

A Gender Sensitive Framework for Mainstreaming Nationally Determined Contributions in Provincial Planning Processes in Viet Nam

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Viet Nam, through the Ministry of Planning and Investment (MPI) requested technical and financial support under the CAEP specifically to support the mainstreaming of NDC targets and measures into provincial planning (noting that Viet Nam updated its NDC with raised ambition in 2020). MPI is the agency responsible for socio-economic development planning in Viet Nam. Further, according to the National Strategy of Gender Equality, MPI is also responsible for ensuring gender is mainstreamed in all policy and planning tools across sectors and levels of Government. Therefore, this document aims to provide technical guidance to support MPI with the process of mainstreaming NDCs in provincial planning processes in a gender-sensitive manner. It does so drawing on international best-practices, evidence of gender-climate linkages in the field based on prior experiences and lessons from SNV and other development partners in Viet Nam, as well as efforts to pilot the application of the approach as an input to Lam Dong's provincial planning for the period 2021-30.

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Contents

1. Introduction	5
1.1 Background	6
1.2 Document Purpose and Audience	6
1.3 Document Structure	6
2. Rationale: Climate Change and Gender	7
2.1 Climate Change and Gender-responsive Planning & Action: Global Perspective	8
2.1.1 Gender-differentiated Impacts of Climate Change	8
2.1.2 Gender-differentiated Climate Change Contributions	10
2.1.3 Gender-differentiated Impacts of Climate Change Actions	10
2.1.4 The Case for Addressing Gender Equality in Climate Action	11
2.1.5 Gender-responsive National Climate Change Planning	12
2.2 Climate Change and Gender in Viet Nam	13
2.2.1 Climate Change in Viet Nam	13
2.2.2 Gender Equality in Viet Nam	13
2.2.3 Gender-differentiated Climate Change Impacts in Viet Nam	15
2.2.4 Gender-differentiated Climate Change Contributions in Viet Nam	15
2.2.5 Gender-differentiated Impacts of Climate Actions in Viet Nam	17
2.2.6 Mainstreaming Gender in Climate Change Planning in Viet Nam: Policy Basis and Progress	18
3. Gender Sensitive Framework for NDC Mainstreaming in Provincial Planning	19
3.1 Principles	20
3.2 Approach Overview: Integrating Best-practices into Viet Nam's Planning Processes	20
3.2.1 International Best-Practice in Gender-responsive Climate Change Planning	20
3.2.2 Viet Nam's Planning Processes	21
3.2.3 Mainstreaming NDCs in the Planning Process	23
3.3 Gender Sensitive Approach to NDC Mainstreaming in Provincial Planning	24
3.3.1 Gender Analysis	24
3.3.2 Identification of Gender-sensitive Climate Actions and Gender Action Planning	27
3.3.3 Identification of Gender Responsible Agencies and Stakeholders	30
3.3.4 Sex-disaggregated Data and Gender Indicators	31
3.3.5 Gender-sensitive Budgeting	34
4. Lessons Learned and Recommendations for Operationalising the Gender Sensitive Framework	35
4.1 Lessons	36
4.2 Recommendations	36
Additional Reading and References	37

Abbreviations and Acronyms

AF	Adaptation Fund
AWD	Alternate Wetting and Drying
BMU	German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety
CAEP	Climate Action Enhancement Package
CCWG	Climate Change Working Group
CEDAW	Convention on Ending Discrimination Against Women
CIF	Climate Investment Fund
DCC	Department of Climate Change
EbA	Ecosystem-based Adaptation
EOWE	Enhancing Opportunities for Women's Empowerment
GBV	Gender-based Violence
GCF	Green Climate Fund
GDI	Gender Development Index
GEF	Global Environment Facility
GHG	Greenhouse gas
GII	Gender Inequality Index
GIZ	German International Cooperation
GoV	Government of Viet Nam
HDI	Human Development Index
IPCC	Inter-governmental Panel on Climate Change
MoLISA	Ministry of Labour, Invalids and Social Affairs
MoNRE	Ministry of Natural Resources and Environment
MPI	Ministry of Planning and Investment
NAP	National Adaptation Plan
NBS	Nature-based Solutions
NDC	Nationally Determined Contribution
NDCP	Nationally Determined Contribution Partnership
NRAP	National REDD+ Action Programme
NSGE	National Strategy on Gender Equality
NTFP	Non-timber Forest Product
REDD+	Reduced Emissions from Deforestation and forest Degradation
SIPA	Supporting Implementation of the Paris Agreement
SME	Small and Medium-sized Enterprise
SNV	Netherlands Development Organisation
SRI	System of Rice Intensification
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNWOMEN	United Nations Entity for Gender Equality and Empowerment of Women
WB	World Bank
WEF	World Economic Forum
WRI	World Resources Institute
WU	Women's Union

Glossary of Key Terms

Gender: Refers to socially ascribed roles, responsibilities, rights, and opportunities associated with men and women. Gender relations are dynamic, change over time, and are context-specific – just as societies can change over time, so too can the different gender-defined roles of women and men in households, communities, the workplace, and other formal and informal decision-making institutions and structures.

Gender differentiation: Men and women can have different socially defined roles, responsibilities, functions, levels of participation, access to and control over resources and assets, levels of education, actual rights, and opportunities. In many societies, women and girls in particular can face traditional patterns of marginalization and discrimination because of this gender defined roles, rights and opportunities.

Gender equality: Similar rights, potentials, assets and chances for women and men (in all their diversity). Often women face specific obstacles to attain their full development potential, such as lack of decision-making power, poverty, limited access to and control over resources (natural, financial, credit, education and training). Despite the disadvantages they often face, women are also crucial actors, particularly at the community level with knowledge, experience, expertise, skills, and vision.

Gender-sensitive: consideration and acknowledgement of gender differences and inequalities in a law, policy, or framework.

Gender-responsive: beyond consideration and acknowledgement, attempt to address and mitigate gender differences and inequalities through targeted interventions as an integral part of a law, policy, or framework. Climate actions can become gender-responsive by considering in a systematic manner difference between the conditions, situations, and needs of women and men in every step of implementation.

Gender mainstreaming: Systematic process of gender-responsive actions is known as gender mainstreaming and must include baseline generation, participatory design processes, identification of objectives, activities, and indicators, and monitoring and evaluation (M&E) systems.

