arrangement needs to identify what stage a project needs to have reached at the time of the transition to be able to negotiate a PPA with the Government, as opposed to fall under a competitive auction scheme.

Securing strong competition

Competitive PPA auctions have generally been efficient in delivering cost reductions. Squeezing the price for

developers and the supply chain too early however can increase the risk of non-delivery, which can lead to a market stalling.

Assessing the level of investor interest in the market before transitioning to competitive auctions is key to ensure competitive bid prices.

The balance between cost and local content needs to be considered in competitive auctions. Some markets introduce local content requirements through their auctions, which supports the development of a local supply chain, but can be a barrier to cost reduction and industry growth. Other markets have had success in stimulating local supply with less direct requirements.

Introducing pre-qualification requirements and tendering conditions to the auctions, especially under a centralized approach, will encourage serious bids only.

Competitive auctions increase the cost and risks for developers. Creating a strong pipeline of auctions can help de-risk this.

14.4 Results

Table 21 Comparison between centralized one-stage and decentralized two-stage approaches to leasing and PPAs.

	Centralized one-stage approach	Decentralized two-stage approach
Risk or cost to government	<ul style="list-style-type: none"> + Could lead to lower bid prices + More opportunity for government to plan efficiently where the wind farms go - Higher risks and upfront cost to government 	<ul style="list-style-type: none"> + Lower risk and upfront cost to government + Competition between best projects - Less opportunity to cluster projects to benefit grid connection and supply chain
Attractiveness to developers	<ul style="list-style-type: none"> + Less upfront risk - Less control, some developers find this inefficient - Less opportunity for project innovation and differentiation 	<ul style="list-style-type: none"> + Greater control for developers + Greater chance to innovate and differentiate - Greater risk to developers
Supply chain investment impact	<ul style="list-style-type: none"> + Allows government to spread deployment over time, which is good for supply chain investment - Less opportunity for relationships to form between developers and local supply chain 	<ul style="list-style-type: none"> + Allows for long term relationships to form between developer and local suppliers - If combined with capacity constrained auctions, could deliver less opportunity for suppliers

⁸⁰ <https://www.gov.uk/government/publications/increasing-certainty-for-investors-in-renewable-electricity-final-investment-decision-enabling-for-renewables>, last accessed July 2020.

14.5 Discussion

Centralized one-stage approach

In a centralized approach, the government undertakes site identification, surveying, permitting and grid connection, and then auctions off both the right to construct the project and a PPA to a developer in the same auction.

Under this approach the government takes on the upfront costs and the risks of the development stage of the project. This upfront work includes sensitivity mapping to assess and define social and environmental constraints across the areas of interest. The findings of the sensitivity mapping exercise are used to inform a marine spatial plan (MSP) which defines potential development areas for offshore wind in the context of the social and environmental constraints and the interest of other sea users and offshore industries. This MSP approach best protects the environment whilst enabling development in the right locations and also limits the risk to developers of not gaining consent or grid connection.

Some developers might feel that it is inefficient, however, and that they would prefer to have greater control. They might also prefer to be able to build a portfolio of early stage developments, which would allow them to justify the investment in dedicated personnel, research and development activities, as well as developing relationships with suppliers over a long period of time.

The centralized approach could either be a more efficient approach, or it could be slowed down due to bureaucracy, depending on how streamlined the processes are, and how well the relevant departments within government work together. If there is a strong pipeline of projects and developers have confidence in the data provided and can rely on the timing and security of the permits, this approach could be beneficial for investor confidence. Upfront cost to the government is higher although well-defined costs can be reimbursed by successful bidders.

The government being able to control site selection could also deliver other synergies, including planning when capacity becomes available and allowing for a central grid connection for several wind farms.

Some countries taking the centralized approach also allow for developers to identify sites and secure leases for corporate PPAs under an open-door policy. The open-door policy can increase cost, time and risk of project failure. A better approach might be to combine a centralized approach with a zoning approach for corporate PPAs, where the government shares their spatial planning and constraints mapping results with developers looking to develop a project with a corporate PPA.

Decentralized two-stage approach

In a decentralized approach, developers select the site they want to develop and carry out the development work.

The developer is responsible for securing land ownership rights, permits, undertaking site surveys, acquiring grid connection and consent, and designing and constructing the electrical infrastructure.

In most markets the government combines a decentralized approach with undertaking some early spatial planning and constraint mapping to identify suitable development areas, within which the developers can choose the most suitable site.

This de-risks the decentralized approach to an extent, as it facilitates early stakeholder engagement and rules out unsuitable areas and conflicts with other users. This approach is favored by some developers, as it gives them greater flexibility to pick the most suitable site based on their own expertise and risk appetite, and it adds confidence because several potential constraints are excluded. They can also establish a pipeline of projects that they can develop at different rates to suit resources, relative attractiveness of projects and upcoming PPA competitions.

If a decentralized approach is combined with a competitive PPA auction, the developer does not have any guarantee that they will get a PPA for their project even if it secures permits. The risk can be somewhat mitigated by having a strong pipeline of planned PPA auctions.

Although the decentralized approach involves less upfront costs to the government, the per MWh bid prices for the projects could be higher than in a centralized approach, at least until the market is more mature and government policy framework and capability is proven. This is due to higher costs and risks for the developers being priced into auction bids.

Some developers prefer this approach even though it increases their risks and costs, as it gives them greater control and opportunities for competitive advantage. Some developers are likely also to be more experienced in selecting suitable sites than the government, especially in an emerging market, and therefore prefer this approach, as it maximizes the value of the wind resources available.

Under this approach the developers have more time to create long term relationships with local suppliers, which can be beneficial. On the other hand, auction capacity limits under this approach could hinder deployment of projects, which in turn means there are fewer contracts to be awarded to the supply chain. An example of this was in the 2014 CfD round in the UK, where one project was awarded more than half the available capacity.

Considerations for Vietnam

- The high growth scenario is based on leases awarded per year growing from 2GW to 4GW per year in the 2020s and sustaining that rate in the long term. It is

important to get the right processes in place as soon as possible to achieve this, recognizing the time from award to construction.

- Regardless of whether Vietnam adopts a centralized one-stage or a decentralized two-stage process, the Government should undertake detailed marine spatial planning, backed by strategic sensitivity mapping and considering future cumulative impacts. A robust spatial plan provides locational guidance and certainty to developers and reduces the impact of project permitting risks. This planning work is time critical so needs to be carried out as soon as possible. This work also needs to take into consideration the grid requirements and any locational signals the Government wishes to impart in that regard.
- To prime the market and maintain momentum, a route to suitable PPAs for the offshore projects already in development in Vietnam should be prioritized. This can be based on a revision of terms of the existing PPA, or on the Government entering negotiated PPAs with project owners.
- An independent review of the developer interest in the market should be carried out before deciding to adopt a competitive PPA auction process, to ensure there is sufficient competition.
- A clearly defined plan is required for transitioning from a FIT or negotiated PPA to a one-stage or two-stage process. This must include a plan for how to handle any current or new projects in development at the time of transition. This should include guidance on what stage the project needs to be at during the time of transition to fall under the new approach, and what happens to those that do not meet that requirement.
- The pre-qualification processes for future lease and PPA auctions needs to focus on capability and strength of bidders. Experienced and competent developers are key to lowering the LCOE and successfully delivering projects and local benefit.
- The pipeline of lease and PPA auctions needs to be ambitious in terms of capacity and provide a time horizon that encourages investment in learning, supply chain capacity and infrastructure.
- The high growth scenario is based on leases awarded per year growing from 2GW to 4GW per year in the 2020s and sustaining that rate in the long term. It is important to get the right processes in place as soon as possible to achieve this.
- Expertise and capacity development within Government departments is crucial. If the site selection and development in the centralized one-stage approach is not to an acceptable standard for the developer securing the lease, there could be a risk that the Government is exposed to commercial liabilities.

15 Wind farm revenue

15.1 Purpose

The purpose of this work package is to define the elements which impact the bankability of offshore wind projects in Vietnam. Our focus is the potential financial risks to large scale offshore wind development which may be perceived as a barrier by international and local investors alike. While we consider the general macro-economic environment, we have not at this stage considered country-specific issues which are not specific to investments in offshore wind, for example foreign exchange controls or constraints on dividend repatriation. These will be addressed in the next phase of work.

15.2 Method

On 15 January 2019, the terms of Vietnam's PPA for onshore and offshore wind were updated and published by MOIT in Circular No. 02/2019/TT-BCT (Circular 02) with an implementation date of 28 February 2019. Circular 02 sets out the requirements for inclusion of a wind power project in the National Power Development Plan, construction of the wind power project and application for the PPA. It also provides a Model PPA contract which is required to form the basis of all PPAs between EVN and asset owners.

Developing an offshore wind plant involves different risks and considerations to onshore development. However, there will also be benefits in taking elements of the onshore regime as a template for the offshore regime, where that is possible.

We therefore reviewed key aspects of the existing regime and considered intended changes, such as the proposed move to auctions beyond 2023, and identified the risks that such a regime may create.⁸¹

To do this we consulted with a range of offshore wind developers active in Vietnam, carried out a review of commentary by parties in Vietnam and other global institutions on existing arrangements, and relied on our knowledge of key issues for investors in other support regimes internationally.⁸²

Throughout, our guiding principle has been that risk should be placed where it can be best managed. There are some risks, such as higher than expected operating costs, which investors should bear as they are well placed to manage them. If risks are placed with investors that are outside of their control, such as regulatory or policy risks, they will

require an increased rate of return for bearing them. In the limit, they will decide not to invest and to allocate their capital to other international investment opportunities. As a result, it is more efficient for these risks to be placed on the Government or directly on customers, as this will result in a lower cost to customers than the cost of paying investors to bear them.

Where we have found that the existing regime may allocate risks inappropriately in a way which may create a barrier to the rollout of offshore wind, we have suggested a potential mitigating policy action.

15.3 Results

We have identified three separate phases during which an offshore developer is likely to be subject to significant financial risks.

- Pre-construction
- Construction, and
- During the contract period of the PPA (i.e. due to the terms set out in the Model PPA).

The main financial risks and issues with the existing regime are summarized in Table 22 and are discussed further below, alongside the mitigation we would propose for the Government to consider in the Vietnamese offshore regime.

Each risk identified has been assigned a risk magnitude based on the following scale:

- Red: significant financial risk to investors that is likely to stop investment happening, requiring mitigation from the Government.
- Amber: moderate financial risk to investors that will have significant cost implications and may need mitigation from the Government.
- Green: low-level financial risk not likely to stop investment, the Government may consider mitigation.

This scale focuses on the size of the impact should a risk materialize, rather than the probability of it materializing.

These risks apply to the present FIT support regime in Vietnam. Should an alternative support mechanism be implemented for offshore wind then further risk assessment will be required.

⁸¹ Note that we have not considered all potential eventualities – for example imposition of strict local content requirements.

⁸² Including Baker McKenzie, Watson Farley & Williams, Mayer Brown, LNT & Partners, and the Global Wind Energy Council.

Table 22 Investment risks.

Risk	Summary	Project status	Risk magnitude RAG	Policy mitigation measures
Risks occurring during project development and construction phases				
Project approval denied	Surveying, designing and planning costs may be lost if permitting fails or if plant not approved for inclusion in Power Development Plan	<i>Project development</i>	R	Streamlining of process with potential for some State-led site planning
Planning and development delays	Complexity of the pre-construction application and approvals process leads to risk of delay and policy changes in the interim	<i>Project development</i>	R	Process streamlining; lock-in of support level at application stage
Uncertainty over support level	Risk that support payments are reduced by policymakers post FID	<i>Project development construction, operation</i>	R	Fix support payment in PPA at an early stage
Grid delay or grid access denied	Risk that onshore grid is not available at the time wind farm is ready to operate	<i>Construction</i>	A	Incentive regime on grid developments
Inadequate environmental and social impact assessment leading to projects failing to attract international investment	Adherence to local standards for ESIA might lead to projects failing to attract international investment because they do not meet the requirements of investors	<i>Project development</i>	A	Improved standards for ESIA that are consistent with international standards such as World Bank Performance Standard 6 ⁸³
Risks occurring during the operational life of the plant				
Curtailment	Non-financeable due to potential for uncapped grid curtailment	<i>Operation</i>	R	Curtailment compensation (beyond a certain threshold)
Cost risk	Risk that cost elements resulting from broader regulatory framework (for example network charges, levies) inflate over time	<i>Operation</i>	R	Compensation in PPA
Termination conditions	Risk that the PPA is terminated early, as a result of sector reforms	<i>Operation</i>	R	Provision for contract novation
Credit risk	Risk that counterparty to payments is not sufficiently creditworthy	<i>Operation</i>	A	Government backstop to PPA in event of counterparty default
Dispute resolution	International arbitration to resolve disputes is not explicitly provided for	<i>Operation</i>	A	PPA to include provision for international arbitration

⁸³ https://www.ifc.org/wps/wcm/connect/topics_ext_content/ifc_external_corporate_site/sustainability-at-ifc/policies-standards/performance-standards/ps6, last accessed July 2020.

Offshore wind roadmap for Vietnam: Interim report

Force majeure	Political acts are not included in the definition of force majeure events	<i>Operation</i>	A	Amend definition of force majeure events
Step-in rights of lenders	Right of lenders to step-in in the event of a breach in contract are not provided for in the PPA	<i>Operation</i>	A	Amend PPA to include provision for step-in rights
Inflation	US\$ inflation not considered in support payment	<i>Operation</i>	A	Index the support payment to account for US\$ inflation
Currency transactions	Risk associated with depreciation of VND between invoice and payment dates	<i>Operation</i>	G	Amend PPA to use exchange rate on date of invoice

15.4 Discussion

We have focused on the risks which are outside of the developers' control. We discuss the specific risks occurring in each of the three phases below.

Development phase risks

For onshore and offshore wind projects, there are several requirements placed on developers in relation to project approval and permitting, which create risks for developers.⁸⁴

Using competition to set support payment levels (for example, via an auction) is typically seen as likely to result in lower costs for customers and is proposed from 2023 for Vietnam.⁸⁵ Auctions will only deliver an efficient outcome if there are sufficient competitors. If this is not the case, a competitive process can lead to high support payments.

Any switch to an auction approach beyond 2023 should involve an assessment of the likely level of developer interest. If sufficient interest cannot be guaranteed, continuing with an administratively set price is likely to be a preferable option. At the very least, in such circumstances Vietnam should consider a simple competitive process which is low cost for participants, and which has an administratively set cap on price which is sufficient to secure the economics of ongoing development.

Even if the "headline" support payment is set at a level which appears attractive, there will be further considerations for developers in the pre-construction phase. First, there are significant risks that developers make substantial investments into projects which are not subsequently approved if, for example, the policy appetite for offshore wind changes. Second, there are risks

associated with the timing of the application process. Developers require to liaise and negotiate with multiple parties. The potential for timing delays in this phase of the project exposes the developer to cost risk as they have an unknown cost of financing pre-development and to the risk that the level of support payment changes during the development process.

Some of these risks can be mitigated by process streamlining, and potentially with the state taking a larger role in establishing sites and connections for wind farms.⁸⁶ While this would sacrifice, to some extent, the ability to benefit from existing private sector expertise in the development phase. For example, if a private actor has more experience and expertise in assessing site conditions than the state, this may be an acceptable trade-off.

Beyond this, a further way to manage these risks would be to provide for support levels to be locked in via the PPA contract which is then activated once the wind farm is commissioned. This would go some way to providing investors with comfort. Such a contract would ideally include incentives or penalties on investors related to their projects, to ensure that developers did not "hoard" such PPAs.

Construction phase risks

We have highlighted two risks which investors may face during the construction period.

The first relates to the risk that support levels are changed over time, as discussed above in relation to pre-construction risks.

The second is that, while the wind farm development may be completed on time, other works such as the onshore

⁸⁴ These requirements include: i) an application for inclusion in the National PDP containing a planning scheme, details of land/water/natural resource use with opinions from competent authorities, and written opinions from the relevant power corporation; ii) a FS; and iii) an application for construction design.

⁸⁵ An auction regime could operate alongside the rest of the existing regime. The auction could simply be a means by which the level of support for a given set of projects was set (as opposed to the current administrative process). This level would then be inserted into the relevant PPAs.