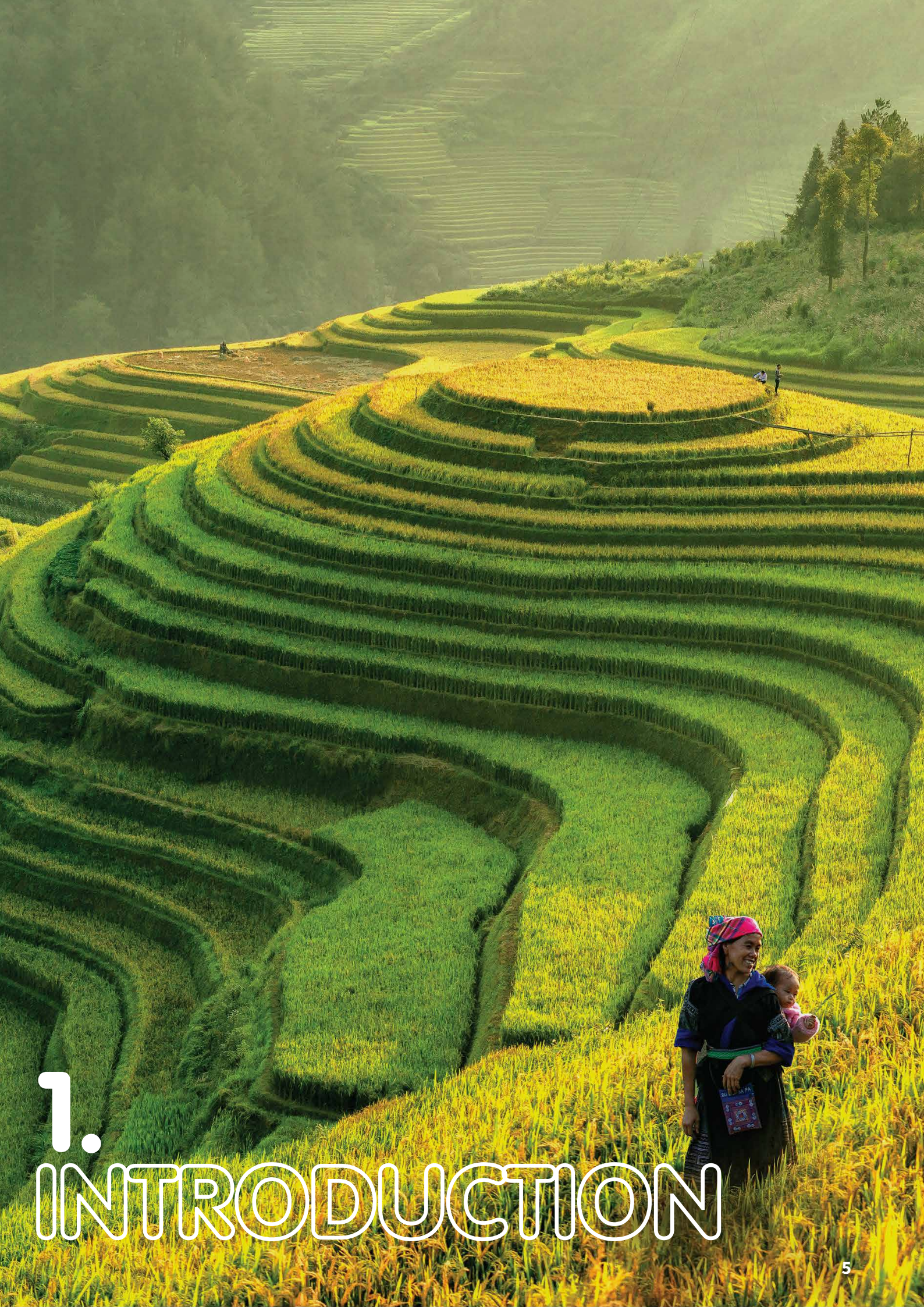
Gender-disaggregated data and sex-disaggregated data: statisticians are starting to disaggregate data both by sex and by sexual orientation, and at times including non-binary genders. This would be referred to as gender-disaggregated data. If data considers women and men only, and is disaggregated by sex in such manner, this is referred to as sex-disaggregated data.

Gender analysis: Gives us an understanding of how the social-defined roles of women and men determine different vulnerabilities and capacities to deal with climate change. Gender analysis is essential to better informed, and more equitable, efficient, and sustainable climate change and DRR responses.

Vulnerability: The characteristics and circumstances of [an individual], community, system or asset that make it susceptible to the damaging effects of a hazard. Vulnerability is not a status inherent to a group, it is the result of the situational circumstances and existing frameworks that contribute to their vulnerability.

Resilience: The ability of a system, community or society exposed to hazards to resist, absorb, accommodate, and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.

Capacity: The combination of all the strengths, attributes, and resources available within a community, society or organization that can be used to achieve agreed goals.



1. INTRODUCTION

1.1 Background

In 2015, the world endorsed the Paris Agreement and the 2030 Agenda for Sustainable Development. These historic accords presented countries with an unprecedented opportunity to align the climate and sustainable development agendas to spur economic growth and improve the livelihoods of all people. Nations signal their commitments to the Paris Agreement through Nationally Determined Contributions (or NDCs) – each country's strategy to cut its own greenhouse gas (GHG) emissions and build resilience against the negative effects of a changing climate. Viet Nam recently revised its NDC and developed a National Adaptation Plan (NAP) – both approved in 2020.

The NDC Partnership (NDCP) is a global coalition of countries and institutions collaborating to drive transformational climate action through sustainable development. Through the Partnership, members leverage their resources and expertise to provide countries with the tools they need to implement their NDCs and combat climate change to build a better future. The Climate Action Enhancement Package (CAEP) is a new offering of the NDCP designed to deliver targeted, fast-track support to countries to enhance the quality, increase the ambition, and implement NDCs. Viet Nam, through the Ministry of Planning and Investment (MPI) requested technical and financial support under the CAEP specifically to support the mainstreaming of NDC targets and measures into provincial planning in 2020-2021. The country is implementing planning processes for the next ten- and five-year periods at national, sectoral and provincial levels. Meanwhile, Viet Nam has also recently revised its Planning Law with new integrated approaches being promoted to streamline and improve planning processes across and between sectors. Lastly, by the National Strategy on Gender Equality (NSGE) 2021-2030 that was approved by Government in March 2021, MPI is mandated the task to ensure gender mainstreaming in all policy and planning tools across sectors and levels of Government, in pursuit of the gender targets and objectives enshrined in the NSGE.¹

NDCP members: SNV Netherlands Development Organisation (SNV), World Resources Institute (WRI) and the World Bank (WB) are providing co-finance and attempting to provide the technical support requested by MPI. This document outlines methodological guidance for the consideration of gender issues within the process of mainstreaming NDCs in provincial planning drawing on international best-practices and SNV's experiences in attempting to do so in the Central Highlands province of Lam Dong.

1.2 Document Purpose and Audience

In Viet Nam there is a clear hierarchy of master planning processes whereby provincial plans are informed by national and regional master plans. National strategies and action plans lay out the broad sets of policies and measures to be promoted – including those relating to climate change and green growth. Provincial master plans operationalise the national policies and measures at the sub-national level. Viet Nam's new planning law (2017) and associated Decree 37/2019/ND-CP invoke an institutional transformation that aimed to synchronize and unify planning processes at all levels.

In order for Viet Nam to implement its international commitments on climate change, it is essential that NDC policies and measures are integrated into provincial master plans. The intention of this document is to provide methodological guidance to assist the harmonious integration of NDC targets and measures into planning processes at provincial/local level in a gender-responsive manner. As such, the document is primarily aimed at policymakers, planning officers and technical planning consultants deeply engaged in provincial planning processes. The document may also be of interest to other stakeholders that may be involved in such processes e.g., Development partners, Civil Society Organisations.

1.3 Document Structure

This document firstly outlines the rationale for gender-sensitive climate change planning considering international knowledge of climate change and gender linkages as well as the context in Viet Nam, noting men's and women's differentiated experiences of climate change, the country's progress in terms of NDC and NAP planning, the broader legal and policy framework for gender equality and adoption of new integrated planning processes.

Thereafter the methodological guidance proposes broad over-arching principles before outlining methodological steps - based on international best-practices and adapted to the Vietnamese context – for the integration of gender considerations in the process of NDC mainstreaming in provincial planning. The proposed framework's key areas and suggested indicators are based on a desk review of the relevant materials set out above and draw on experience and practices from the implementation of development programming in Viet Nam. The NDCP guidance on gender responsive NDC action plans as well as Viet Nam's NDC itself are guiding documents.²

¹Resolution No. 28/NQ-CP the National Strategy on Gender Equality in 2021 – 2030, adopted on 3 March 2021.

²NDC Action Plans Practical Guide (March 2021)

https://ndcpartnership.org/sites/default/files/Gender_Responsive_NDC_Action_Plans_Practical_Guide-March-2021.pdf



2. RATIONALE: CLIMATE CHANGE & GENDER

Addressing gender considerations in climate change planning processes adds an additional layer of complexity to an already complicated, multi-dimensional process. The following section outlines firstly why it's necessary in theory based on international experience and knowledge as well as in relation to UNFCCC agreements and then secondly in the Vietnamese context.

2.1 Climate Change and Gender-responsive Planning & Action: Global Perspective

2.1.1 Gender-differentiated Impacts of Climate Change

There is a growing body of evidence globally that climate change impacts men and women in different ways, and typically that women and girls tend to be more vulnerable to and more adversely affected by climate change than men. Several factors account for the discrepancy between women's and men's differentiated exposure and vulnerability to climate change risks. In many instances the differentiated impacts arise from existing gender inequalities in terms of access to opportunities, institutional frameworks, and different forms of capital.

- Gender-based differences in **time use**, access to assets and credit and treatment by markets and formal institutions (including the legal and regulatory framework) constrain women's opportunities. As a result, there is a global gender gap in earnings and productivity, and they are often double-burdened with caring for children and old people. Clearly, lesser financial capital means a higher level of vulnerability to climate shocks and trends.
- Over the last 30-40 years, in many parts of the developing world, rural areas have experienced a dramatic transformation in the population dynamics where young and working age men leave their rural communities to seek out higher income earning opportunities in urban areas. Women and old people are left behind. **Women's livelihoods** and (lower) incomes are thus often more tied to the land and natural resources which are affected by climate change. In addition, women's livelihoods are more vulnerable because they are overrepresented in the informal sector.
- Furthermore, although women may be responsible for much of the agricultural production labour, statistics show they own only a fraction of the land and assets. Given **land ownership** is often critical as collateral, it further inhibits access to financial capital.
- In many developing countries women and girls are withdrawn from education at a younger age. Lower levels of education may affect: **Access to information or technology** (e.g., new seed varieties, farming techniques) that enhance adaptive capacity or the information and skills necessary to escape or avoid hazards (e.g., swimming and climbing trees to escape rising water levels); access to finance/financial literacy and ability to invest in climate-resilient livelihoods; the ability and confidence of women and girls to participate in decision-making processes.
- **Socio-cultural norms** often limit women in various ways e.g., dress codes imposed on women can restrict their mobility in times of disaster, as can their responsibility for small children who cannot swim or run; women may not be expected to attend or raise their voice in community or government meetings. Such social influences render women disproportionately vulnerable to disasters and related negative effects of climate change.
- **Gender-Based Violence (GBV)** occurs more often in times of stress and hardship. This concerns all forms of violence that may be physical, verbal, or non-verbal, and is directed to or affects persons disproportionately based on gender characteristics. Domestic violence is more likely to occur in times of economic or emotional stress on a family or individual, and (sexual) violence is more likely to happen when there is a natural disaster or crisis. Early (child) marriage is often exacerbated by economic necessity and stress on households and families. And health related impacts are different due to medical needs of women in context of reproductive health.

Box 1: Global examples of gender differentiated impacts of climate change.

Namibia: In the north, 57 percent of the households are female-headed due to a high rate of rural-urban migration for employment. In the rural areas, women are the primary providers of food and crops for the household and are disproportionately affected by environmental degradation. Access to housing is inadequate and deficiencies in the delivery of services such as water, electricity, sewage, and waste disposal represent severe problems. Women in rural Namibia compared to their male counterparts are reported to be limited as far as the technical skills required to acquire employment or generate income. Additionally, they have limited access to capital, productive land, education, training, credit, and agricultural extension services. These factors decrease the resilience and adaptive capacities of men and women in different ways whenever a climate disaster occurs.