⁸⁶ For example, via a state entity undertaking wind studies to determine the most suitable potential sites, getting the seabed rights, arranging planning permission, and arranging a connection agreement with the electricity system operator. Developers would then bid for the right to build and operate the wind farm in the designated location.

grid connection may be delayed. At best this will result in developers running up additional financing costs – at worst, it may shorten the duration of the effective support regime and/or result in penalties under the PPA for failure to supply.

This can be mitigated by providing for compensation from the parties carrying out related network investments.

Operation phase risks

EVN is the sole buyer of electricity in Vietnam and, as a result, developers must have a PPA signed with EVN prior to beginning a wind farm's construction. There are a number of terms in the model PPA which introduce financial risks for investors. These risks are detailed below.

Curtailment

While the PPA may require EVN to buy all of the electricity generated by a plant and delivered to the specified delivery point, the terms of the PPA may relieve EVN from its obligation to purchase when there are technical issues on the transmission grid.

These terms effectively transfer all transmission risk to the developer. While the PPA may require that EVN minimize the reduction or suspension in its receipt of power and must give 10 days' notice of the interruption, it is unlikely that these provisions sufficiently reduce the risk of uncapped curtailment.

This risk can be mitigated by the implementation of curtailment compensation beyond a certain "anticipated" level of curtailment.

Cost risk

The investor may face a risk relating to elements of their cost base which are outside their direct control, for example those which derive from the broader sector regulatory framework such as any network charges, charges for transmission losses or levies on generators. Were such elements to increase in value over the lifetime of the plant, it would clearly impact on expected returns.

This risk could be mitigated by including in the PPA an explicit requirement on the counterparty to indemnify the developer against such risks.

Termination conditions

Investors would clearly face significant risk if the PPA were terminated early. There are a range of possible reasons for such a termination, including for example related to proposals for wider reform of the electricity industry in

Vietnam which would see EVN ceasing to operate as a central buyer of power as is currently the case.

This could be mitigated by making clear in the PPA that the contract could not be terminated in such an eventuality, and that either the contract would be novated to an equally creditworthy counterparty in the event that sector reforms meant that it was no longer possible for EVN to remain as counterparty.

Credit risk

Investors will be paid by EVN, and so they will be exposed to a credit risk relating to EVN's creditworthiness. It will clearly be important to investors that EVN is seen as creditworthy and for there to be a transparent route through which EVN can recover the costs it incurs as a result.

EVN has a credit rating of BB⁸⁷, which indicates that it is creditworthy and stable. However, if creditworthiness were to constitute a major issue for investors, it could be mitigated by the Government providing some form of backstop arrangement, whereby it would provide payment in the event of a default by EVN.

Dispute resolution

The PPA is governed by Vietnamese law and does not include an explicit provision for international arbitration. Circular 02 does state that, following failed attempts at negotiation, dispute resolution may be pursued under relevant provisions of law. This may allow developers to negotiate with EVN for the inclusion of an international arbitration clause in the PPA. It is unclear if EVN will be open to such an amendment. If it is not, the developer is at greater risk if dispute resolution is required.

To remove the dispute resolution risk, the PPA should be amended to explicitly provide for international arbitration.

Force majeure

Events of a political nature are no longer included in the definition of force majeure events included in the PPA. As a result, government acts which affect the performance of the PPA, the non-issuance of licenses or approvals to the developer, nationalization of the developer's property, or government appropriation are no longer considered to be force majeure events by default. To get force majeure protection, the impacted party would have to prove the political event was unforeseeable and uncontrollable. If it cannot do so, it would be in breach of contract.

This highlights the importance of providing for international arbitration in the PPA to give confidence to developers that an impartial party will determine whether a political act was a force majeure event. Additionally, this risk could be

⁸⁷ <https://www.worldbank.org/en/news/press-release/2019/04/11/fitch-ratings-confirms-creditworthiness-of-vietnam-national-power-transmission-corporation#:~:text=Having%20attained%20a%20Long%20Term>.

[Standalone%20Rating%20is%20'BB%2B'.](#), last accessed July 2020.

mitigated through the explicit inclusions of political acts in the force majeure clause in the PPA.

Step-in rights

In the event of a breach in contract, the rights of lenders to step in and replace the breaching party directly or by appointing a third party are no longer explicitly provided for in the PPA. Developers need to negotiate with EVN if lenders are to keep this right, though it is unclear whether EVN will be open to this amendment.

If this risk is found to be of serious concern to developers or their lenders, and unable to be easily dealt with through negotiation with EVN, the Government should consider amending the PPA to explicitly include a step-in right for lenders.

Inflation

The current FIT is not indexed to an inflation rate, meaning the investor is exposed to the risk of higher than forecast inflation. The FIT is stated in United States Dollar (US\$) equivalent but is paid to developers in Vietnamese Dong (VND). As a result, it is reasonable to assume that Vietnamese inflation will be accounted for, as it should lead to a depreciation of the VND against the US\$. The investor will still be exposed to the risk that US inflation deviates from their forecasts over the 20-year duration of the PPA.

This risk could be mitigated through indexing any future support payment to an inflation rate.

Currency risk

As noted above, the current FIT is stated in US\$ equivalent but is paid to developers in VND. The VND payment is calculated by multiplying the FIT rate in US\$ by the VND-US\$ exchange rate announced by the State Bank of Vietnam on the date on which the invoice is issued by the developer to EVN. We understand that under the original PPA, the exchange rate on the payment date was used. Considering that the VND-US\$ exchange rate typically depreciates, referencing the exchange rate to the invoice date rather than the payment date increases the currency risk to developers as there may be up to 25 days between the two.

Summary

We understand that none of the European developers (including COP, Enterprize and Mainstream) consider the existing FIT regime to be suitable to secure financing for large offshore wind projects. Our analysis indicates several issues with the existing regime, and with any similar regime dependent on auctions to set the support payment level, which may act as a barrier to offshore investment.

Vietnam should consider material changes to the existing FIT regime in the short term to reallocate risk to support the bankability of projects. This will increase investor interest in the sector and prevent Vietnamese consumers having to

pay higher tariffs to compensate for inappropriately allocated risks.

This should involve changes to the regime which protect developers from “state” risks, for example project permitting or grid delays, particularly during the pre-construction period, which address issues around unpredictable curtailment, and which ensure that the terms of the PPA actively facilitate the involvement of international finance, for example termination conditions, step-in rights and dispute resolution.

Regardless of whether the Government adopts a centralized one-stage process or a decentralized two-stage process, as outlined in Section 12, any move to an auction-based regime should be based on an assessment of the likelihood of sufficient investor interest. This is critical for an auction approach to be successful. Prior to the sector maturing sufficiently to secure such interest, an administratively set support level is likely to be more appropriate, or at least a competitive process which is low cost for participants and which has a “backstop” cap on the level of support payments, set at a level which will ensure the financeability of an offshore wind rollout.

16 Health and safety

16.1 Purpose

The management and regulation of health and safety is a vital aspect of developing a sustainable and responsible offshore wind industry. The purpose of the work package is to undertake a high-level review of applicable health and safety (H&S) guidance and law in Vietnam, to understand how this guidance and law aligns with offshore wind requirements and to identify areas for improvement, where required.

16.2 Method

Our assessment has been based on our existing knowledge of offshore wind health and safety issues, primary research in relation to health and safety frameworks in Vietnam, engagement with local partners with direct knowledge of marine operations in Vietnam and discussions with the following active developers:

- Enterprize Energy, and
- Mainstream Renewable Power.

16.3 Feedback from developers

There is an expectation that developers will build on regulations already in place for the offshore oil and gas industry in Vietnam with the understanding that not everything will be covered by these regulations and that a pragmatic approach will be required in the early years.

Design standards will be selected following international good practice, with Vietnamese standards considered when these exceed international standards. It is unlikely that there will be many cases where this is the case, given the infancy of the offshore wind industry in Vietnam and globally.

Developers will specify the various H&S standards that will be relevant during construction and operation and ensure contractors have access to the necessary resources to be able to properly implement these standards.

In addition to applying international standards, developers will also make use of experienced personnel from other regions for the training and development of operational personnel in Vietnam.

16.4 Results

The offshore wind industry in Vietnam is in its infancy and currently only intertidal installations exist. Whilst no regulations exist specifically for the offshore wind industry, the 'Petroleum Operational Safety Management' regulations, PM Decision No. 04/2015/QĐ-TTg do exist for the offshore oil and gas industry.

These regulations have been developed by the PM's office. All documentation that is required to be created in accordance with these guidelines must be submitted to the MOIT for approval before any operations can begin.

Whilst it is not currently a requirement that offshore wind farm owners comply with the existing oil and gas regulations, in the absence of offshore wind specific regulations it is appropriate that the oil and gas regulation be taken as a logical and robust starting point. Whilst it is recognized that oil and gas activities have different health and safety risks associated with them due to the presence of pressurized hydrocarbons, there is precedent for adoption of general health and safety standards in other offshore wind markets such as the UK, where oil and gas regulations have been used as a starting point for offshore wind projects.

This would also be an efficient way of proceeding with offshore wind projects in Vietnam, as the creation of entirely new guidelines can be a long process. This is also in line with the expectations of project developers, as discussed in Section 16.3.

Our understanding is that once a developer has submitted documentation for each wind farm project, MOIT will then establish an Assessment Council to examine the material.

MOIT will then notify the relevant organization or individual on the status of submission – whether it has been accepted or if further work or modifications are required.

This council may then carry out on-site inspections during site activity and hold verification meetings.

The existing oil and gas regulations provide details on safety management for all operations including: search, exploration, processing, storage and transport of oil and gas.

The regulations cover:

- Safety management program (including policies, objectives, safety activities, national and international regulations and a compliance assessment)
- Risk assessment report
- Emergency response plan
- Responsibility of organization of individual for safety management (including materials, safety and risk management, emergency response, occupational safety, personnel training and qualifications)
- Safe design and construction of facilities (including general requirements, hazardous area classification, and firefighting and prevention)
- Safe operation of facilities (including facility operation and maintenance management, communication,

Offshore wind roadmap for Vietnam: Interim report

transportation of people and cargo, work permits, wind farm vessels and safety zones), and

- Inspection, investigation and reporting system (including safety inspection, incident or accident investigation and reporting systems).

Other regulations that are normally applicable to offshore oil and gas projects in Vietnam include:

- QCVN 11:2012/BCT – National Regulation on Risk Acceptance Criteria used for Quantitative Risk Assessment (QRA) of Oil and Gas, Petroleum, Chemicals and Thermal Power Activities, 2012
- QCVN 19:2009/BTNMT – National Technical Regulation on Industrial Emissions of Inorganic Substances and Dust, 2009, and
- QCVN 20:2009/BTNMT – National Technical Regulation on Industrial Emissions of Organic Substances, 2009.

In order to determine any gaps in current Vietnamese regulations and determine areas for improvement, it is important to understand the various health and safety documents that are applicable to offshore wind activities globally.

Table 23 lists the various health and safety legislation documents that are commonly used around the world, along with some that are UK specific. UK specific guidelines have been used here as an example of a market that is more established than the Vietnamese market. Whilst some UK specific regulations have been included, the vast majority are international standards (that have also been applied to UK projects) and, as indicated by developer feedback, the intention is to apply these to offshore wind projects in Vietnam.

Table 23 Relevant health and safety legislation and guidance documents (UK/worldwide).

Project Stage / Area	Document	Summary	Applicable to Vietnamese Projects
Construction	Construction Design and Management (CDM) Regulations	Regulations to cover the management of health, safety and welfare when carrying out construction projects in the UK.	No (UK specific and there may already be similar in place in Vietnam)
Design Safety / Emergency Response Inspection Emergency Response	DNVGL-ST-0145, Offshore Substations for Windfarms	General safety principles, requirements and guidance for platform installations associated with offshore renewable energy projects (substations).	Yes (international standard applied globally).
Design Inspection	DNVGL-ST-0119, Floating Wind Turbine Structures	Principles, technical requirements and guidance for design, construction and inspection of floating wind turbine structures.	Yes (international standard applied globally).
Design Construction	DNVGL-ST-0126, support Structures for Wind Turbines	General principles and guidelines for the structural design of wind turbine supports.	Yes (international standard applied globally).
Design Construction	DNVGL-ST-0437, Loads and Site Conditions for Wind Turbines	Principles, technical requirements and guidance for loads and site conditions of wind turbines.	Yes (international standard applied globally).
Design	IEC 61400, Wind Turbine Generator Systems	Minimum design requirements for wind turbines.	Yes (international standard applied globally).

Design Operation Maintenance	EN 50308: Wind Turbines – Protective Measures – Requirements for Design, Operation and Maintenance	Defines requirements for protective measures relating to health and safety of personnel (commissioning, operation and maintenance).	Yes (international standard applied globally).
Various	G+ Good Practice Guidelines and Safe by Design Workshop Reports	Good practice guidance intended to improve the global H&S standards within offshore wind farms and workshop reports that explore current industry design and investigate improvements.	Yes (international standard applied globally).
Health & Safety	RenewableUK Health & Safety Publications	Various H&S guidelines for offshore wind farms including Emergency Response guidelines.	UK specific, but may be applied internationally.
Safety / Emergency Response Arrangements	Safety of Life at Sea Regulations (SOLAS)	Sets minimum safety standards for life saving appliances and arrangements.	Yes (international standard applied globally).
Construction Safety	CAP 437, Standards for Offshore Helicopter Landing Areas	Criteria required in assessing the standards for offshore helicopter landing areas.	Yes (UK standard but typically applied internationally).

In the UK, the Construction Design and Management (CDM) regulations apply to most construction projects, whilst the DNVGL-ST guidelines are the main global standards for offshore substations and wind turbines.

G+ is the global health and safety organization bringing together the offshore wind industry to work on the areas of incident data reporting, good practice guidelines, Safe by Design workshops and learning from incidents. The guidance is intended to be used by all to improve global health and safety standards within offshore wind farms.

The various G+ and RenewableUK guidelines have been developed specifically for the wind industry (offshore and onshore) and are used in conjunction with the DNV-GL guidelines.

It should be noted that this is not an exhaustive list, rather the main legislation and guidance applied to offshore wind projects. There are many international standards applicable for specific design areas, including EN, ISO and IEC standards.

16.5 Discussion

Vietnam does not currently have any health and safety regulation in place specifically for the offshore wind industry. Regulations do exist for the offshore oil and gas industry, however. Analysis has shown that these regulations set out the requirements and responsibilities of any organization undertaking an offshore project at a high level. These regulations provide a good framework that can also be applied to the offshore wind industry. It is important to note that these regulations do not set out any specific

targets or criteria in relation to health and safety, such as design criteria, safety targets or emergency response times.

Experience with other offshore wind markets has shown that project developers have made use of international regulations, standards and guidelines (e.g. DNVGL, ISO, G+, etc.) in conjunction with any overarching guidelines in place for the country of operation (for example CDM) in place of creating new guidelines for the offshore wind market. As an example, offshore wind farms in the UK will follow CDM guidelines and will also make use of DNVGL-ST-0145/0119/0126 along with various other ISO standards and guidelines.

It may be possible for developers to adopt the same approach for new offshore wind developments in Vietnam - using PM Decision No. 04/2015/QĐ-TTg (or its equivalent for offshore wind) along with various international standards guidelines. Not only does this approach eliminate the need to develop entirely new guidelines, it has already been adopted in other markets. Feedback from developers is that this is their intention.

The language used in PM Decision No. 04/2015/QĐ-TTg is broad enough that, in most cases, it may be applied to offshore wind projects. Should the Government wish to provide a more complete document for the offshore wind industry, however, consideration should be given to expanding these regulations to include specific international design and operational guidelines and standards that should be followed.

Offshore wind roadmap for Vietnam: Interim report

The approach that has been followed in other regions (such as the UK) is to use offshore oil and gas regulations as the starting point and use these, in conjunction with international offshore wind regulations, in order to ensure best practice and minimize health and safety risk for design and operation of offshore wind farms.

Given that this approach has been followed elsewhere, it would be advantageous to make the best use of experienced personnel during project development and operations, including training of personnel. The intention to do just this has also been indicated by project developers.

Behavioral health and safety training form an integral part of modern health and safety frameworks and has been widely adopted and applied in the offshore wind industry. Vietnam can benefit from international experience gained in this regard by developers in other offshore wind markets.

16.6 Recommendations

The Government should liaise with various project developers at an early stage to gain a better understanding of the various international standards and regulations that will be applied to offshore wind farm projects in Vietnam, in

order to build on the current oil and gas regulations already in place (specifically PM Decision No. 04/2015/QĐ-TTg) to include more offshore wind specific guidance, such as which regulations should be applied to new wind projects.