Bangladesh: The social, economic, and political context for women in Bangladesh makes them overall more vulnerable to climate change. During flood women's privacy seems to be completely challenged. Sanitation becomes worse especially in case of pregnant women. In absence of freshwater, adolescent girls cannot maintain hygienic reproductive health care and often report perinea rashes and urinary tract infections. Moving on the embankments or roadside high lands often put the adult and young women in constant dangers of sexual harassment and assault. Women headed household in flood affected areas are increasing in numbers as the male counter parts leave the flooded area to a higher land for employment opportunities, and often they iv never come back to the family. In case of flash floods, food insecurity and sanitation are major issues for the affected women. The factors those exacerbating women's difficulty in coping with climate disasters include i. Limited access to early warning information; ii. lack of preparedness; iii. Limited access to critical services and facilities (i.e., shelters with adequate spaces for women and with proper sanitation); iv. Lack of access to financial security (i.e., loans provided to women often have highly unfavourable repayment conditions); v. Limited market and communication access; vi. Limited access to decision-making arenas; vii. Social expectations of "appropriateness" for women's actions; viii. Increased responsibility to the household; ix. Difficulty in accessing relief goods; and x. Psycho-physical constraints.

Nigeria: in Kwaikong province, until there was a new water source installed, women were more affected by polluted water and a long journey to retrieve water, as they require clean water for adequate health more often due to medical necessities in context of reproductive health needs and infant care. The long walking distances to water sources are bad for physical health (such as back hernias) lacking proper carrying mechanisms. In addition, the long distances to source water, gather fuelwood, find shelter, etc, leave women and girls more vulnerable to fall victim to gender-based violence. In other parts of Nigeria, fisheries are the primary source of income, but they are often obstructed due to flooding. The fisheries are managed predominantly by women who are also heads of their households, after men mostly leave to find alternative work in urban areas. The loss of source of income and food security is caries by the women, in addition to their double burden of household tasks and recovering and gaining income from fisheries. This affects their livelihood resilience and their time use, making it increasingly difficult to adapt to emergencies in the future.



2.1.2 Gender-differentiated Climate Change Contributions

Women and men also have differentiated contributions to climate action. Women's local and environmental knowledge and survival strategies are major ingredients for recovery and resilience (UNDP, 2010), and women can be major contributors to adaptation and mitigation in the sectors of water management, food security, agriculture and fisheries, biodiversity and ecosystem services, health, energy and transportation, human settlements, disaster management, and conflict and security (BNRCC, 2011).³ For example:

- Women's livelihoods are closely linked to land and natural resources – women have a clear role to play in the adoption of climate smart and sustainable agricultural production. Even in societies where both men and women remain predominantly agrarian or rural, there are well-documented gendered divisions of labor and knowledge of different resources and management practices.
- Women and men also often play different roles in disaster response scenarios with women typically being concerned more with the health, nutrition, and safety of the family with men's roles being more related to structural safety of the community, logistics and transport of goods and materials and rescue operations. Typically, women would be entrusted as recipients of cash-transfers, as research shows that women generally are more considerate with the spending of such funds in emergency situations.⁴
- Due to traditional perceptions on the leadership abilities of men and women, and women's practical obstacles due to their burden of unpaid care work, women often do not play an active role in decision-making processes. However, it is essential for effective governance that women's perspective is part of the decision-making processes especially considering that in many sectors, they are primarily affected by climate change impacts and actions. Women can and should be regarded as agents of change, as they will predominantly be implementers of climate actions on the household and community levels.

2.1.3 Gender-differentiated Impacts of Climate Change Actions

In addition to gender-differentiated impacts of climate change itself, how nations decide to act on climate change may also impact men and women differently. The overarching principle here is that gender neutral policies do not necessarily have gender neutral outcomes due to the gender-differentiated baselines set out in the sections above. The aim of climate change actions should be to contribute to substantive gender equality through gender-responsive policies/activities, as opposed to formal gender equality through gender neutrality resulting in either maintenance or even exacerbation of existing gender inequalities.

In some cases, specific climate actions may have particular benefits for women e.g., investments in cleaner, more modern public transport systems; promoting the adoption of cleaner cooking methods which reduce exposure to harmful emissions or introducing off-grid solar energy solutions and other initiatives that improve access to energy and thus reduce time spent collecting fuelwood. Though even then, a gender lens shows that for instance regarding public transport that it is necessary to consider lighting for routes frequented when it is dark, to mitigate the risk of gender-based violence.

On the other hand, access to the benefits derived from climate actions may not be gender equal. For example:

- Many NDCs are likely to promote the adoption of technologies in agriculture, energy, transport, and other sectors and in so doing create new employment opportunities. However, in many societies women may often be excluded from these more 'technical' roles. In addition, due to a double burden of household work and paid work, their schedule and unpaid care work responsibilities make it less likely to allocate time to participate in trainings.
- The distribution of payments from carbon projects for example in the Agriculture, Forestry and Land Use sector could be based on land rights but if women are not on existing land titles they will be excluded from the benefits.

³UNDP, Gender Equality in National Climate Action: Planning for Gender-responsive Nationally Determined Contributions (2016) p. 4.

⁴<https://cdn.odi.org/media/documents/11374.pdf> Though at the same time CTs for women can also reinforce stereotyping of women's roles in the household and actually increase their household burdens: Oxfam, Walking the Talk: Cash Transfers and Gender Dynamics p. 12. <https://oxfamlibrary.openrepository.com/bitstream/handle/10546/131869/rr-walking-the-talk-cash-transfers-gender-120511-en.pdf>

In some cases, the selection of particular climate policies or measures may also involve trade-offs with potential adverse impacts on communities as a whole as well as possible gender dimensions to those risks. For example:

- Large scale development of renewable energy will likely require land use change and as noted above women are typically more directly dependent on land and natural resources for their livelihoods.
- The promotion of afforestation/reforestation to enhance carbon sinks or strengthening forest conservation may also restrict access to lands and/or use of natural resources such as forests. Gender analyses in relation to several countries' Reduced Emissions from Deforestation and forest Degradation (REDD+) strategies or action programmes highlight various gender issues.

In many cases it will depend on how climate actions are developed and implemented in practice, and this is one of the core reasons for developing gender responsive NDCs and considering and addressing gender issues in sub-national planning.

2.1.4 The Case for Addressing Gender Equality in Climate Action

The recently released Assessment Report 6 (AR6) from the Inter-governmental Panel on Climate Change (IPCC) has stated that human-induced climate change is already affecting many weather and climate extremes in every region across the globe and that evidence of observed changes in extremes such as heatwaves, heavy precipitation, droughts, and tropical cyclones, is getting stronger (IPCC, 2021). Without drastic and urgent climate action, the viability of human life on planet earth will be threatened as we reach tipping points, trigger feedback loops that exacerbate global heating and exceed planetary boundaries. It will be necessary to reach at least net zero CO₂ emissions, along with strong reductions in other greenhouse gas (GHG) emissions in the next thirty years. This will require a complete transformation of our fossil fuel-based energy systems, food systems and economies. Even if humankind can make this rapid transformation, the AR6 report makes clear that further global heating of at least 1.5°C is inevitable anyway and along with it associated increases in the frequency and severity of extreme climate events. Therefore, climate action must also necessarily include urgent efforts to enable humans to adapt to unprecedented biophysical conditions at scale. Action is required at all levels – global, national, and local levels.

Considering the existential urgency of the climate challenge facing humanity, why create an additional layer of complexity to an already complicated, multi-dimensional process by adding the need to address gender equality? Firstly, from a moral perspective and the principle that gender equality is a human right, as enshrined in the international Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW, 1979) ratified by 189 countries, including Viet Nam. Efforts to tackle climate change must necessarily also be compatible with the sustainable development goals (SDGs). Gender equality is both a standalone goal (SDG 5) as well as a cross-cutting objective of the SDGs, that is essential for their effective accomplishment by 2030. These commitments represent a strong statement by the global community that gender equality is a priority.

Secondly, from a practical viewpoint, climate action and in particular adaptation efforts will not be effective or sustainable if they do not take gender into account (UNFCCC, 2015). Climate change is not gender neutral - it impacts women and men differently (as shown above). Women and men also have differentiated needs, opportunities, and capacities to respond as well as different levels of access to the benefits derived from climate action. In many contexts, women face additional barriers to adaptation compared to their male counterparts due to social norms and practices that limit their access to information, resources, and opportunities (IUCN, UNDP & GGCA, 2009; CARE, 2010). In addition, climate interventions themselves may also have certain adverse gender-differentiated environmental and/or social impacts.

Thirdly, from a climate policy imperative standpoint, climate change and gender linkages and the need for gender-sensitive approaches have been recognized for some time within the international negotiations on climate change. The UNFCCC aims to eliminate gender disparities and the Paris Agreement refers to gender-responsive approaches, as well as to the goals of gender equality and empowerment of women. These principles are also practiced as a result of the different gender mandates that arose from the UNFCCC's Enhanced Lima Work Program on Gender and its Action Plan and more than 60 gender decisions agreed upon at the convention.

Fourthly, considering gender issues in climate action presents opportunities to address gender inequalities. By acknowledging gender-differentiated impacts of climate change, involving men and women in climate change policymaking and planning processes, efforts can be made to empower women as agents of change. Women play key roles in contributing to household food and livelihood security, managing climate-sensitive resources and in community organization and leadership. If climate action explicitly aims to harness this capacity and apply it to the challenge of climate change, it can help overcome traditional barriers to women's participation in decision making. With equitable and effective participation by women and women's organizations in climate change planning, implementation and monitoring and evaluation (M&E), there is a greater likelihood that finance and other resources will be channeled in gender-responsive ways, and that the opportunities and benefits resulting from these processes will be more equitably shared.

Finally, all the main climate financing institutions—the Green Climate Fund (GCF), the Climate Investment Fund (CIF), the Adaptation Fund (AF), and the Global Environmental Facility (GEF)—have gender strategies guiding their portfolio investments. Therefore, if a country seeks international finance for its mitigation or adaptation actions, it will need to integrate gender equality considerations and actions or measures.

2.1.5 Gender-responsive National Climate Change Planning

The historic 2015 Paris Agreement established a goal to limit average global temperature rise to well below 2°C, and to pursue efforts to limit it to 1.5°C. To meet this goal, every country is expected to prepare and communicate a NDC every five years. NDCs include policies, measures and targets and guide national climate action plans or strategies. Five years after the global pact was adopted, countries are now in the process of updating their NDCs, and many (including Viet Nam) have recently done so.

The Paris Agreement's rulebook calls for NDC planning and review processes to be gender responsive. This means the second generation of NDCs is expected to be more specific about integrating gender equality in climate action implementation in their text. It also means that future review cycles need to increase gender equality ambition integration into climate actions, moving towards gender-responsive on the ground implementation, which is also why it becomes important to address gender considerations in NDC mainstreaming in sub-national planning processes. The shift towards gender-responsive climate action is supported through the UNFCCC's Enhanced Lima Work Programme on Gender and its Action Plan mandates.

The NDCP adopted its Gender Strategy in 2019, which aims to advance gender equality considerations in NDCs and climate action in member countries. It identifies entry points those countries can use to mainstream gender equality into their NDC Action Plans – i.e. Partnership Plans, NDC investment plans, or related action plans. The Gender Strategy has guided the Partnership's work around gender equality in 2019-2020 and has been integrated across the NDC Partnership's Work Program for 2021-2025. The strategy sets minimum standards for mainstreaming gender throughout country engagement processes. The gender sensitive framework for NDC mainstreaming in provincial planning presented herein is therefore aligned with and informed by these minimum standards.



2.2 Climate Change and Gender in Viet Nam

2.2.1 Climate Change in Viet Nam

Viet Nam is regularly cited as being one of the countries expected to be most adversely impacted by climate change and sea level rise, mainly due to the large population that is dependent on land and natural resources in coastal areas that are buffeted by droughts, floods and storms with increasing frequency and severity and low-lying deltas that are already sinking at a rate that exceeds sea level rise by factors of ten or more. However, the majority of Viet Nam's poorest and most vulnerable groups actually reside in its upland areas (especially the Central Highlands and the Northern Mountains) which are also exposed and highly vulnerable to projected climate changes – notably extended dry periods and droughts associated with El Nino oscillations and flash flooding in these upland areas resulting from more extreme or intensive precipitation events.