The approach will provide clarity and assurance to project developers that there is a good framework in place for H&S relating to the design, construction, commissioning and operation of wind farms. This decreases risk of harm to people and also decreases risk of delays to projects whilst regulatory issues are resolved.

The Government should state in any updated guidelines specific to the offshore wind market that experienced personnel from other regions shall be used to operate new installations and train local personnel. This will indicate the commitment to using local personnel in the long term and will also provide confidence to potential investors that previous learnings and experiences will be used as much as possible to minimize health and safety risk. Applicable regulations should have a firm focus on the behavioral aspects of health and safety and ensure that ongoing behavioral training forms a core element of compliance.

17 Transmission infrastructure

17.1 Purpose

In this package, we examine the existing transmission network and transmission upgrades as well as changes in grid management that may be required to support development of offshore wind under the offshore wind scenarios presented in Section 2.

We also review the processes that are used to manage grid connection applications in Vietnam.

17.2 Method

Our assessment has been based on sources as cited within this section along with industry knowledge.

17.3 Current transmission network

As of 2019, the peak demand in Vietnam was 60GW with predictions for this to increase to 130GW by 2030 due to economic growth. As such, the system will require additional generation to satisfy the predicted increase in demand. This poses challenges for developing and reinforcing the transmission network, whatever new generation capacity is installed.

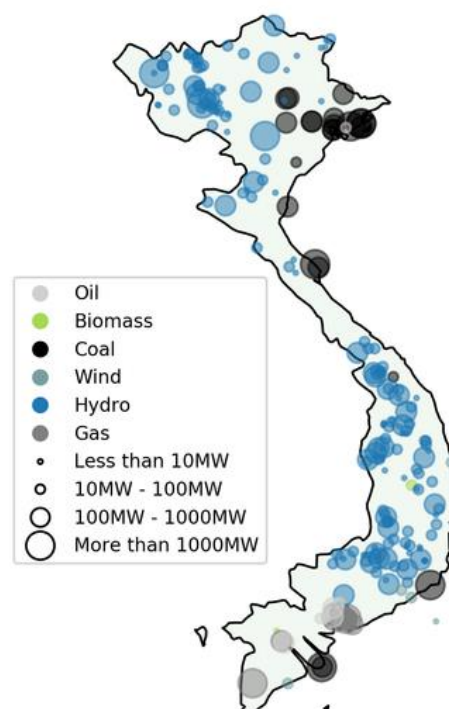
The transmission network is divided into three regions, North, Central and South. Demand centers are focused around the North and South, absorbing about 45% of total power each. The Central region plays the role of a transmission link in between the North and the South. Power is transmitted at 50Hz. Transmission lines at voltages ranging between 500kV and 110kV are used to connect network demand centers and generation.

The system has over 7,500km of 500kV lines and nearly 40,000km of 110kV and 220kV lines. There are two parallel 1500km, 500kV transmission lines connecting the North and South of the country with a general South to North power flow. This connection is highly loaded, especially in the rainy season, which corresponds to periods where there is high wind resource. The capacity on the North-Central connection is 2600MW, while the Central-South connection has 4600MW capacity.⁸⁸

To account for the constraints, balancing mechanisms are used to manage electricity flow. The surplus electricity generated in the South is exported to Cambodia. Additional

electricity can be imported from China or Laos, although this only accounted for 1.5% of electricity usage in 2018.⁸⁹

Figure 61 shows a map of power generation by type.



Data from WRI Global Power Plant Database. 2018.

Figure 61 Power Plants in Vietnam.⁹⁰

According to the Institute of Energy's *Energy Outlook 2019* Report, Figure 62 shows areas of congestion have been identified in the transmission grid for 27GW of renewable generation, of which 5GW is offshore wind generation, in 2030.

⁸⁸ Le Hong Lam and Ngo Van Duong, 'A proposal to mitigate over-voltage issue within period of 2017-2020 and a vision to 2025 in central Vietnam', *2019 IEEE Milan PowerTech*, 2019, available online at <https://ieeexplore.ieee.org/document/8810457>, last accessed July 2020.

⁸⁹ *Vietnam Electricity Annual Report 2017t*, Vietnam Electricity, February 2018, available online at <https://en.evn.com.vn/d6/news/Annual-Report-2017-6-13-839.aspx>, last accessed July 2020.

⁹⁰ Greening the Grid, <https://greeningthegrid.org/where-we-work/greening-the-grid-vietnam>, last accessed July 2020.

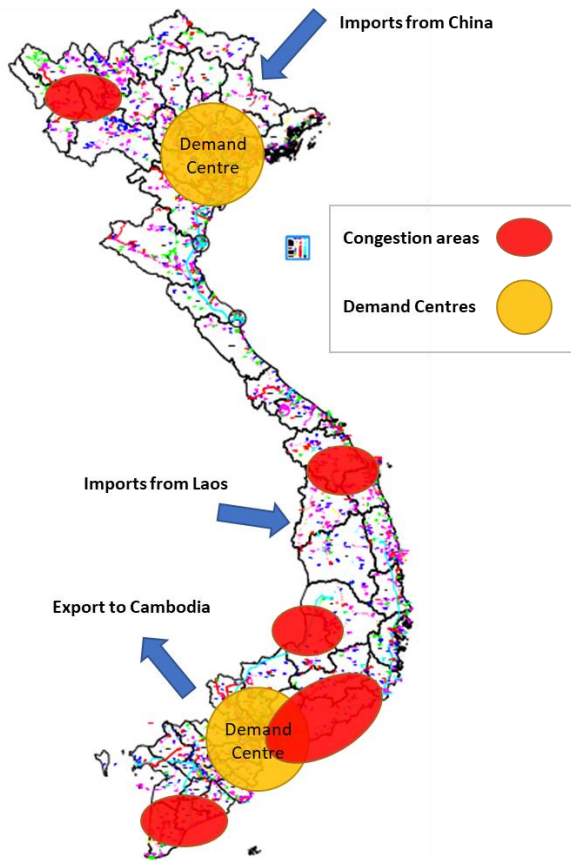


Figure 62 Transmission congestion areas.

The offshore wind market is still immature in Vietnam. Less than 100MW is installed at present but this will increase significantly. Figure 6 shows that the majority of the potential offshore wind areas are in the South, due to lower wind resource in the North.⁹¹ This imbalance between the South and North will be an increasing challenge for the power system.

17.4 Potential issues with increased deployment of wind

Substations and transmission upgrades

Inevitably as Vietnam progresses and new power plant is brought online, new substations and transmission upgrades will be needed.

Recent system modelling studies show that there is already congestion in and around major cities with high population density, putting strain on local substations and lines.⁹² New infrastructure will be required to support areas of high congestion and new capacity. Technologies such as

distributed temperature sensors (DTS) can help to maximize use of existing infrastructure.

Grid harmonics

Modern wind turbines commonly employ variable-speed generator technology with a power-electronic converter as part of the grid connection. A drawback of the use of power electronics is the emission of harmonic currents. In addition, they impact the resonance frequencies of the grid due to the presence of large amounts of capacitance in subsea cables and capacitor banks. At the point of connection, harmonic compensation must be considered.

Reactive compensation

Connection of offshore wind by onshore and subsea cables also gives rise to voltage rise during energization and low load situations, needing reactive compensation locally through static var compensators (SVCs).

Dispatching and wind farm control

Increased wind capacity warrants the use of forecasting systems to estimate the infeed. Dispatch procedures should be changed to consider variations in output. Optimizing reserve calculations to include the impact of wind energy on imbalances between generation in demand during events such as storms should be considered.

Where the installation of wind poses a significant impact on power system operation, generation should be operated to enhance operational flexibility. It is important to include parts of existing wind generation in the dispatch procedures and to monitor and control them. An example of this is during the reduction of wind production because of emergency situations.

Where the amount of conventional generation is low, system stability can be a major issue. A mix of wind control and other control technologies are required to ensure security of supply. Few examples of this in operation exist. In Ireland, wind power can provide up to 60% of power supply. This, combined with few interconnectors to other countries, can lead to periods of wind farm curtailment which if uncompensated will lead to an unacceptable investment risk.

System frequency and inertia

A major implication of significant wind generation is on system inertia. Following the disconnection of a generator, the frequency of the transmission and distribution system will decrease. The frequency drop and rate of change

⁹¹ The Wind Power, https://www.thewindpower.net/store_country_en.php?id_zone=74, last accessed July 2020/.

⁹² Detailed grid modelling of the Vietnamese power system. Background to the Vietnam Energy Outlook Report 2019,

Electricity and Renewable Energy Authority (EREA) and Danish Energy Agency (DEA), 2019, available online at https://ens.dk/sites/ens.dk/files/Globalcooperation/grid_modelling_of_the_vietnamese_power_system.pdf, last accessed July 2020.

depends on the contribution to system inertia from the offline generator, duration of fault, available inertia from other generators on the network and network demand. The impact can have serious consequences: in the United Kingdom, the disconnection of separate generators including an offshore wind farm in August 2019 resulted in the grid frequency dropping enough that demand disconnection was necessary to prevent a nationwide blackout.

With the increased penetration of wind, the overall system inertia will decrease. As such, a drop in generation will have a greater impact in the change of frequency on the network. This is often compounded by embedded generators such as solar installations being connected to the network using rate of change of frequency (RoCoF) relays, disconnecting during a network event, driving the frequency lower. Protection settings of wind farms and other generators connected to the system will require revision in light of significant wind penetration.

Inertial and frequency response can also be provided by wind power by balancing controls between maximizing performance, reliability, and stability provision to the transmission network. Modern wind farms can control their active power to be able to respond to grid frequency events to assist in overall grid stability. Performance like that of conventional generators can be achieved by using controlled inertial response technology. Wind farm capabilities can also be used by system operators as a flexibility service to ensure appropriate operation of the transmission and distribution network.

Research has highlighted that transmission operators in different countries are now recognizing the impact that inertial response provided by wind generators has towards system reliability.⁹³ The study identifies that countries with high wind penetration such as Ireland and Denmark are currently in stages of implementing wind inertia requirements in their standard operating conditions.

In many power systems, ancillary service markets have been developed and provide incentives towards developing technologies which provide services to support transmission system reliability for example the enhanced frequency response capability in the GB market which aims to use battery technology for the provision of inertial response.

Technologies to address grid issues

The *Technology Assessment of Smart Grids for Renewable Energy and Energy Efficiency*⁹⁴ report provides specific recommendations for the implementation of technologies to deal with potential grid issues for the Vietnam transmission network, including:

- High voltage direct-current (HVDC) for long-distance transmission to alleviate overloading on the transmission lines for an increase in transmission capacity
- Implement wide area management system (WAMS) for warnings of grid instability to prevent large disturbances
- Smart inverter deployment for new wind generation
- Flexible alternating current transmission system (FACTS) to enhance power system stability by providing fast, responsive, reactive power compensation to the transmission network
- Capacities for demand side management and response should be developed
- Virtual power plants (VPP) to be implemented to improve handling flexibility in the system to manage imbalances between generation and demand, and
- Online dynamic security assessment (DSA) for efficient system operation when high penetrations of wind generation is reached.⁹⁰

The recommendations within the report suggest there may be grid stability, voltage, congestion or overloading concerns within the transmission network. These help identify what upgrades may be required with the installation of additional wind capacity.

It is a key recommendation that Vietnam should provide clear guidance and grid code standard for new offshore wind grid connections.

17.5 Future network requirements

Through the stated goals of PDP7, Vietnam aims to invest in the transmission system to ensure development is in line with previous plans. This involves increasing reliability of supply; reducing transmission power losses; and ensuring mobilization of power in different demand scenarios.

⁹³ P. W. Christensen and G. T. Tarnowski, *Inertia of wind power plants— State-of-the-art review, year 2011*, Presentation made at 10th International Workshop on Large-Scale of Wind Power, Aarhus, Denmark, 25– 26 October 2011

⁹⁴ 'Technology Assessment for Smart Grids Applications in Viet Nam', *Press release*, MOIT and GIZ, 2019, available online at <http://gizenergy.org.vn/en/article/technology-assessment-smart-grids-application-viet-nam>, last accessed July 2020.

Offshore wind roadmap for Vietnam: Interim report

To increase the North-Central capacity, a 750km, 500kV line is under construction, and expected to be operational in 2020.⁹⁵

Additionally, there are 25 substation extension and line projects to be completed by 2025, including a transmission line in the North-South corridor.

Future research and development is being conducted to upgrade the transmission network to higher voltage levels, including 750kV, 1000kV and HVDC connections.

PDP7 has proposed further ways in which the transmission network will be upgraded for the period up to 2030.

- Develop 500 kV transmission network, connecting power systems among regions and neighboring countries
- Develop 220 kV transmission grids with ring typology
- Research and build gas insulated substations GIS, 220/22 kV, underground, and unmanned substations, and
- Apply smart grid technologies in the transmission network.

The PDP 7 has estimated that the total investment capital required is approximately US\$26 billion for the period from 2021 to 2030 for power network development.

As of the end of 2018, 4,800MW of wind power was included in the Government's Revised PDP 7 with an additional 7,400MW proposed.⁹⁶

The Vietnam Energy Outlook Report 2019 also considers various scenarios for energy balances.⁹² The C1 RE target assumes a wind penetration of 10 GW by 2030 including 2.5GW offshore and 7.5GW onshore. A study has been conducted which simulates this scenario with consideration of the proposed works in PDP7.⁹¹ It found regional interfaces have adequate capacity for transmission of the additional installed generation.

For the purpose of estimating whether further upgrades may be necessary, this report considers two scenarios which represent different levels of offshore wind penetration, these are:

- Low growth scenario:
 - Up to average 1.6GW annual installation rate
 - 5GW by 2030, and
 - 35GW by 2050.
- High growth scenario:
 - Up to average 3GW annual installation rate
 - 10GW installed by end 2030, and
 - 70GW by 2050.

This capacity will be located in the areas of offshore wind potential illustrated in Figure 6, which are derived from the DEA offshore wind roadmap work.

The grid modelling study conducted to support PDP 7 assumed a total of 10 GW of installed wind capacity by 2030, including 2.5 GW of offshore wind and 7.5 GW of onshore wind.⁹³ It concluded that for this quantity, along with the proposed reinforcements under PDP7, the transmission network was able to meet the increased generation requirements.

In the offshore wind growth scenarios examined in the present study, an additional 2.5GW of offshore wind is proposed by 2030 under the low growth scenario and an additional 7.5GW of offshore wind by 2030 under the high growth scenario, over and above the levels of offshore wind considered in the PDP7 analysis. Whilst no detailed system analysis has been undertaken here, the proposed transmission network upgrades are assessed as being insufficient to meet the proposed generation requirements of 5 to 10GW of offshore wind by 2030.

For levels of offshore wind to reach 5 to 10GW by 2030 and 35 to 70 GW by 2050, the network will need further significant reinforcement to alleviate overloading of regional transmission systems. This reinforcement is over and above that planned to deliver the capacity anticipated in PDP 7. These reinforcements will include local substations, further north-south transmission network capacity and reactive compensation requirements. Given the length of the transmission network, HVDC technology is likely to be adopted. Detailed system modelling analyses are required to determine the upgrades that will be required.

⁹⁵ '500kV power line overloaded, VND 12,000 billion project - a matter of urgency', *Press release*, Vietnam Electricity, 4 June 2019, available online at <https://en.evn.com.vn/d6/news/500kV-power-line-overloaded-VND-12000-billion-project-a-matter-of-urgency-66-163-1503.aspx#:~:text=500kV%20power%20line%20overloaded%2C%20VND%2012%2C000%20billion%20project%20%2D%20a%20matter.and%20%20have%20been%20overloaded.>, last accessed July 2020.

⁹⁶ *Offshore Wind Worldwide, Regulatory Framework in Selected Countries*, Hogan Lovells, March 2020.

Work published by VIET⁹⁷ analyzed the transmission upgrades required to integrate 10GW of offshore wind by 2030, the high growth scenario considered in this study.

The work assumed that in the period to 2025, offshore wind development will be focused on the potential development areas to the south and south east of Vietnam's coast to supply power for the peak load demand centers in the south.

In the period from 2025 to 2030, the VIET study assumes that offshore wind development will shift toward the north of the country where there is insufficient regional generation, especially during the peak load period in the dry season when hydropower plants have lower than average generation.

The study proposes three transmission upgrade options, as shown in Figure 63.

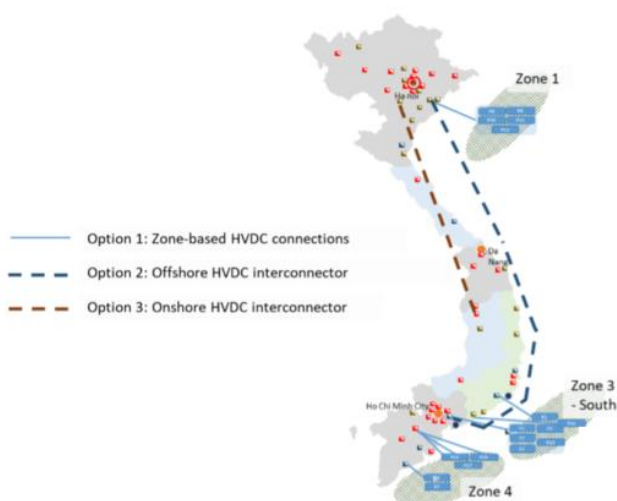


Figure 63 Options for transmission upgrades for offshore wind expansion in Vietnam.

The study presents a high-level estimate of the investment costs for these three options, summarized below:

- Option 1: US\$ 3.5 billion
- Option 2: US\$ 11.7 billion
- Option 3: US\$ 7.1 billion

Planning for transmission upgrades

It should be assumed that the development of upgrades required to absorb 5 to 10GW of new offshore wind by 2030 and 35 to 70GW of new offshore wind by 2050 will require up to 5 to 10 years of design, planning and

construction work, therefore this process needs to be started in the early 2020's. Environmental and permitting requirements have the potential to delay such a large scale program.

Investment options

Substantial investment will be required to build the transmission system upgrades.

One commonly used mechanism to facilitate large transmission system upgrades that lessens the investment burden on governments is a build own operate transfer (BOOT) model. Under a BOOT model, a private business is mandated by government to finance, construct, build and operate the transmission infrastructure. The investment is recovered by levying a fee to government.

This approach could allow Vietnam to undertake an accelerated program of transmission build without such investment.

17.6 Grid connection process

As the offshore wind market develops, Vietnam will need to ensure that the processes for issuing grid connections to projects is capable of handling increased volumes and applications in a fair, transparent, and timely way.

Existing process

The National Power Transmission Corporation (NPTC) is responsible for managing and operating the nationwide power transmission system.⁹⁸ Electricity distribution and supply is operated by EVN, with power corporations for five different regions.⁹⁹

In order to be connected to the transmission grid, a power plant must satisfy technical and safety requirements provided by law.⁹⁹ As part of the application process, EVN will review the request, considering factors such as system inertia, harmonic levels, protection settings, and reactive power. In Vietnam, the Electricity Purchase and Trading Corporation (EPTC) is the sole buyer and purchaser of all generated energy. The EPTC will negotiate and enter into PPAs with generators. It then sells the energy to the five power corporations for sale to end-consumers.⁹⁹

⁹⁷ *Offshore wind in Vietnam: Grid integration 2020-2030*, presented online by VIET and Dr. Phuong Nguyen of Eindhoven Technical University. Used with permission.

⁹⁸ Electricity of Vietnam National Power Transmission Corporation.

⁹⁹ Thomson Reuters Practical Law, (2019), [https://uk.practicallaw.thomsonreuters.com/4-628-5349?transitionType=Default&contextData=\(sc.Default\)&firstPage=true&bhcp=1](https://uk.practicallaw.thomsonreuters.com/4-628-5349?transitionType=Default&contextData=(sc.Default)&firstPage=true&bhcp=1), last accessed July 2020.

Agreements with the Vietnamese authorities are required at the following project phases:

- Preliminary development: Decision on investment with an Investment Registration certificate
- Development: Secure funding, land use right, construction and environmental permits, agreements (as described in Section 12), and
- Operation and maintenance: Operation licence, electricity generation licence.

The connection from the wind farm to the grid interconnection point is the responsibility of the power plant owner. This includes investment and operation of the transmission cables, transformer stations and switchgear. Beyond the interconnection, the transmission company under EVN takes all responsibility.⁹⁶ An electricity operating license from the Electricity Regulatory Authority is required.

Process options

To accelerate the process of investment in offshore wind, a more competitive and decentralized model for developing grid connection agreements will be required. Future work should focus on establishing this process in the early years of the roadmap.

As an example, in the UK the transmission system between the wind farm collector/offshore substation to the onshore transmission network, is built by the developer and then tendered through a regulatory arrangement.⁶³ Licences are given to offshore transmission owners (OFTOs) following a competitive tender process run by the regulator, Ofgem, to own and operate the network.¹⁰⁰

The UK power market operates a competitive process. Electricity is traded between generators and suppliers through termed contracts or spot dealing using electricity market transaction-administering units to ensure regulation and consistency.⁹⁹ Imbalances are resolved by the system operator using intra-day auctions or reserve/response. This system has contributed to a reduction in cost of electricity from offshore wind.¹⁰¹

¹⁰⁰ Offshore Transmission: Updated Guidance for Cost Assessment, Ofgem, July 2017, available online at https://www.ofgem.gov.uk/system/files/docs/2017/07/170629_update_cost_assessment_guidance_0.pdf, last accessed July 2020.

¹⁰¹ Michael Grubb and Paul Drummond, 'UK Industrial Electricity Prices: Competitiveness in a Low-Carbon World', *University College London*, 5 February 2018, available online at https://www.researchgate.net/publication/323285801_UK_Industrial_Electricity_Prices_Competitiveness_in_a_Low-Carbon_World, last accessed July 2020.

18 Port infrastructure

18.1 Purpose

In this work package, we assess Vietnam's infrastructure capability with regard to offshore wind.

We focus on conventional fixed offshore wind supply chain needs and focus on ports to support coastal manufacturing and construction. We then cover needs for intertidal and floating projects in less depth. Large vessels are covered in 10. Road, rail and other infrastructure requirements around ports depend on port use. In general terms, although there is limited infrastructure, we do not see significant issues in this regard for the construction and types of manufacturing that we anticipate within the next ten years.

Ports to support operation of the project over the 25 or more years of generation typically have much lower requirements and any investment is easier to justify over the long operating life of an offshore wind project. We understand that Binh Thuan and Ninh Thuan provinces are reasonably served by ports with facilities that can be used without significant upgrade cost. We look at Vietnamese port capabilities and gaps and provide recommendations how best to address potential bottlenecks.

This is important as good ports are critical for safe and efficient construction of offshore wind projects. This underpins work in Section 6 and Section 12 and informs other activities.

18.2 Method

We started by establishing port requirements for construction of conventional fixed offshore wind looking to 2030. As the industry continues to develop quickly, a 10-year horizon for investment in ports is a reasonable timescale.

We then used team and stakeholder knowledge to assess existing ports in locations relevant to offshore wind, categorizing ports as:

- Suitable with little or minor upgrades (cost less than US\$5 million)
- Suitable with moderate upgrades (cost between US\$5 million and US\$50 million), or
- Suitable only with major upgrades (cost greater than US\$50 million)

We then shared this assessment with key developers and gathered feedback and additional data.

A map of manufacturing and construction ports relevant to offshore wind is provided in Figure 64. This is supported by Table 26.

18.3 Ports Overview

Vietnam has a coastline of over 3,000km and an established port infrastructure with 320 designated ports distributed along the coast. Many of these are small inland ports facilitating fishing and transshipment of container cargo with generally shallow channels. Vietnam has 44 seaports with the largest terminals located in Hai Phong, Da Nang and Ho Chi Minh City. The quality of Vietnam's port infrastructure is ranked lower than other regional countries, such as China, Thailand and India.¹⁰² Vietnamese ports are owned and managed by a mix of state-owned and private enterprises.

Regional view

In northern Vietnam, the largest ports are clustered around Hai Phong region with one deep water terminal, Haiphong International Container Terminal (HICT), focused on international container transport. Our engagements have indicated that PTSC Dinh Vu (11 in Figure 64 and Table 26) is the most likely port in Hai Phong that will be used for offshore wind construction.

In the central region, the port of Da Nang has deep water, managing traffic from neighboring countries such as Thailand, Myanmar and Laos. Van Phong bay is located slightly further south in the central region. This location has deep water and Hyundai has a shipyard on the southwest area of the bay.

Ho Chi Minh City has a network of ports that serve southern Vietnam, accounting for almost 70% of all throughput in Vietnamese ports. Ports near the city, such as Cat Lai, are preferred for cargo mainly for convenience. This has led to congestion around internal port areas and low utilization of other deep-water ports situated slightly south of the city in the Phu My region.

Ports in Vung Tau support the oil and gas industry and are located on a peninsula south east of Ho Chi Minh city. These ports can accommodate for large structures and have a track history of manufacturing substructures and topsides.

Location of potential offshore wind suppliers

There are companies in Vietnam that will depend on reliable and accessible port infrastructure to supply the offshore wind industry.

¹⁰² *The Global Competitiveness Report 2017–2018*, World Economic Forum, 2017, available online at

<https://www.weforum.org/reports/the-global-competitiveness-report-2017-2018>, last accessed July 2020.

CS Wind is a major turbine tower manufacturer located in Phu My that has previously used ports such as Thi Vai General Port (7), Saigon International Terminals (8) and PTSC Phu My Port (10). CS Wind's fabrication yard is not located immediately on a quayside but is within 3 km of these ports. Saigon Hiep Phuoc port in Ho Chi Minh city has potential as a construction and manufacturing port as it has facilitated fabrication by various suppliers to the oil and gas sector.

There are several fabricators such as Alpha ECC, PTSC and Vietsovpetro who have served the oil and gas market and could be potential offshore wind foundation suppliers. These organizations are all located in Vung Tau on the southern coast of Vietnam, which is ideally placed to serve the offshore industry. Vietsovpetro and PTSC have direct access to quaysides, with Alpha ECC in close vicinity. Our engagements have indicated that ports in Vung Tau could also be used for construction as it has strong track history in offshore heavy industries, is in a sheltered coastal location and has established port infrastructure to accommodate large vessels, materials handling and load out.

We anticipate turbine components, such as nacelles and blades, will be shipped from other regional markets. Our engagement with developers has highlighted their preference for imported components to be delivered directly to construction ports. If bottlenecks in port availability occur, it is possible that components will be delivered to commercial ports throughout Vietnam, temporarily stored and then shipped by barge to the preferred construction port. In the south-central region ports such as Tien Sa Port and Cam Ranh can be used for this purpose, while in the south, ports in Vung Tau and Phu My can accommodate this cargo.

18.4 Port assessment criteria

The criteria used to assess both construction and manufacturing ports are defined in this section and are summarized in Table 24.

Construction ports must accommodate the delivery of materials, foundations and storage space for components. These ports must be capable of facilitating full or partial assembly of turbines and foundations prior to load out and transport to the wind farm site. Load out of components normally occurs in batches of four or more turbines or foundations at a time, depending on the capacity of the vessel used.

The main difference between construction and manufacturing port requirements is space. Manufacturing facilities require large areas for warehouses and storage space for components before onward transportation. In some cases, manufacturing ports may facilitate construction activities through co-location or clustering. The

feasibility of this solution depends on storage space and quayside access constraints, ensuring each process can continue simultaneously without hinderance.

Manufacturing port requirements

The typical minimum space needed at a turbine tower or blade manufacturing facility is around 20ha, while nacelle manufacturing tends to require less space at between 6 to 10ha. We anticipate blades or nacelles will not be manufactured locally in Vietnam and supplied regionally, at least towards the end of the 2020s.

Offshore substations tend to be large but are often built as single units or two units at a time and require similar space to a nacelle manufacturing facility. Substations use less serial manufacturing processes, so are more like oil and gas fabrications.

Our engagements have suggested that monopiles will be the most prominent foundation type in Vietnam. Suppliers of these foundations often manufacture both monopiles and transition pieces at the same site. The minimum space required for a foundation manufacturing yard to serve 400MW per year is approximately 20ha. 40ha is needed to deliver up to 1GW annually.

We have therefore specified a range of 20 to 40ha of space for a quayside manufacturing port catering for at least one component in Table 24. Foundations for floating projects can require approximately one third more space compared to fixed bottom projects owing to their size. We therefore expect the larger ports to be selected for manufacture and construction of floating projects towards the end of the 2020s.

Construction port requirements

Construction ports will often receive components in batches which are temporarily stored before load-out for installation. The minimum storage space for a construction port is specified as 13ha for 400MW build out per year. For sites with greater weather restrictions or for larger-scale projects, up to 30ha is required.

Quay length requirement is between 250 and 300m, which will accommodate up to two mid-sized jack-up installation vessels or one next-generation installation vessel such as Jan De Nul's 'Voltaire' or DEME's 'Orion'.

These vessels have drafts ranging between 8 and 10m and minimal channel depths have been specified based on this. Port channels must be wide enough for vessels with beams ranging between 45 and 60m with overhead clearances of 140m to allow for the vertical shipment of turbine towers.

Quaysides need bearing capacities between 20 and 30 tonnes/m² for load-out to adjacent vessels while storage areas need a capacity of at least 10 tonnes/m².

Quayside cranes can be used to lift turbine components and foundations in port areas. Suitable cranes have capacities between 500 and 1,000 tonnes for turbine components and between 1,400 and 2,200 tonnes for medium to large monopiles. We acknowledge that lifting is often completed by installation vessels or temporary land-based cranes during load-out, so the importance of this criteria has been reduced in our analysis. Self-propelled modular transports (SPMTs) facilitate the onshore transport of cargo between storage and quayside areas. Mobile and crawler cranes are also used for materials handling but as ports can temporarily hire this equipment, weightings were applied to reduce the significance of this criteria.

Ports also need workshop areas, personnel facilities and good onshore transport links, which are included in Table 24 under 'other facilities'.

Table 24 Criteria for assessing Vietnamese port capabilities.

Port criterion	Value	Weighting
Storage space (ha)	13-30 (20-40) for manufacturing port	1
Quay length (m)	250-300	1
Quayside bearing capacity (tonnes/m²)	20-30	1
Storage area bearing capacity (tonnes/m²)	10	1
Channel depth (m)	8-10	1
Channel width (m)	45-60	1
Crane capacity - turbine components (tonnes)*	500-1000	0.2
Crane Capacity - foundations (tonnes)*	1400 - 2200	0.2
Overhead Clearance (m)	140	1
SPMT (no.)	2-4	0.2
Mobile Crane (no.)	1	0.2
Crawler Crane (no.)	1-2	0.2
Other facilities	Workshops, skilled workforce, personnel facilities, road and rail links	1

*Lifting capacities may be provided by vessel cranes during load out.

For each criterion presented in Table 24, a weighted score of one to five was allocated as defined in Table 25. We then summed the total score for each port, noting any showstoppers.

Table 25 Scoring against port criteria.

Score	Definition
1	Not suitable and cannot be upgraded
2	Suitable with major upgrades
3	Suitable with moderate upgrades
4	Suitable with minor upgrades
5	No upgrades needed

18.5 Results

We assessed 15 potential ports. A summary provided in Table 26 in order of score and detailed scores are provided in Table 27. Note that the score is only an assessment against criteria – it does not consider suitability of location. A map of the port locations is provided in Figure 64 and each is numerically labelled and colored to correspond with suitability for use from Table 26.

Our assessment has generally identified that many ports have the space for manufacturing as well as construction.

The tidal variations around the Vietnamese coast and riverway siltation can restrict access to ports but from our engagements we understand that Nghe Tinh (14) is the only port in our assessment that may suffer from these constraints. As most of the ports we have investigated are generally large and are critical for the Vietnamese economy, we expect riverways and port channels to be maintained to accommodate vessel access.

At this stage, we have not assessed port availability and interest in offshore wind. As some ports are established container or cargo ports, this could restrict their availability, although we are aware that some ports such as the Tan Cang – Cai Mep Terminal (6) are underutilized. It is possible that the excess capacity of these ports could provide support for construction.