2.2.2 Gender Equality in Viet Nam

The Government of Viet Nam (GoV) has showed a demonstrable commitment to addressing gender equality through the recently updated Constitution as well as several policies, laws and regulations. Although there have been certain policy implementation challenges and gender inequality certainly exists and manifests itself in various forms in Viet Nam, women and girls play an active role in society that is recognised and appreciated by men and boys and a reduction in inequalities is evident in several key areas.

Viet Nam ratified the Convention on Ending Discrimination Against Women (CEDAW) in 1992. Important steps have been taken by the GoV to develop supporting legislation including by approving the Laws on Marriage and Family (2000) and Gender Equality (2006). The Law on Domestic Violence Prevention and Control came into effect in 2008 as one of the most proactive measures taken towards ending many forms of GBV at home. The prohibition of discrimination between men and women was also enshrined in Viet Nam's updated Constitution (2013). In recent years there have also been efforts to mainstream gender considerations in certain thematic issues or sectoral policies, plans and/or programmes.

Institutionally, the Ministry of Labour, Invalids and Social Affairs (MoLISA) Viet Nam is the main government agency in charge of state administration of gender equality since 2008. The Gender Equality Department (GED) under MoLISA is responsible for reviewing and developing legal frameworks, policies and strategies in the area of gender equality at the central level and holds accountability for monitoring the implementation of the Gender Equality Law (2006) and preparing the gender equality report to the National Assembly. The most important national tool that MoLISA's GED has developed to that end is the National Strategy on Gender Equality (NSGE) which sets out objectives and targets, as well as which GoV agencies are responsible for their implementation.

The Viet Nam Women's Union (WU) also plays an important role and they have led the implementation of initiatives such as the 939 National Programme aimed at supporting female entrepreneurship in business development by providing training for provincial support staff and direct support for female entrepreneurs in the form of facilitating access to capital and investments, connecting with investors, market/value-chain development etc. The WU also coordinates microfinance initiatives such as the Village Credit and Savings Programme which provides revolving funds for women-led livelihood development activities in all 63 provinces.

As a result of these policies, programmes and institutional embedding of gender equality, Viet Nam is ranked comparatively favourably in several global gender performance indices:

Gender Development Index (GDI): The GDI measures gender inequalities in achievement in three basic dimensions of human development: health (measured by female and male life expectancy at birth), education (measured by female and male expected years of schooling for children and mean years for adults aged 25 years and older) and control over economic resources (measured by female and male estimated GNI per capita). The 2020 female HDI value for Viet Nam is 0.703 in contrast with 0.705 for males, resulting in a GDI value of 0.997, placing it into Group 1 i.e., countries with high equality in human development achievements between women and men.

Gender Inequality Index (GII): The GII reflects gender-based inequalities in three dimensions – reproductive health, empowerment, and economic activity. Viet Nam has a GII value of 0.314, ranking it 68 out of 162 countries in the 2018 index – an impressive achievement considering Viet Nam ranks much lower in terms of overall human development. Viet Nam ranks 117th out of 189 countries and territories. In Viet Nam, for every 100,000 live births, 54 women die from pregnancy related causes; the adolescent birth rate is 30.9 births per 1,000 women of ages 15-19; Women hold 27% of parliamentary seats, and 66% of adult women have reached at least a secondary level of education compared to 78% of their male counterparts.

Gender Gap: The Global Gender Gap Index was introduced by the World Economic Forum (WEF) in 2006 as a framework for capturing the magnitude of gender-based disparities and tracking their progress over time. The index benchmarks national gender gaps in terms of economic, education, health, and political parameters. According to the Gender Gap Report 2020, Viet Nam ranked 9th in the East Asia and the Pacific region (20 countries) and 87th out of 153 countries - indicating that Viet Nam has bridged 70% of its gender gap.

Despite the above achievements and comparatively impressive rankings, a number of key facets of gender inequality remain, and these inequalities contribute to the increased vulnerability of women and girls in society in general, and specifically in relation to climate change:

- **Gender-based Violence (GBV)** remains culturally ingrained and continues to be prevalent.⁵ GBV is an issue in itself but also in terms of reinforcing gender identities and relational power and influence. The impacts of GBV on the mental and physical health of survivors can be significant, as well as on (economic) productivity.⁶
- **Burden of unpaid care and domestic work** on women is much higher than on their male counterparts. Per week, it comes down to at least twice as many hours women spend on unpaid work compared to men, which amounts to about 10 years' worth of working hours in difference over an average lifetime.⁷ This limits women's ability to spend time on education, vocational training, paid work, and opportunity to partake in transformative adaptation actions.
- **Female political representation** remains low e.g., 30% female vs. 70% males of parliament members. This is higher than the average rate of 19% for Asian countries, and the global average of 21%, but far from achieving the target set in the National Strategy for Gender Equality (2011-2020) of 35%. Only 4% of women hold ministerial positions, namely one Minister and the Head of the State Bank.
- **Land use rights** continue to be unequally distributed amongst men and women. Viet Nam underwent a hugely significant process of land reform from the late 1980s onwards with the issuance of land use right certificates to households generally under the male head of household's name. Although joint titling is required since the introduction of the 2003 Land Law, many land titles still only have the male name. There appear to be wide regional disparities - a study contrasting land use rights in northern and Long An province found that only 1% of the plots were registered under both names of couples in Long An (Mekong Delta/South) and 35% in Hung Yen (North) (ICRW, 2015)⁸. Land is a critical form of capital in Viet Nam, as in many other countries, as a basis for livelihood security and thus is directly relevant in terms of adapting to climate change and participating in land use-based climate change mitigation efforts.
- **Inequitable access to credit** is a key gender issue that is inextricably linked to the above issue of unequal access to land use rights since land is the main form of collateral required for accessing credit. Women also have reduced access to finance due to other socio-cultural issues e.g., lower educational levels mean financial illiteracy can be an issue in many rural areas, or traditional attitudes and perceptions will inhibit access overall and the amount of finance available to women. Access to finance is a critical issue in investing in climate resilient livelihoods or adaptation responses such as changing agricultural production strategies or practices.
- **Women's participation** remains an important issue. A variety of factors including lower educational levels as well as socio-cultural attitudes and perceptions mean that often women are excluded from consultation and decision-making in relation to development planning as well as not being selected as beneficiaries e.g., for agricultural extension trainings, as labour.