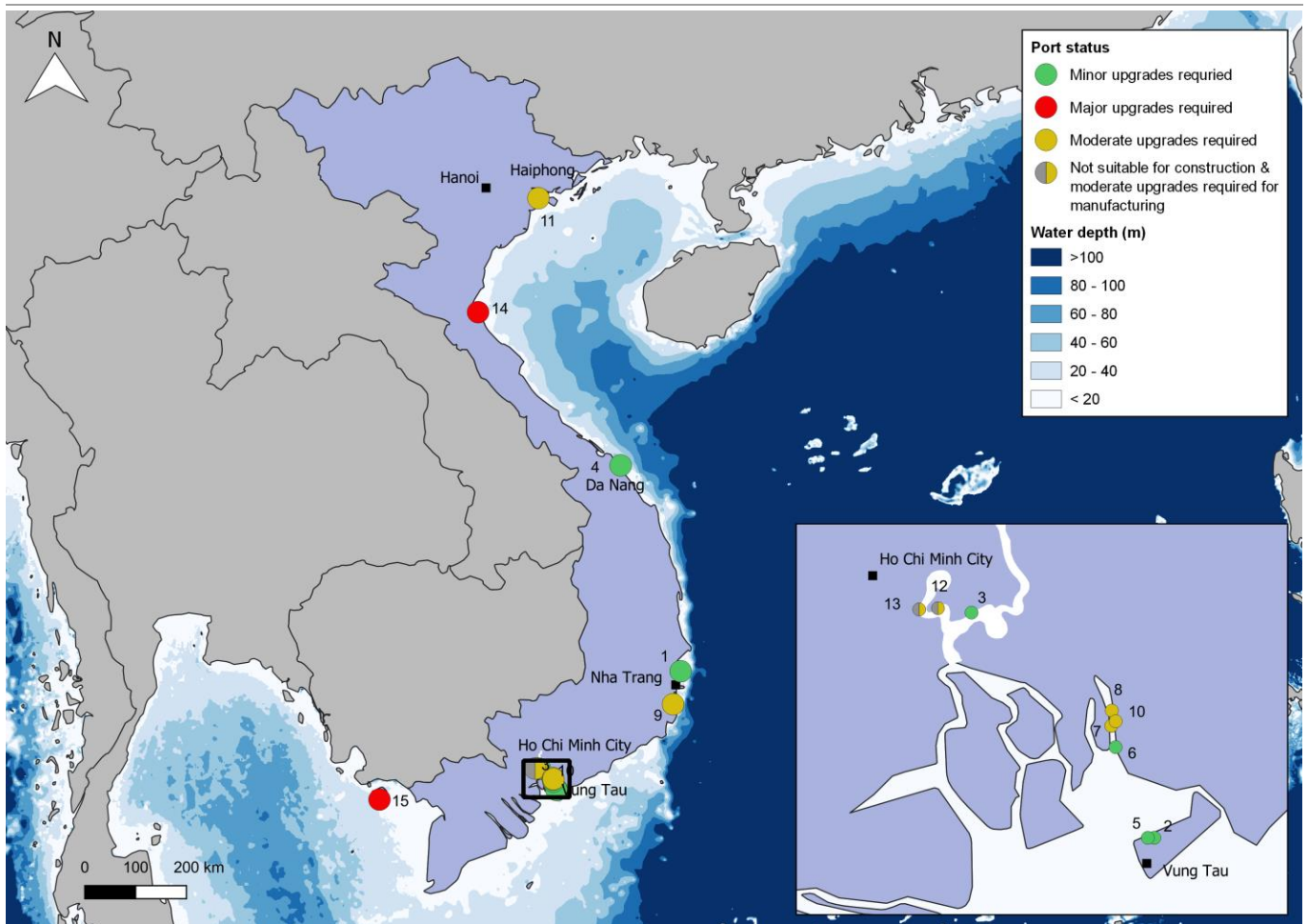


Figure 64 Offshore wind manufacturing and construction ports in Vietnam.

Ports requiring minor upgrades

We determined that all ports require some level of upgrade to be suitable for construction or manufacturing. We have identified six ports that we expect will be suitable after minor upgrades, estimated as less than US\$5 million for each port. Most of the ports in this category require minor upgrades to the bearing capacities and widening or deepening of the channels. We expect bearing capacities can be improved with laid concrete with pile reinforcements at the quayside and stones or temporary timber mats in storage areas. We anticipate that dredging will be sufficient to improve channels in most cases.

Ports requiring moderate upgrades

We have classified seven ports that will be suitable for manufacturing after moderate upgrades estimated between US\$5 million and US\$50 million are completed. Two of these ports, VICT (12) and Hiep Phuoc (13) in Ho Chi Minh City, are not suitable for construction as the Cau Phu My Bridge enforces a maximum air draft of 55m, preventing the vertical shipment of towers. We have applied grey shading in Table 26 to indicate that these ports are not suitable for construction. We expect most manufactured components to be shipped out horizontally and therefore

should avoid this restriction. Many of the ports in this category will require more extensive reinforcements to bearing capacities, which for quaysides will require significant piling or cofferdam cells in conjunction with laid concrete to provide the strength required. We expect improvements to storage areas to be simpler but may require notable volumes of stone, sand or concrete in addition to piling reinforcements.

Ports requiring major upgrades

Both Nghe Tinh (14) and Duong Dong (15) ports were classified as suitable subject to major upgrades of greater than US\$50 million being completed. Such improvements would include significant extension of quaysides and reclamation of land for storage and port facilities. Our engagements have suggested it is unlikely either port will be selected and subsequently upgraded for offshore wind purposes.

Ports likely to be used most for offshore wind

There is a notable cluster of potential ports located in the southern region of Vietnam located in Ho Chi Minh City, Phu My and Vung Tau. As seven of these ports were identified as requiring only minor or moderate upgrades

and that a significant proportion of the Vietnamese offshore wind projects are located in this region, we expect these ports to see the greatest activity within the offshore wind industry. We have investigated the potential for clustering manufacturing and construction activities in the same port area but as many ports are home to established industries, we believe it will be difficult to find a single suitable location. The ports around Vung Tau could, together, form a cluster in the way that ports in Virginia, US, are anticipated to.¹⁰³

Developer view

Developers have generally expressed their confidence in the immediate capabilities of Vietnamese ports to support the development of offshore wind. Most expect foundations and turbine components to be supplied externally by regional markets and developers have predominantly focused on the feasibility of ports for construction. Their perspective is based on the construction of single projects ranging between 800MW and 1GW in capacity and it is likely they will compete to secure some of the most promising ports for construction.

Intertidal

Our engagements have also indicated that intertidal projects are unlikely to impact the availability of ports for large scale projects as smaller port options will continue to be used in conjunction with low draft vessels such as barges with temporary cranes.

Port supply compared to demand

Early years

Our low and high growth scenarios for annual installed capacity indicate that the equivalent of one major construction port will be needed between 2020 and 2023. Although supply can come from overseas, there is also realistic opportunity to establish one or more foundation manufacturing facilities in suitable manufacturing ports. There is also the opportunity to establish a more coastal facility for tower manufacture.

To 2030

In the high growth scenario, the demand for construction ports will increase steadily between 2024 and 2030, requiring between one or two more ports to become available every year. In total we expect that a minimum of six construction ports will be needed in this scenario. The largest ports are likely to be used for the construction of floating projects in time. Based on our assessment we believe there are six ports that could be ready now with minor upgrades and therefore should be able to accommodate for growth of the industry, although some promising ports such as Tien Sa Port (4) in Da Nang may be far from offshore sites and could be less desirable as a result. A few of the most promising ports (3, 6) in the southern region are in inland riverways and developers indicate they would avoid such locations where possible.

In the high growth scenario, we anticipate one or two more foundation manufacturing facilities to be established, plus one blade and one subsea cable manufacturing facility. This could strain the available ports, which may lead to the need for upgrades to ports in the moderate category during the mid-2020s to provide additional capacity.

Investment

We have indicated that each port assessed needs investment to support offshore wind, thereby creating local value. We understand the Government of Vietnam is keen to support the upgrade of ports, but developers have seen little activity to date. It is unclear whether public finance will be available or whether private investment will be required. We anticipate that the pending seaport master plan 2021-2030 will define the Government's intentions to improve efficiencies through seaport investment and ensure holistic development of both ports and transport infrastructure. We recommend that the seaport masterplan include specific consideration of offshore wind.

¹⁰³ *Virginia offshore wind port readiness evaluation Report 2: Port utilization scenarios*, BVG Associates, May 2015, available online

at <https://www.vaoffshorewind.org/supply-chain>, last accessed July 2020.

Offshore wind roadmap for Vietnam: Interim report

Table 26 Summary of manufacturing and construction ports for offshore wind in Vietnam.

#	Port	Suitability for construction	Suitability for manufacture	Comment
1	Hyundai Vinashin Shipyard, (Van Phong Bay)	Suitable with minor upgrades	Suitable with minor upgrades	<ul style="list-style-type: none"> • Ownership: Private • Location: Coastal • Deep water (17m) • Capable of fabricating very large structures • Good port facilities • Minor upgrades required to bearing capacity of quayside
2	Vietsovetro Port (Vung Tau)	Suitable with minor upgrades	Suitable with minor upgrades	<ul style="list-style-type: none"> • Ownership: Government • Location: Coastal • Capable of fabricating foundations and topsides • Good port facilities, quay and skidway can handle super large structures ~15000Te • Minor upgrades required to bearing capacity of quayside • Moderate upgrades required to channel depth and width
3	Tan Cang Cat Lai Terminal (Ho Chi Minh City)	Suitable with minor upgrades	Suitable with minor upgrades	<ul style="list-style-type: none"> • Ownership: Government • Location: Soai Rap River, inland • Good water depth (>10m) • Established container port • Moderate upgrades to bearing capacity of quayside • Minor upgrades required to bearing capacity of storage areas • Minor upgrades required to channel depth and width
4	Tien Sa Port (Da Nang City)	Suitable with minor upgrades	Suitable with minor upgrades	<ul style="list-style-type: none"> • Ownership: Government • Location: Coastal • Established container & cargo port • Potential for delivery and staging of imported turbine components • Minor upgrades to bearing capacity of storage areas • Moderate upgrades to bearing capacity of quayside • Moderate upgrades to channel depth and width

5	PTSC Port (Vung Tau)	Suitable with minor upgrades	Suitable with minor upgrades	<ul style="list-style-type: none"> • Ownership: Government • Location: Coastal • Capable of fabricating foundations and topsides • Good equipment availability and facilities • Minor upgrades required to bearing capacity of quayside and storage areas • Moderate upgrades required to channel depth and width
6	Tan Cang – Cai Mep Terminal (Ba Ria)	Suitable with minor upgrades	Suitable with minor upgrades	<ul style="list-style-type: none"> • Ownership: Government • Location: Thi Vai River, inland • Deep water (14m) • Potential for delivery and staging of imported turbine components. • Established container port • Moderate upgrades required to bearing capacity of quayside and storage areas
7	Thi Vai General Port (Phu My)	Suitable with moderate upgrades	Suitable with moderate upgrades	<ul style="list-style-type: none"> • Ownership: Government • Location: Thi Vai River, inland • Good water depths (>10m) • Potential for delivery and staging of imported turbine components • Major upgrades required to bearing capacity of quayside • Moderate upgrades required to bearing capacity of storage areas
8	SITV (Phu My)	Suitable with moderate upgrades	Suitable with moderate upgrades	<ul style="list-style-type: none"> • Ownership: Private • Location: Thi Vai River, inland • Good water depths (12m) • Established container & cargo port • Potential for delivery and staging of imported turbine components • Major upgrades required to bearing capacity of quayside • Moderate upgrades required to bearing capacity of storage areas

Offshore wind roadmap for Vietnam: Interim report

9	Cam Ranh Port (Khanh Hoa province)	Suitable with moderate upgrades	Suitable with moderate upgrades	<ul style="list-style-type: none"> • Ownership: Government • Location: Cam Ranh, coastal • Good water depths (10m) • General cargo port • Potential for delivery and staging of imported turbine components • Moderate upgrades required to bearing capacity of quayside • Minor upgrades required to bearing capacity of storage areas • Poor port facilities
10	PTSC Phu My Port (Phu My)	Suitable with moderate upgrades	Suitable with moderate upgrades	<ul style="list-style-type: none"> • Ownership: Government • Location: Thi Vai River, inland • Good water depths (13m) • General cargo port • Major upgrades required to bearing capacity and length of quayside • Moderate upgrades required to bearing capacity of storage areas • Moderate upgrades to channel depth and width
11	PTSC Dinh Vu, (Hai Phong City)	Suitable with moderate upgrades	Suitable with moderate upgrades	<ul style="list-style-type: none"> • Ownership: Government • Location: Cam River, slightly inland • Good water depths (8-9m) • Established container & cargo port • Minor upgrades required to channel depth and width • Moderate upgrades required to bearing capacity of quayside and storage areas
12	VICT, (Ho Chi Minh City)	Not suitable for construction	Suitable with moderate upgrades	<ul style="list-style-type: none"> • Ownership: Private • Location: Song Sai Gon River, inland • Good water depths (8-9m) • Established container & cargo port • Moderate upgrades to bearing capacity of quayside • Minor upgrades required to bearing capacity of storage areas • Moderate upgrades required to bearing capacity of storage areas • Significant overhead clearance restrictions (<55m) - Cau Phu My Bridge

13	Hiep Phuoc Port (Ho Chi Minh City)	Not suitable for construction	Suitable with moderate upgrades	<ul style="list-style-type: none"> • Ownership: Government • Location: Song Sai Gon River, inland • Good water depths (8-9m) • Moderate upgrades to bearing capacity of quayside and storage areas • Moderate upgrades to length of quayside • Minor upgrades to channel depth and width • Significant overhead clearance restrictions (<55m) - Cau Phu My Bridge • Limited port facilities
14	Nghe Tinh (Vinh city)	Suitable with major upgrades	Suitable with major upgrades	<ul style="list-style-type: none"> • Ownership: Government • Location: Song Cam River, inland • Poor water depths (7.5m) • Intertidal characteristics could restrict access • Major upgrades required to quay length • Major upgrades required to channel depth and width • Moderate upgrades required to bearing capacity of quayside and storage area • Limited port facilities
15	Duong Dong (Phu Quoc Island)	Suitable with major upgrades	Suitable with major upgrades	<ul style="list-style-type: none"> • Ownership: Government • Location: Coastal • Good water depth (>10m) • Limited storage space for use as a construction port • No quayside crane capacity • Significant limitations in quay length and upgrades may be restricted • Major upgrades required to quayside bearing capacity • Moderate upgrades required to storage area bearing capacity • Minor upgrades required to channel width • Very limited quayside facilities, equipment and transport links

Offshore wind roadmap for Vietnam: Interim report

Detail scores for ports are provided in Table 27. Ports 12 and 13 have been shaded grey under construction rating because overhead clearance restrictions will prevent the use of these ports for construction.

Table 27 Port assessment results.

Criteria	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
	Vinashin Shipyard, Van Phong Bay	Vietsovetro Port	Tan Cang Cat Lai Terminal	Tien Sa Port	PTSC Port	Tan Cang – Cai Mep Terminal	Thi Vai General Port	SITV	Cam Ranh Port	PTSC Phu My Port	PTSC Dinh Vu	VICT	Hiep Phuoc Port	Nghe Tinh	Duong Dong Port
Space - construction port	5	5	5	5	5	5	5	5	5	5	5	5	5	5	3
Space - manufacturing port	5	5	5	5	5	5	5	5	5	5	5	5	5	5	3
Quay length	5	5	5	5	5	5	5	5	5	4	5	5	3	2	1
Quayside UDL/bearing capacity	4	4	3	3	4	3	2	2	3	2	3	3	3	3	2
Storage area UDL/bearing capacity	4	5	4	4	4	3	3	3	4	3	3	4	3	3	3
Channel depth	5	3	5	5	3	5	5	5	5	5	4	5	4	2	5
Channel width	5	3	5	5	3	5	5	5	5	5	4	5	4	2	5
Crane capacity – turbines	4	5	3	2	5	3	3	2	2	3	2	3	2	2	1
Crane Capacity - foundations	4	5	3	2	5	3	2	2	2	2	2	3	2	2	1
Overhead clearance	5	5	5	5	5	5	5	5	5	5	5	1	1	5	5
SPMT	4	5	4	4	5	4	3	4	4	4	4	4	4	4	2
Mobile crane	4	5	4	4	5	4	4	4	4	4	4	4	4	4	2
Crawler crane	4	5	4	4	5	4	4	4	4	4	4	4	4	4	2
Other facilities	5	5	4	4	5	4	4	4	2	4	4	4	3	3	1
Construction port rating	42	40	39.6	39.2	39	38.6	37.2	37.2	37.2	36.4	36.2	35.6	29.2	28.2	26.6
Manufacturing port rating	42	40	39.6	39.2	39	38.6	37.2	37.2	37.2	36.4	36.2	35.6	29.2	28.2	26.6

19 Public finance

19.1 Purpose

If the support for offshore wind projects comes exclusively through support payments paid for by EVN in PPAs, then the cost of the support in early years is likely to fall on electricity customers. It is worth noting that this does not imply a particular distribution of the burden, as EVN could design arrangements to place more or less of the burden with specific customers (and in other jurisdictions, industries that are particularly exposed to international competition have had a lower proportionate burden placed upon them).