⁵MOLISA/UNFPA/DFAT 2019 Study on GBV in VN.

⁶McKinsey, The Power of Parity: Advancing Women's Equality in Asia Pacific (2018) <https://www.mckinsey.com/~media/McKinsey/Featured%20In-sights/Gender%20Equality/The%20power%20of%20parity%20Advancing%20womens%20equality%20in%20Asia%20Pacific/MGI-The-power-of-parity-Advancing-womens-equality-in-Asia-pacific-Executive-summary.pdf>

⁷ILO, Gender and the labour market in Viet Nam (March 2021) https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bang-kok/---ilo-hanoi/documents/publication/wcms_774434.pdf

⁸International Centre for Research on Women (2015). Women, Land and Law in Viet Nam.

2.2.3 Gender-differentiated Climate Change Impacts in Viet Nam

Climate change impacts men and women differently in Viet Nam, as elsewhere. While data and analysis of the gender-differentiated impacts of climate change remains extremely limited, some discernible patterns and examples are provided below. A gendered understanding of climate change impacts is important as a basis for determining and/or prioritising appropriate climate actions and identifying how they may be implemented and by whom.

Dependency on Land and Primary Production: Changes in climate (temperature, rainfall patterns) and associated increases in unpredictability, frequency, and severity of extreme events such as droughts, floods and storms, as well as sea level rise, have direct impacts on primary agricultural production. Women are disproportionately affected since they are more directly dependent on land and natural resources for their livelihoods. Many developing countries, including Viet Nam, are experiencing labour migration, where young men leave rural work in agriculture to seek other more lucrative income opportunities in urban areas. There are significantly more women that are engaged in agricultural production in Viet Nam than men (FAO & UNWOMEN, 2015). The result of these demographic shifts is a parallel devaluation and feminisation of farming i.e. women are left in rural areas, often with the double or triple burden of agricultural production, reproduction and care-taking (of both children and old people) (CCWG, 2017), whilst at the same time agricultural policies that continue to prioritise food security have meant that potential incomes have been constrained by the State-led emphasis on production of low margin crops, in particular rice. At the same time, as noted above women's names are often not found on the land use certificates, have reduced access to capital to invest in land or alternative income-earning livelihood strategies and are excluded from decision-making and receipt of other opportunities such as training or social capital building. Thus, a gendered analysis of climate vulnerability of rice farming communities in Thai Binh (Red River Delta) concludes that a gendered society places a burden of high responsibility on women without any corresponding level of decision-making power, providing fewer alternatives and possibilities to adapt to climate change (Ylipaa et al, 2019)⁹.

Health and Mortality: Natural disasters such as storms, surges, floods, droughts, heavy rains, and landslides, are projected to increase in intensity and frequency, increasing the number of deaths. Disasters will also indirectly affect health due to environmental pollution, malnutrition, and disease, in addition to socio-economic, planning, employment and income disruptions. The most vulnerable will be poor farmers, ethnic minorities in rural area, the elderly, children, and women. Extreme weather phenomena will become more frequent, with the work of women for example, in Northern mountainous areas, becoming even harder, as their role involves preventing livestock from freezing when there are severe and damaging cold spells (UNWOMEN, 2020).

Migration and Vulnerability: In part due to the threats on agricultural livelihoods presented by climate change as well as its devaluation, women are also increasingly migrating from rural areas to urban areas and industrial zones to seek employment opportunities. However, often these opportunities are in the informal sector or poorly paid manufacturing sector (e.g. garment, electronic assembly factories etc.) In this context, women face more risks, difficulties, and challenges, not only in terms of income but, also, in terms of housing and sanitation, especially among those with unstable jobs (UNWOMEN, 2020). In addition, migration processes leave women more vulnerable to exploitation and (sexual) abuse. In general, climate change crises give rise to increased levels of GBV, including in Viet Nam.¹⁰

2.2.4 Gender-differentiated Climate Change Contributions in Viet Nam

Men and women also possess different climate-related knowledge, perform different roles in different contexts at different levels in society and as a result there are gender-differentiated contributions to climate change actions. It is important that the range of knowledge and contributions is recognised and captured in climate change planning as adapting to and mitigating climate change requires a whole-of-society effort. Some examples of these gender differentiations are summarised below:

Differences in Climate-related Knowledge: Gender-based differences in awareness and knowledge of climate, weather, and natural/ecological systems (soils, forests, natural habitats) have been widely documented globally and in Viet Nam, for instance in the context of forestry due to the different tasks and responsibilities typically attributed to men and women.¹¹ In areas where rural communities remain dependent on forests for their livelihoods there is typically a gendered division of household labour and as a result a difference in knowledge and understanding of the natural environment.

⁹Ylipaa, J, Gabrielsson, S & Jerneck, A (2019). Climate Change Adaptation and Gender Inequality: Insights from Rural Vietnam. Article in Sustainability May 2019 DOI: 10.3390/su11102805

¹⁰Huong T. Nguyen, Helle Rydstromb, "Climate disaster, gender, and violence: Men's infliction of harm upon women in the Philippines and Vietnam" in Women's Studies International Forum 71 (2018) 56–62.

¹¹UN-REDD, Viet Nam Programme Gender Analysis (2013) p. 30.

For example, men will often participate in forest protection patrols (women being needed in the village to care for children and elderly), and be responsible for forest harvesting or logging and hunt wildlife. Women are more likely to be responsible for collection of firewood and non-timber forest products (NTFPs). A consequence is that women know different forest resources, species of fauna/flora as well as spatially different parts of the forest ecosystem. Harnessing such differentiated knowledge is important for the design and implementation of nature-based solutions (NBS) and ecosystem-based adaptation (EbA).

The above-referenced study of rural communities in Hung Yen and Long An described differences of interpretation among men and women in terms of how the climate was changing and its impacts.

Different Climate Action Roles: Considering gender-differentiated knowledge as well as gendered divisions of labour and societal roles of men and women, it should not be surprising that men and women also tend to offer different skills, play different roles and make different contributions to climate action. As the agricultural sector becomes feminized due to migration of men to urban areas, the participation and leadership roles of women as change agents becomes increasingly pertinent.¹²

Transforming agricultural production practices:

Since women are increasingly responsible for agricultural production (see above), they are key agents of change in terms of implementing climate actions on the ground at the farm-level. For example, SNV's Enhancing Opportunities for Women's Empowerment (EOWE) project supported women-led cooperatives and Small and Medium-sized Enterprises (SMEs) to adopt and scale climate smart production practices across the North and South-Central Coast regions.