Broader public policy can be used to reduce the extent to which initial projects constitute a burden on electricity customers, which may help to increase acceptability of a significant rollout of offshore wind financing.

This report section presents a high-level assessment of the potential role of broader public policy (including concessionary finance and climate finance) in the offshore wind rollout in Vietnam. It presents examples where public financial support has been used to enable other types of large infrastructure industries.

19.2 Method

We have identified relevant financial instruments that could play an enabling role in the development of the Vietnamese offshore wind industry. We have also identified several case studies that show a successful path to utilizing public and concessionary financing in the context of offshore wind.

19.3 Overview of potential instruments

We have developed five categories of financial support that can be used to reduce explicit support payments and so reduce the increase on final customer tariffs from offshore renewables development:

- Tax and policy incentives
- Multilateral lending
- Credit enhancement mechanisms
- Green debt instruments, and
- Green equity instruments.

Within each of these categories, there are several instrument types that could be used. In the following sections, we discuss the types of instruments available.

Tax and policy incentives

There are a number of tax and policy incentives that can be deployed (some of which are already in place for

renewable-energy projects in Vietnam). The existing incentives include:

- *Import duties*: Projects are exempt from import duties applicable to the imported materials, equipment and facilities which make up the fixed asset base of the renewables project.
- *Corporate income tax*: Projects receive corporate income tax (CIT) incentives including a preferential CIT rate of 10% (rather than the 20% standard CIT rate) for 15 years, CIT exemption for four years and a reduction of 50% for the next nine years.
- *Land-related incentives*: Some exemption or reduction of land taxes, land rents and water surface rents.

These incentives directly lead to cost reductions for developers, reducing the amount they that need to recuperate through revenue.

Direct government support to a PPA counterparty (in order to reduce the burden on tariff payers) is another support that would fit under this category and could be considered to support offshore wind in Vietnam.

Given the substantial overlap between the energy consumers paying tariffs and taxpayers, these policies are less likely to be effective where the concern is the overall level of affordability to Vietnam as a country. They may have advantages where particular distributional outcomes are more difficult to achieve with the tariff regime than with the tax regime.

Multilateral lending

The ability of private sector developers to secure finance from multilateral lending agencies (MLAs) such as the IFC, Asian Development Bank (ADB), and European Investment Bank (EIB) can create several benefits in terms of the overall availability of finance and its cost.

Participation (in equity or, more typically, debt) from multilateral lenders has several benefits. For sectors they prioritize, they will typically offer a source of lower cost finance. Participation is also likely to increase appetite from other lenders because:

- They are often willing to take on a larger tranche of financing for early, higher risk projects
- Their presence acts as a signal which often increases interest among private institutions
- Their environmental and social impact assessment standards such as IFC PS6¹⁰⁴ ensure that best practice in ESIS is applied, making it easier for other investors to participate
- Their due diligence processes are often relied on by others, reducing the cost of participation by private financing parties, and
- Their participation often comes with other support, either advisory or in terms of credit enhancement.

Multilateral lenders may offer concessional loans (loans on more favorable terms than market loans, either lower than standard market interest rates, longer tenures, or a combination of these terms¹⁰⁵) which have been used previously in Vietnam.

One example of such a program is the HD Bank solar power program, worth US\$299 million, which was set up to finance solar power projects in Vietnam. Its loans are intended to offer up to 70% of a project's total investment capital for a maximum loan period of 12 years.

Where there are particular areas of priority, MLAs may also participate at the equity level in projects (or provide convertible debt). Again, this can act as means to ensure there is available finance, in particular in relation for upfront development costs prior to debt-financing being available.

Credit enhancement mechanisms

Credit enhancement mechanisms are tools used to improve the credit risk profile of a business (that is improve its creditworthiness), which should lead to reductions in financing costs.

These credit enhancement mechanisms can be deployed by national entities, or as part of participation in a project

by a multilateral lender. We note that some of the credit enhancement mechanisms (such as political risk guarantees) may overlap with some of our suggestions of risk mitigation solutions discussed in 15.

The sub-sections below provide examples of credit enhancement mechanisms that have been previously implemented in Vietnam and list other mechanism types that may be considered.

Partial risk guarantees

A credit guarantee may be created to absorb part or all of the debt service default risk of a project, regardless of the reason for default. This will reduce the cost of financing for a developer, which should then reduce the tariff required by the developer to pay its financing costs.

The Government, through the Vietnam Development Bank, provides partial guarantees of up to 70% of total investment capital for renewable energy projects. Similarly, the Vietnam Scaling Up Energy Efficiency Project (funded by the World Bank and the Green Climate Fund) offers a risk sharing facility that provides partial credit guarantees to participating financial institutions to cover potential loan defaults on loans provided by the institutions to finance eligible energy efficiency sub-projects.¹⁰⁶

Partial risk guarantees may also cover private lenders for some of the risks associated with lending to sovereign or sub-sovereign borrowers, including the risks of repatriation, expropriation, and regulatory risk.

In 2015, the Multilateral Investment Guarantee Agency (MIGA, the political risk insurance and credit enhancement arm of the World Bank Group) issued a US\$39.7m guarantee to several lenders. The loan was guaranteed by the Ministry of Finance (MOF) to support the construction of a hydropower plant in Vietnam which was to produce and sell electricity to EVN under a PPA. The guarantee covers the risk of non-honoring of sovereign financial obligations in respect of the Government's repayment guarantee to the lenders for 15 years.¹⁰⁷

Given the number of political and regulatory risks identified within the existing PPA framework, the Government may consider whether to leverage its existing relationships with MIGA and other potential guarantors to attract international investment to the offshore wind sector.

¹⁰⁴ https://www.ifc.org/wps/wcm/connect/topics_ext_content/ifc_external_corporate_site/sustainability-at-ifc/policies-standards/performance-standards/ps6, last accessed July 2020.

¹⁰⁵ MLAs may also subordinate their debt to other lenders or offer loan loss reserve funds, reducing the risk of default for other sources of finance.

¹⁰⁶ *Vietnam – scaling up energy efficiency project*, The World Bank, June 2019, available online at

<http://documents.worldbank.org/curated/en/321081568124943388/pdf/Vietnam-Scaling-up-Energy-Efficiency-Project.pdf>, last accessed July 2020.

¹⁰⁷ 'MIGA Credit Enhancement Back Hoi Xuan Hydropower in Vietnam', *Press Release*, Multilateral Investment Guarantee Agency, 13 January 2016, available online at <https://www.miga.org/press-release/miga-credit-enhancement-backs-hoi-xuan-hydropower-vietnam>, last accessed July 2020.

Other credit enhancement mechanisms

There are a number of other credit enhancement mechanisms which help to mitigate risks for investors, such as currency swap risks associated with cross-border transactions or the performance risk that efficiency solutions will not achieve a certain level of energy savings.

While there are a range of credit enhancement mechanisms available, the most effective mechanisms will address the largest risks which have not been addressed in the structure of the PPA arrangement. This risk reduction will allow developers to access cheaper financing which should reduce the required FIT and lessen the tariff burden on consumers.

Green debt instruments

Green debt instruments are bonds or securities issued to fund projects or assets that have a positive environmental or climate impact. These bonds can be issued either by public or private actors, and may bring the following benefits:

- Enhancements to the issuer's reputation, as green bonds serve to enhance their commitment to environmental goals or targets
- They require good standards of ESIA to be applied
- Investor diversification, as there is a growing pool of capital earmarked for green projects. Thus, the issuer can access investors who may not have been interested in purchasing a regular bond, and
- Potential pricing advantages if the wider investor base allows the issuer to get better pricing terms on a green bond than on a regular bond, though evidence to support the existence of a pricing advantage is mixed.

Green bonds have so far not been used to support renewable energy in Vietnam, though they have been used to support water resource management projects. In 2016, the Vietnam Ministry of Finance approved a pilot project for municipal green bonds. Following this approval, the People's Committee of Ba Ria Vung Tau Province sold US\$4 million 5-year green bonds to finance a water resource management project. Green bonds have also been issued by Ho Chi Minh City Finance and Investment State Owned Company, which issued US\$23 million in 15-year green bonds to fund 11 water and adaptation infrastructure projects.

To support the offshore sector, Vietnam could consider adopting an international definition of a 'green' project so that it could label infrastructure projects that meet the criteria, such as offshore wind projects, with the 'green' label. This would help to facilitate increased access to international capital markets for the private developers of these projects, helping to accelerate the development of the offshore wind industry by reducing the costs of finance.

This could reduce the cost of finance for offshore projects, and so reduce the level of charges to energy consumers through their tariffs.

Green equity instruments

Green equity instruments relate to equity issuances by a company where the capital raised is to be used specifically for projects that have a positive environmental impact. There are three forms of green equity instruments which have previously been used in Vietnam:

- Public-private partnership (PPP), involving a long-term contract between a public entity and a private party that is used to deliver infrastructure or services
- Joint venture, involving an agreement between two or more businesses that pool their capital, skills and resources for a specific project, and
- Private equity, equity issued by a developer or business to fund specific projects.

Of these equity instruments, the most relevant policy option from the Government's perspective will be the PPP.

Vietnam has a history of using PPPs in sectors such as transport, power and energy, and water supply, sewage and environment in order to mobilize private capital to invest in needed infrastructure. For example, the Duong River Surface water treatment plant has been run through a PPP between a private water company and the municipal authorities since 2006.

The Government has recently submitted a draft of a new proposed law on PPPs. This signals both that it is keen to continue using PPPs to drive investment in infrastructure and services and that it recognizes that improvements to the PPP framework may attract more foreign investment. To do this, the Government should ensure that the law spreads the risk between parties such that it will provide enough benefits to private companies to encourage foreign investment, while also ensuring that the environmental and infrastructure needs of Vietnam can be met. If some offshore wind projects were partly financed through PPPs, it should ultimately reduce the tariff impact by reducing the financing costs for developers.

Summary

To support the development of offshore wind, Vietnamese customers will have to support the difference between its costs and the cost of electricity produced by other means.

There are actions which Vietnam can take to reduce the cost of offshore wind development. Some national policies (for example reducing duties) can transfer the cost from customers to taxpayers and could be considered. A higher priority should be the encouragement of participation in projects by multilateral lenders, the deployment (by national or multilateral lenders) of credit enhancement mechanisms, and the adoption of green standards. This can reduce the cost of financing offshore wind by

Offshore wind roadmap for Vietnam: Interim report

encouraging greater competition in finance, or by achieving a more efficient allocation of financing risks (for example credit default).

A significant reduction in the cost of offshore wind finance will lead to a material reduction on the overall cost of

offshore wind – and hence in the end to lower cost for Vietnamese electricity customers.

20 Spatial data

20.1 Purpose

The purpose of this work package is to collate all relevant geospatial datasets to enable WBG to add to the spatial analysis previously provided by the DEA. We have identified and sourced data that enables definition of the economic resource, recognizing key social factors, marine spatial planning, and grid considerations, and have collated other relevant data in a form easily usable by relevant stakeholders.

This will inform future activity and provide a basis for any structured leasing frameworks and early development activity. At some point, the work could be expanded to develop a marine spatial plan for Vietnam.

The eventual deliverable will be data provided to WBG, with associated usage notes.

It should be noted that this roadmap project has not undertaken any spatial mapping to inform the siting of offshore wind farms in Vietnam. This project has only considered the high-level spatial mapping work undertaken by the Danish Energy Agency (see Figure 6).

Further spatial mapping work is being undertaken by The World Bank and is ongoing. It will feature in a future version of this roadmap.

20.2 Method

We have liaised closely with WBG (specifically Energy Sector Management Assistance Program (ESMAP) and International Finance Corporation (IFC)) to create a master list of all datasets relevant to this study. In this context, we are identifying and delivering data sources for use in future studies, but not undertaking any data analysis or mapping.

We have categorized each dataset according to its function:

- Economic model
- Infrastructure sensitivities
- Environmental sensitivities, and
- Social and commercial sensitivities.

We have identified any datasets not currently stored in either the BVGA or WBG (ESMAP) libraries, and where possible, identified if they exist elsewhere and how they can be procured.

Under the heading “likely impact”, each dataset identified has been ranked according to the impact it will have in the overall analysis of the location and cost of offshore wind energy in Vietnam using the following RAG scale:

- Red: a dataset that is likely to have a high impact in the analysis of location and cost of offshore wind energy in Vietnam.

- Amber: a dataset that is likely to have a moderate impact in the analysis of location and cost of offshore wind energy in Vietnam.
- Green: a dataset that is likely to have a low impact in the analysis of location and cost of offshore wind energy in Vietnam.

This evaluation is for guidance only and will depend on the final methodology applied by WBG when they complete their geospatial analysis.

20.3 Economic modelling layers

To create an LCOE layer in the data library, BVGA recommend the input layers shown in Table 28.

Table 28 Datasets for economic model.

Data layer	Likely impact	In library
Distance to shore	R	Yes
Bathymetry	R	Yes
Wind speed	R	Yes
Annual energy production (AEP) ^[1]	R	Yes
Distance to construction port ^[2]	A	Yes
Distance to OMS port ^[2]	A	Yes
Significant Wave Height	A	Yes

[1] Modelled using input assumptions (see below)

[2] To be calculated for specific sites or development areas

The non-geographic inputs assumed in the creation of the AEP layer includes:

- Turbine rating
- Turbine power curve
- Turbine rotor diameter
- Turbine hub height
- Project size, and
- Project power density.

Further input layers that are derived from the layers described in Table 28 include:

- Foundation type (depth dependent)
- Transmission type (distance to shore dependent), and
- OMS strategy (distance to OMS port dependent).

Further static assumptions converting the above data sets to an LCOE layer include:

- Year of final investment decision (FID)
- Project lifetime, and
- WACC.

20.4 Infrastructure layers

Data layers regarding existing infrastructure are shown in Table 29.

These datasets are used as either constraints to development (for example, areas used for military training will be removed from any analysis determining the potential location of offshore wind farms) or as inputs into any future overall viability assessment (for example, the presence of existing electrical transmission network will make development easier).

Table 29 Infrastructure datasets.

Data layer	Likely impact	In library
Oil and gas safety zones	A	Yes
Oil and gas operations	R	[1]
Cable infrastructure	A	Yes
Pipeline infrastructure	A	[1]
Disposal sites	A	[2]
Military training areas	R	[3]
Transmission network	R	Yes
Power plants	R	Yes
Nuclear power stations	R	Yes

[1] Potential to purchase from Wood Mackenzie (see note below)

[2] Datasets for waste disposal areas were not found

[3] Datasets for military training areas were not sourced and are assumed to be unavailable except via the Vietnamese military

Datasets for oil and gas infrastructure, pipelines, and military exercise zones are not present in either WBG or BVGA libraries.

A 3rd party supplier has been identified as a potential source for oil and gas infrastructure data. Wood Mackenzie offers a dataset containing 38 pipeline segments, 85 oil platforms, 148 licence blocks, plus associated metadata, for a one-off cost of US\$7,000.

A source for military exercise zones has not been identified as these are protected datasets, although they are available to the Government of Vietnam.

20.5 Environmental layers

Data layers identifying key environmental attributes are shown in Table 30.

These datasets are typically used to inform the level of sensitivity to ecological or biodiversity concerns in a particular area. Whether they are regarded as hard or soft constraints is often down to national or regional interpretation. It is also the case that in some circumstances, risks are too high to be according to international standards, while other lower risk areas can be mitigated by practical means (such as avoiding construction activity during breeding seasons).

The majority of environmental datasets identified are global datasets which include data covering Vietnam. They are present in either WBG or BVGA geographical information system (GIS) libraries, including some identified by The Biodiversity Consultancy, a consulting firm currently contracted by the IFC. Some datasets identified through the work undertaken in identifying social and environmental constraints, such as bird migration routes, habitat designations, and sensitive marine species, remain outstanding.

Table 30 Environmental datasets.

Data layer	Likely impact	In library
Marine conservation zones	A	Yes
IUCN Red List Species Data	A	Yes
World Database on Protected Areas (WDPA)	A	Yes
Ramsar sites	A	Yes
Key Biodiversity Areas (KBA)	A	Yes
Bird migration routes	A	[1]
Sensitive marine species	A	[2,3]
Critical and priority habitats and legally protected areas	R	[2]
Other important habitats (unprotected)	A	[2]
Global Distribution of Tidal Flat Ecosystems	R*	Yes
Global Distribution of Coral Reefs	R*	Yes
Global Distribution of Cold-water Corals	R*	Yes
Global Mangrove Watch (GMW)	R*	Yes
Global Distribution of Modelled Mangrove Biomass	R*	Yes
Global Distribution of Mangroves USGS	R*	Yes

A Modelled Global Distribution of the Seagrass Biome	R*	Yes
Global Distribution of Seagrasses	R*	Yes
Global Critical Habitat Screening Layer	R*	Yes
World Database on Protected Areas	R*	Yes
Global Distribution of Seamounts and Knolls	A*	Yes
Global Estuary Database	A*	Yes
Global Distribution of Sea Turtle Feeding	R*	Yes
Global distribution of sea turtle nesting sites	R*	Yes
State of the World's Sea Turtles	R*	Yes
Important Marine Mammal Areas (IMMAs)	R*	Yes
Species distribution	A*	Yes
Ecologically or Biologically Significant Marine Areas	R*	Yes

* These datasets have been identified through the parallel work by the IFC through their contract with The Biodiversity Consultancy (TBC). Their "likely impact" rating is our assessment only – this will be refined via the work by the IFC.

[1] No data found on bird migration routes

[2] It is expected that many sensitive marine species and other important habitats are covered by the datasets sourced by IFC (marked with an *).

[3] We are waiting on feedback regarding the complete list of designated PSSAs in Vietnam.

The environmental dataset has good coverage over the key areas, with previous IFC work contributing significantly to the overall completeness of the library.

Work during the social and environmental constraint assessment has highlighted key datasets that are not available from BVGA, IFC, or a third party. Future work may require that data acquisition research be carried out within Vietnam to ensure that the data is available for detailed site development work.

20.6 Social and commercial layers

Data layers identifying key social and commercial attributes are shown in Table 31.

The social and commercial datasets are typically used to inform the level of sensitivity of social or commercial concerns in a particular area.

Most datasets identified are global. Some datasets with a more local focus, such as tourism activities and salt production were not available in either BVGA or WBG libraries but will be important to source when carrying out detailed site identification.

Table 31 Social and commercial datasets.

Data layer	Likely impact	In library
Heritage sites	A	Yes
Location of ports	R	Yes
Airports	A	Yes
Anchorage area	A	Yes
Major cities	G	Yes
Tourism activities	A	[1]
Shipping routes	A	Yes
Salt production	G	No
Population	G	Yes

[1] No self-contained data source on "tourism activities" was sourced. This is most likely obtained from regional/local government or tourist offices. In practice, setting an exclusion zone of 15-20km from shore will mitigate the majority of cases where tourism may otherwise restrict offshore wind development.

20.7 Summary

Table 32 provides a summary of all spatial data sets.

Table 32 Summary of all spatial data sets.

Data area	Dataset	Likely Impact	Library	Source	Geographical scope	Listed by	Licence*
Infrastructure							
Raw	Oil & gas safety zones	A	WB	PETRODATA (PRIO)	Global	WB,BVGA	TBC*
	Oil and gas operations	A	3 rd party	3rd party/DEA	Country specific	WB,BVGA	TBC
	Cable Infrastructure	A	BVGA	Telegeography	Country specific	WB,BVGA	The map is made available under the following Creative Commons License: Attribution-NonCommercial-ShareAlike 3.0 Unported (CC BY-NC-SA 3.0). https://creativecommons.org/licenses/by-nc-sa/3.0/
	Pipeline Infrastructure	A	3 rd party	3rd party/DEA	Country specific	WB,BVGA	TBC
	Disposal Sites	A	Not yet sourced	3rd party/DEA	Country specific	WB,BVGA	TBC
	Military training areas	R	Not yet sourced	3rd party/DEA	Country specific	WB,BVGA	TBC
	Transmission Network	R	BVGA	WB	Country specific	WB,BVGA	TBC
	Power Plants	R	WB	WRI	Global	WB,BVGA	TBC
	Nuclear Power Station 2011	A	WB	NASA (SEDAC)	Global	WB,BVGA	TBC
Environmental							
Raw	Marine Conservation Zones	A	WB	Protected Planet	Global	WB,BVGA	TBC
	IUCN Red List Species Data	A	WB	IBAT	Global	WB,BVGA	TBC

Marine Ecosystems of the World (MEOW)	A	BVGA	WWF	Global	BVGA	The use of these data to produce other GIS products and services with the intent to sell for a profit is prohibited without the written consent of the MEOW Working Group. All parties receiving these data must be informed of these restrictions. The MEOW Working Group and its members' respective organizations shall be acknowledged as data contributors to any reports or other products derived from these data. Credit: Spalding MD, Fox HE, Allen GR, Davidson N, Ferdaña ZA, Finlayson M, Halpern BS, Jorge MA, Lombana A, Lourie SA, Martin KD, McManus E, Molnar J, Recchia CA, Robertson J (2007) Marine Ecoregions of the World: a bioregionalization of coast and shelf areas. BioScience 57: 573-583.
World Database on Protected Areas (WDPA)	A	WB	IBAT	Global	WB,BVGA	TBC
Ramsar sites	A	WB	UNESCO	Global	WB,BVGA	TBC
Key Biodiversity Areas (KBA)	A	WB	IBAT	Global	WB,BVGA	TBC
Bird Migration Routes	A	Not yet sourced		Global	Atkins	TBC
Sensitive Marine Species	A	Not yet sourced			Atkins	TBC
Critical and priority habitats and legally protected areas	R	Not yet sourced			Atkins	TBC
Other important habitats	A	Not yet sourced			Atkins	TBC
Global Distribution of Tidal Flat Ecosystems	R	WB	https://www.intertidal.app/download or http://data.unepwcmc.org/datasets/47	Global	IFC	Free for commercial use (CC BY 4.0).
Global Distribution of Coral Reefs	R	WB	https://data.unep-wcmc.org/datasets/1	Global	IFC	For commercial use, please contact business-support@unep-wcmc.org .
Global Distribution of Cold-water Corals	R	WB	https://data.unep-wcmc.org/datasets/3	Global	IFC	For commercial use, please contact business-support@unep-wcmc.org .
Global Mangrove Watch (GMW)	R	WB	http://data.unep-wcmc.org/datasets/45 https://www.globalmangrovetwatch.org/	Global	IFC	Free for commercial use (CC BY 4.0).
Global Distribution of Modelled Mangrove Biomass	R	WB	https://data.unep-wcmc.org/datasets/39	Global	IFC	For commercial use, please contact business-support@unep-wcmc.org .

Offshore wind roadmap for Vietnam: Interim report

Global Distribution of Mangroves USGS	R	WB	http://data.unep-wcmc.org/datasets/4	Global	IFC	For commercial use, please contact business-support@unep-wcmc.org .
A Modelled Global Distribution of the Seagrass Biome	R	WB	http://data.unep-wcmc.org/datasets/46	Global	IFC	Creative Commons Attribution 4.0 Unported (CC BY 4.0)
Global Distribution of Seagrasses	R	WB	http://data.unepwcmc.org/datasets/7	Global	IFC	For commercial use, please contact business-support@unep-wcmc.org
Global Distribution of Saltmarshes	R	WB	http://data.unep-wcmc.org/datasets/43	Global	IFC	For commercial use, please contact business-support@unep-wcmc.org
Global Critical Habitat Screening Layer	R	WB	https://www.unep-wcmc.org/resources-and-data/global-critical-habitat-screening-layer-version-10	Global	IFC	Free for commercial use (CC BY 4.0).
World Database on Protected Areas	R	WB	https://www.ibat-alliance.org/	Global	IFC	Restricted use, available through Integrated Biodiversity Assessment Tool (IBAT)
Global Distribution of Seamounts and Knolls	R	WB	https://data.unep-wcmc.org/datasets/41	Global	IFC	Creative Commons Attribution 3.0 Unported (CC BY 3.0). Free to (1) copy/distribute/transmit the work, (2) adapt the work, and (3) make commercial use of the work.
Global Estuary Database	R	WB	https://data.unep-wcmc.org/datasets/23	Global	IFC	For commercial use, please contact business-support@unep-wcmc.org .
Global Distribution of Sea Turtle Feeding Sites	R	WB	https://data.unep-wcmc.org/datasets/21	Global	IFC	Restricted use. For commercial use, please contact business-support@unep-wcmc.org .
Global Distribution of Sea Turtle Nesting Sites	R	WB	https://data.unep-wcmc.org/datasets/22	Global	IFC	Restricted use. For commercial use, please contact business-support@unep-wcmc.org .
Important Marine Mammal Areas (IMMAs)	R	WB	http://www.marinemammalhabitat.org/imma-atlas/	Global	IFC	Restricted use. For commercial use, please contact immacoordinator@gmail.com
State of the World's Sea Turtles	R	WB		Global	IFC	The data contained in the SWOT database have been made publicly available by members of the SWOT Team for informational purposes and to help support and advance sea turtle research and conservation worldwide. You can request data from the SWOT database for your use in research, in educational materials, and for other purposes, subject to the SWOT database Terms of Use. https://grape-halibut-145f.squarespace.com/request-data

	AquaMaps	R	WB	https://www.aquamaps.org/	Global	IFC	This work is licensed under a Creative Commons Attribution-NonCommercial 3.0 Unported License (CC-BY-NC). Need to get in touch for commercial use: Rainer Froese (rfroese@geomar.de) or Kristin Kaschner (Kristin.Kaschner@biologie.uni-freiburg.de).
	EBSAs (Ecologically or Biologically Significant Marine Areas (EBSAs))	R	WB	https://www.cbd.int/eb sa/	Global	IFC	Restricted for commercial use
	IUCN Red List of Threatened Species	R	WB	https://www.ibat-alliance.org/	Global	IFC	Restricted use, available through Integrated Biodiversity Assessment Tool (IBAT)
Geophysical							
Raw	Wind speed	R	BVGA	Global Wind Atlas v3.0	Global	WBG	The Works are licensed under the Creative Commons Attribution 4.0 International license, CC BY 4.0, except where expressly stated that another license applies.
	Bathymetry	R	BVGA	GEBCO	Global	BVGA	The GEBCO Grid is placed in the public domain and may be used free of charge. Use of the GEBCO Grid indicates that the user accepts the conditions of use and disclaimer information. https://www.gebco.net/data_and_products/gridded_bathymetry_data/gebco_2019/grid_terms_of_use.html
	EEZ boundaries	R	BVGA	Marine Regions (other datasets also available)	Global	BVGA	CC-By-NC-SA (Attribution-NonCommercial-ShareAlike 4.0 International)
	Global Natural Hazards Data	A	WB	NOAA	Global	BVGA	TBC
	Geological Settings	A			Global	BVGA	
	Seismic Conditions	A	WB	UNDRR 2014 / DEA	Global	BVGA	TBC
	Extreme wind speeds	R	BVGA	BVGA derived from Global Risk Data Platform PREVIEW portal	Global	BVGA	Commercial in confidence: BVG Associates grant World Bank a royalty free licence to use the dataset, provided that it is not passed to any third party. This dataset is copyright of BVG Associates Limited - © BVG Associates 2020. All rights are reserved.
	Typhoons	R	Not yet sourced	DEA	Global	BVGA	TBC
	Significant Wave height	A	BVGA	BVGA derived from NOAA Wavewatch III hindcast data. Maximum significant wave height, return period of 40 years.	Global	BVGA	Commercial in confidence: BVG Associates grant World Bank a royalty free licence to use the dataset, provided that it is not passed to any third party. This dataset is copyright of BVG Associates Limited - © BVG Associates 2020. All rights are reserved.
Social and commercial							

Offshore wind roadmap for Vietnam: Interim report

Raw	Heritage sites	A	WB			WB, BVGA, Atkins	TBC
	World Heritage sites	A	WB	UNESCO 2019	Global	WB	TBC
	Location of ports	A	WB			WB, BVGA, Atkins	TBC
	World Food Programme	A	WB	WFP	Global	WB	TBC
	World Port Index	A	BVGA	PUB 150	Global	BVGA	Public Domain / No Restrictions
	Airports	A	WB	Openflights 2020	Global	WB, BVGA, Atkins	TBC
	Anchorage Areas	A	WB	Global Fishing Watch	Global	WB	TBC
	Building Footprints	G	Not yet sourced		Country specific	WB	TBC
	Major Cities	G	BVGA	Natural Earth		WB, BVGA	Public Domain / No Restrictions
	Tourism activities	A	Not yet sourced		Country specific	WB, BVGA, Atkins	TBC
	Marinas/ Bathing Beaches	A	Not yet sourced		Country specific	WB, BVGA, Atkins	TBC
	Shipping routes	A	WB	KNB/DEA	Global	WB, BVGA, Atkins	TBC
	Salt production	G	Not yet sourced			Atkins	
	Population	A	BVGA	NASA SEDAC		WB, BVGA, Atkins	Creative Commons Attribution 4.0 International License.
	Commercial fishing grounds	A	Not yet sourced		Country specific	WB	
	Fish spawning grounds	A	Not yet sourced		Country specific	WB	

	Minerals and aggregate extraction	A	Not yet sourced		Country specific	WB	
Derived	Visual impact	A	Not yet sourced		Country specific		
Cost model							
Derived	Annual energy production	R	BVGA	BVGA	Global	BVGA	Commercial in confidence: BVG Associates grants World Bank a royalty free licence to use the dataset, provided that it is not passed to any third party. This dataset is copyright of BVG Associates Limited - © BVG Associates 2020. All rights are reserved.
	Distance to shore	R	BVGA	BVGA	Global	BVGA	Commercial in confidence: BVG Associates grants World Bank a royalty free licence to use the dataset, provided that it is not passed to any third party. This dataset is copyright of BVG Associates Limited - © BVG Associates 2020. All rights are reserved.
	Distance to construction port	A	BVGA	BVGA	Global	BVGA	Commercial in confidence: BVG Associates grants World Bank a royalty free licence to use the dataset, provided that it is not passed to any third party. This dataset is copyright of BVG Associates Limited - © BVG Associates 2020. All rights are reserved.
	Distance to OMS port	A	BVGA	BVGA	Global	BVGA	Commercial in confidence: BVG Associates grants World Bank a royalty free licence to use the dataset, provided that it is not passed to any third party. This dataset is copyright of BVG Associates Limited - © BVG Associates 2020. All rights are reserved.
	Foundation type	A	BVGA	BVGA	Global	BVGA	Commercial in confidence: BVG Associates grant World Bank a royalty free licence to use the dataset, provided that it is not passed to any third party. This dataset is copyright of BVG Associates Limited - © BVG Associates 2020. All rights are reserved.
	Transmission type	A	BVGA	BVGA	Global	BVGA	Commercial in confidence: BVG Associates grants World Bank a royalty free licence to use the dataset, provided that it is not passed to any third party. This dataset is copyright of BVG Associates Limited - © BVG Associates 2020. All rights are reserved.
	OMS strategy	A	BVGA	BVGA	Global	BVGA	Commercial in confidence: BVG Associates grants World Bank a royalty free licence to use the dataset, provided that it is not passed to any third party. This dataset is copyright of BVG Associates Limited - © BVG Associates 2020. All rights are reserved.

Offshore wind roadmap for Vietnam: Interim report

	Indicative LCOE	R	BVGA	BVGA	Global	BVGA	Commercial in confidence: BVG Associates grants World Bank a royalty free licence to use the dataset, provided that it is not passed to any third party. This dataset is copyright of BVG Associates Limited - © BVG Associates 2020. All rights are reserved.
--	-----------------	---	------	------	--------	------	--

* Where the licence rights are listed as TBC (to be confirmed) this is because work is ongoing to establish the licencing rights background and will be confirmed in due course.

21 Downstream studies

21.1 Purpose

In this work package, we present options and costs for pre-development studies and broader industry enablement work should the Government choose to take responsibility for this. We also consider studies that will progress the recommendations presented in Section 5. Finally, we also cover capacity building and training within stakeholders to deliver regulatory responsibilities.

This is important as it is valuable to understand what costs are involved and what planning is needed in order that the industry progresses.

Costs may also be used as an evidence base to inform potential applications for climate finance (grant funding) by the Government to funding organizations, including the World Bank, to enable effective development of an offshore wind pipeline.

Costs are high-level estimates only.

21.2 Method

In assessing costs and resources, we have assumed development and installation is in line with the high growth scenario.

We consider costs in the context of a:

1. A centralized one-stage approach, and
2. A decentralized 2-stage approach to leasing and PPAs, as discussed in Section 14.

At this stage, we have not engaged beyond European contacts with experience of different approaches. We have not discussed with stakeholders in Vietnam.

In calculating costs to 2030, we assume an average project size of 500MW, that a total of 20 projects have been through the development process to the point of construction, and that a further 10 projects have reached a mature stage of development.

21.3 Results

We have identified 12 areas where significant cost may be incurred. These are listed in Table 33.

Table 33 Summary of costs for downstream activities under high growth scenario.

#	Description	Setup costs (US\$m)	Typical cost per 500MW project (US\$m)	Number of projects by 2030	Cost to 2030 (US\$m)	Used in which approach?
1	Strategic sensitivity mapping and verifying development zones <ul style="list-style-type: none"> • Relevant to recommendations 3 and 4 • Includes environmental and physical surveys, including bird species, migration routes and marine mammals, Data analysis and consultation with stakeholders, communities and industry 	10	N/A	N/A	10	1 and 2
2	Early stage project development up to consent – pre-FEED and ESIA <ul style="list-style-type: none"> • Relevant to recommendations 3 and 4 • Includes environmental and physical surveys, engineering design work, data analysis and consultation with stakeholders, communities and industry. This might include wind resource, meteorological and geophysical sea bed data collection. 	5	10	30	305	1

Offshore wind roadmap for Vietnam: Interim report

3	Permitting – management <ul style="list-style-type: none"> Relevant to recommendation 5 Includes setting up and ongoing management of leasing and permitting authorities and ongoing technical reviews of ESIA's 	2	1	30	32	1 and 2
4	Permitting – stakeholder input <ul style="list-style-type: none"> Relevant to recommendation 5 Includes liaison between Government authorities and relevant stakeholders in the context of assessing projects 	N/A	0.5	30	15	1 and 2
5	Stakeholder support and education <ul style="list-style-type: none"> Relevant to recommendations 5 Includes providing resources to stakeholders to equip them to deal with offshore wind applications, and increasing awareness about offshore wind 	1.0	N/A	N/A	1.0	1 and 2
6	Auction – design <ul style="list-style-type: none"> Relevant to recommendations 6, 8, 9 and 10 Includes work to determine best approach to competitive processes for leases and PPAs, and design of competitions 	1	N/A	N/A	1	1 and 2
7	Auction – management <ul style="list-style-type: none"> Relevant to recommendations 6 and 7 Includes costs associated with running auction competitions 	N/A	0.5	30	15	1 and 2
8	Transmission planning <ul style="list-style-type: none"> Relevant to recommendations 12 and 13 Includes technical analysis, engineering design, financial planning and permitting 	4	0.5	30	19	1 and 2
9	Skills assessment and workforce training <ul style="list-style-type: none"> Relevant to recommendations 16 and 17 Includes costs to liaise with supply-chain to understand skills gaps and shortages and delivering training programs 	2	N/A	N/A	2	1 and 2
10	International collaboration <ul style="list-style-type: none"> Includes costs for outreach to international partners to identify and deliver joint industry research and investment programs 	2	N/A	N/A	2	1 and 2
11	Creating and implementing H&S, design and grid codes <ul style="list-style-type: none"> Relevant to recommendations 19, 20 Includes costs to research, define and manage required codes and standards 	2	0.1	30	5	1 and 2

22 Stakeholders

A key goal of the project is to establish a strong network of industry stakeholders whose views and collaboration will aid development and socialization of the offshore wind roadmap for Vietnam.

The key stakeholders that have been identified are listed in Table 34 under four headings:

- **Government:** Government departments, regulators, and institutions at national and regional level.

- **Developers:** Offshore wind project developers known to be active in Vietnam.
- **Supply Chain:** Supply chain businesses known to be active in offshore wind in Vietnam, or those with potential to provide services.
- **Non-governmental organizations (NGOs):** National and international non-governmental organizations with an interest in offshore wind in Vietnam.

Contact with many of the national and provincial government stakeholders is reliant on introductions to be made on our behalf by MOIT. These introductions have been requested from MOIT but have not yet been made.

Table 34 Key stakeholders

	Name	Role	Status
Government			
Electricity Regulatory Authority of Vietnam (ERAV)	Trần Tuệ Quang	Regulator of the electricity industry in Vietnam	Introduction requested, via MOIT
Electricity and Renewable Energy Authority (EREA)	Hoàng Tiến Dũng	A department of MOIT with responsibility for renewable energy in Vietnam	Ongoing email exchanges and discussions via Ky Hong Tran of the World Bank in Vietnam
Department of Planning and Investment (DPI)	To be confirmed, via MOIT	Regional level departments with responsibility for economic planning	To be arranged, subject to introductions by MOIT
Institute of Energy	Mr Hanh Mr Trung	Research institute responsible for the formulation of energy and power strategies, policies and masterplans	Email exchanges and discussions via Ky Hong Tran of the World Bank in Vietnam
Ministry of Finance (MOF)	To be confirmed, via MOIT	National level Government ministry with responsibility for managing state finances	Introduction requested, via MOIT
Ministry of Industry and Trade (MOIT)	Nguyễn Ninh Hải Dzung Pham Thuy	National level Government ministry responsible for the regulation, management and growth of industry and trade in Vietnam	Ongoing email exchanges and discussions via Ky Hong Tran of the World Bank in Vietnam. Calls held with Neil Douglas of BVGA.

Offshore wind roadmap for Vietnam: Interim report

Ministry of Natural Resources and Environment (MONRE)	Tạ Đình Thi	National level Government ministry responsible for the management, surveying and mapping of the environment and natural resources in Vietnam	To be arranged, subject to introductions by MOIT
Ministry of Planning and Investment (MPI)	To be confirmed, via MOIT	National level Government ministry with responsibility for economic planning	Introduction requested, via MOIT
Ministry of Transport (MOT)	To be confirmed, via MOIT	National level Government ministry responsible for rail, road and water transport in Vietnam	Introduction requested, via MOIT
National Power Transmission Company (NPTC)	Nguyễn Tuấn	Responsible for managing the national power transmission grid in Vietnam, at voltages on 110kV and above. The National Load and Dispatch Centre (NLDC) is responsible for grid balance and control. NPTC is a department of EVN.	Introduction requested, via MOIT
Provincial People's Committee (PPC)	To be confirmed, via MOIT Introductions have been requested for the following areas: <ul style="list-style-type: none"> • Bac Lieu • Binh Thuan • Tra Vinh, and • Ben Tre Soc Trang 	An executive arm of the provincial Government. The PPC is responsible for implementing policy at provincial level. It is in charge of the province's departments.	Introduction requested, via MOIT
Vietnam Administration of Seas and Islands (VASI)	Du Van Toan, project team member, and employee of Vietnam Institute of Seas and Island (VISI), a department of VASI	A public scientific organization. The Institute undertakes marine science research and develops of strategies and policies relating to the marine environment.	Ongoing engagement via Du Van Toan
Vietnam Electricity (EVN)	Le Thanh Vinh	The national electricity corporation of Vietnam. It owns the majority of power generation in Vietnam and has 5 regional subsidiaries (North Power Corporation, Central Power Corporation, South Power Corporation, Hanoi Power Corporation, and Ho Chi Minh City Power Corporation).	Introduction requested, via MOIT
Vietnam Institute of Fisheries Economics and Planning (VIFEP)	To be confirmed, via MOIT	Government institute with responsibility for the planning, growth and regulation of the commercial fishing industry.	Introduction requested, via MOIT
Provincial department level stakeholders for lease and permitting	Via, provincial PPCs (as above)	Provincial departments have specific roles in the project leasing and permitting processes	Introduction requested to PPCs, via MOIT

Developers			
Bac Thuong	Nguyễn Long	Vietnamese developer	Contact via local partners as required
Cong Ly	To be confirmed	Vietnamese developer	Contact via local partners as required
Copenhagen Offshore Partners (COP)	Maya Malik Dang Quoc Toan	European developer with interest in offshore wind in Vietnam, funded by Copenhagen Infrastructure Partners	Ongoing calls and email exchange Interview calls held with project partners
Enterprize Energy	Ian Hatton David Wotherspoon	Independent European developer with interest in offshore wind in Vietnam	Ongoing calls and email exchange Interview calls held with project partners
Gai Lai	To be confirmed	Vietnamese developer	Contact via local partners as required
Mainstream Renewable Power	Bui Vinh Thang	Independent European developer with interest in offshore wind in Vietnam	Calls and email exchange Interview calls held with project partners
Super Wind	To Hoai Dan	Vietnamese developer	Contact via local partners as required
Supply chain			
Alpha ECC	Vu Van Dao	Supply chain business	Contact via local partners as required
CS Wind	Nguyen Ngoc Thang	Supply chain business	Contact via local partners as required
Hai Duong	Tran Quang Hung	Supply chain business	Contact via local partners as required
Huy Hoang Logistic & Transportation	Nguyen Van Trung	Supply chain business	Contact via local partners as required
Joint Venture Vietsovpetro	Dang Duc Phong	Supply chain business	Contact via local partners as required
Petrovietnam Construction	Tran Vu Phuong	Supply chain business	Contact via local partners as required
PTSC Geos & Subsea Services	Nguyen Thanh Hai	Supply chain business	Contact via local partners as required
PTSC Mechanical & Construction	Bui Hoang Diep	Supply chain business	Contact via local partners as required

Offshore wind roadmap for Vietnam: Interim report

PTSC Offshore Services	Le Toan Thang	Supply chain business	Contact via local partners as required
Tan Cang Offshore Services	Le Dang Phuc		Contact via local partners as required
NGOs			
Danish Energy Ministry (DEA)	Erik Kjaer Aisma Vitina	The Danish Energy Agency is responsible for energy policy and regulation in Denmark and efforts to reduce carbon emissions, including the delivery of international renewable energy programs. The DEA is delivering a parallel program to the WBG roadmap in Vietnam, with a complimentary scope of works.	Regular calls and email exchange Agreement to share Vietnam roadmap project documentation and findings
Global Wind Energy Council (GWEC)	Liming Qiao	The international trade association for the wind power industry. GWEC are active in Vietnam.	Regular calls and email exchange
GIZ	Rainer Brohn	GIZ is a German international development agency. In Vietnam they deliver an renewable energy industry support program on behalf of MOIT.	Contact request sent to Rainer.
Vietnam Institute for Energy Transition (VIET)	Nhien Ngo	An independent think tank, VIET undertake policy research and deliver expert advisory services and training in relation to the energy transition in Vietnam.	Regular calls and email exchange.
Vietnam Association of Seafood Exporters and Producers (VASEP)	Mr. Nam	Trade body representing the commercial fishing industry in Vietnam.	Contact via local partners as required
Community groups at a local project level		Not identified as part of this study as dependent on project location.	

Appendix A: Glossary

Glossary

Abbreviation	Definition
AEP	Annual energy production
APAC	Asia-Pacific
BOOT	Build-own-operate-transfer
CAPEX	Capital expenditure
CDM	Construction, design and management
CfD	Contract for difference
CIT	Corporate income tax
CO ₂	Carbon dioxide
CP	Construction permit
COP	Construction and Operation Plan
CTV	Crew transfer vessel
DCO	Development consent order
DEVEX	Development expenditure
DSA	Dynamic security assessment
DTS	Distributed temperature sensor
EEZ	Exclusive economic zone
EL	Electricity licence
EP	Establishment permit
ESIA	Environmental and social impact assessment
ESS	Environmental and social standards
FACTS	Flexible alternating current transmission system
FEED	Front end engineering and design
FID	Final investment decision
FIT	Feed in tariff
FS	Feasibility study

Offshore wind roadmap for Vietnam: Interim report

FTE	Full-time equivalent
GIS	Geographical information system
GMW	Global Mangrove Watch
GVA	Gross value added
GW and GWh	Gigawatt and Gigawatt hour
HRA	Habitat regulations assessment
HVDC	High voltage direct current
H&S	Health and safety
IMMAs	Important marine mammal areas
IP	Individual permit
JV	Joint venture
KBA	Key Biodiversity Areas
LCOE	Levelized cost of energy
MLAs	Multilateral lending agencies
MPA	Marine Protected Areas
MSP	Marine spatial plan
MW and MWh	Megawatt and Megawatt hour
NGO	Non-governmental organization
NO_x	Nitrogen oxides
NP	National Park
NSIP	Nationally significant infrastructure projects
NWP	Nationwide permit
OMS	Operations, maintenance and service
OPEX	Operational expenditure
PDP	Power development plan
PM	Prime Minister
PPAs	Power purchase agreements
PPP	Public-private partnership

PSSAs	Particularly Sensitive Sea Areas
PWPDP	Provincial wind power development plan
RD&D	Research, design and development
RoCoF	Rate of change of frequency
R&D	Research and development
SAP	Site Assessment Plan
SCADA	Supervisory control and data acquisition
SEs	Scope elements
SOLAS	Safety of life at sea regulations
SOV	Service operation vessel
SO₂	Sulphur dioxide
SPMT	Self-propelled modular transport
SSSI	Site of Special Scientific Interest
SVC	Static var compensator
TW and TWh	Terawatt and Terawatt hour
US\$	United States Dollar
UXO	Unexploded ordnance
VND	Vietnamese Dong
VPP	Virtual power plant
WACC	Weighted average cost of capital
WAMS	Wide areas management system
WCD	Works completion data
WDPA	World database on protected areas
WHS	World Heritage Sites

Company and institute abbreviations

Abbreviation	Definition
ADB	Asian Development Bank
BOE	Bureau of Energy
BOEM	Bureau of Ocean Energy Management
BVGA	BVG Associates
CES	Crown Estate Scotland
COP	Copenhagen Offshore Partners
DEA	Danish Energy Agency
DoD	Department of Defence
DoF	Directorate of Fisheries
DOIT	Department of Industry and Trade
DPI	Department of Planning and Investment
EIB	European Investment Bank
EPA	Environmental Protection Administration
EPTC	Electrical Power Trading Company
ERAV	Electricity Regulatory Authority of Vietnam
EREA	Electricity and Renewable Energy Authority
ESMAP	Energy Sector Management Assistance Program
EVN	Vietnam Electricity
GDE	General Directorate of Energy
GWO	Global Wind Organisation
GWEC	Global Wind Energy Council
HICT	Haiphong International Container Terminal
IFC	International Finance Corporation
IRENA	International Renewable Energy Agency
MARD	Ministry of Agriculture and Rural Development
MCST	Ministry of Culture, Sports and Tourism

MIC	Ministry of Information and Communication
MIGA	Multilateral Investment Guarantee Agency
MMO	Marine Management Organisation
MOEA	Ministry of Economic Affairs
MOF	Ministry of Finance
MOIP	Ministry of Industries and Production
MOIT	Ministry of Industry and Trade
MONRE	Ministry of Natural Resources and Environment
MOPI	Ministry of Planning and Investment
MOT	Ministry of Transport
MPI	Ministry of Planning and Investment
MS	Marine Scotland
NLDC	National Load Dispatch Centre
NMFA	National Marine Fisheries Service
NPA	National Property Administration
NPTC	National Power Transmission Corporation
NRW	Natural Resources Wales
OFTO	Offshore transmission owner
PPC	Provincial People's Committee
PVN	PetroVietnam
RPC	Regional Power Corporation
SHPO	State Historic Prevention Office
TCE	The Crown Estate
USACE	United States Army Corps of Engineers
USCG	United States Coast Guard
USFWS	United States Fish and Wildlife Service
VASI	Vietnam Administration of Seas and Islands
VASEP	Vietnam Association of Seafood Exporters and Producers

Offshore wind roadmap for Vietnam: Interim report

VIET	Vietnam Institute for Energy Transition
VIFEP	Vietnam Institute of Fisheries Economics and Planning
VISI	Vietnam Institute of Seas and Island
WBG	World Bank Group