Disaster risk reduction and response actions:

The different roles that men and women play in disaster risk reduction and response situations has been widely documented. Women are typically more concerned with the health, nutrition, and safety of the family with men's roles being more related to structural safety of the community, logistics and transport of goods and materials and rescue operations. Notably, women also generally use (economic) resources differently, focusing more on longer term perspectives, family nutrition, health, and childcare and education.¹³

Different perspectives and expertise: due to different gender roles, women have expertise on different aspects than men. For instance, women understand better where to gather fuelwood, how to get to and sell at a market, what the care and educational needs of the children are, etc. Therefore, their perspectives are necessarily for effective policy development.¹⁴ Moreover, as they fulfil essential roles in both household and community contexts, women are agents of change for climate change action and mitigation.

In Vietnam, Leadership in the community was one of SNV's **Enhancing Opportunities for Women's Empowerment (EOWE)**

project focal domains. The programme focused on training women in new climate smart agricultural production methodologies, making women trainers in the community and working together with the Women's Union to increase women's visibility in cooperatives and community activities. The activities seem to have had a real impact on women's confidence and engagement in social activities. In 2016, 81% of Vietnamese women were considered empowered, as they were members of at least one community group.

The EOWE project supported the transition to System of Rice Intensification (SRI) and climate smart rice production which reduces water inputs significantly, reduce emissions from rice production and enable farmers to produce crops that are more resilient to floods and storms that are regularly experienced in provinces such as Quang Binh and Binh Dinh. In more arid, drought-affected regions such as Ninh Thuan, the project has supported Cham ethnic minority women to apply drip irrigation techniques in the production of asparagus - a higher value product that improves incomes and reduces vulnerability.



¹²Josephine Ylipaa, Sara Gabrielsson and Anne Jerneck, "Climate Change Adaptation and Gender Inequality: Insights from Rural Vietnam" in Sustainability (16 May 2019) https://genderandsecurity.org/sites/default/files/Ylipaa_et_al_-_Climate_Change_Adaptatn_G_Inequality_-_Insights_from_Rural_Vietnam.pdf

¹³COVID-19 GLOBAL Evaluation Coalition, The Use of Cash Transfers in Humanitarian and Development Settings (April 2020) p. 7. <https://www.covid19-evaluation-coalition.org/documents/Lesson-from-evaluation-issue-4.pdf>

¹⁴UN-REDD Gender Analysis Report (2013) http://vietnam-redd.org/Upload/Download/File/Gender_Analysis_report_small_0842.pdf

2.2.5 Gender-differentiated Impacts of Climate Actions in Viet Nam

In addition to the gender-differentiated impacts of climate change, actions, or responses to adapting to or mitigating climate change may also have differentiated positive and potentially negative impacts or risks for men and women. Since climate actions have only been introduced relatively recently within the last decade there is limited available quantitative data or information on the impacts of climate actions on men and women. However, some examples from different sectors include:

Renewable energy and gender: Globally, one of the most important strategies towards trying to restrict global heating to 1.5-2°C is rapidly transitioning from fossil fuels to renewable energy. Viet Nam's economy remains heavily dependent on coal as a source of power, however, in the last 5 years there has been significant foreign direct investment in wind and solar energy projects, incentivised by GoV policies and the promotion of renewable energy projects is in general a key climate change mitigation action in Viet Nam's NDC. In addition to reducing emissions, renewable energy technologies have other benefits including the creation of green jobs and improved air quality due to the reduced burning of fossil fuels and associated health benefits (see also Box below – case study of SNV Biogas Programme).

With support of the Vietnam Biogas Programme, farmers in Gia Lam district (Ha Noi) were able to construct a biogas digester. The biogas is being used as fuel for pig food preparation and bio-slurry as fertilizer for gardening or as food for fish. The farmers shared that they could save 20kg of fuelwood per day and 2 hours in time since they use biogas at their farm. Mr. Viet, the farmer who owns the fishpond explains that the use of bio-slurry as food for his fish, helped him saving 50% of the costs for industrial food while increasing his yield.

However, in order that solar and wind farms generate sufficient energy, they must be of sufficient scale, which in turn has the potential to create land use conflicts and trade-offs with other SDGs (Scheyl, 2020) e.g., forest land is converted for energy production or smallholder farmers' lands may be acquired for energy projects in the name of the national interest of energy production. Often, land acquisition when backed by local authorities may result in local people being pressured to accept compensation packages at below market rates for land.¹⁵ This could have potentially significant adverse social impacts for rural agrarian communities that are traditionally dependent on agricultural production.¹⁶ Such social impacts may also have a gendered dimension, for example considering the dependence of women on land and natural resources, as discussed above. As with other instances, lack of consultation of women (particularly if they are not considered the landowner – see above land use rights issue) could lead to negative impacts or a lack of consideration of gender-differentiated impacts. Women may also be left out of compensation schemes for example that involve employment of local people in construction and maintenance of the solar/wind farms.

Climate smart agriculture: As can be observed from the EOWE case study, interventions to introduce climate smart agricultural production techniques and technologies have served to improve incomes and make women's livelihoods more resilient to climate change. When implemented in a gender-responsive manner, additional positive impacts can be achieved e.g., economically empowering women, building the capacity and confidence of women as employees, producers, and business leaders.

Similarly, UNWOMEN supported ethnic minority women in Lao Cai, Quang Nam and Phu Yen to adopt new skills to plant lotus following the standards of VietGAP (Vietnamese Good Agricultural Practices). The women also learned about the market, business and skills to build a strong brand for their products. Due to changing weather patterns in recent years, rice fields were converted into lotus fields with the support under this programme.¹⁷

On the other hand, the introduction of modern technologies in agricultural production can scale up and raise the value of agricultural products, and when this happens men may often re-assert control over production and decision-making.

¹⁵Phuc To, Sango Mahanty, and Andrew Wells-Dang, "From "Land to the Tiller" to the "New Landlords"? The Debate over Vietnam's Latest Land Reforms" in Land 120 (2 August 2019)

¹⁶Tran Tuan Nguyen, "Conversion of land use and household livelihoods in Vietnam: A study in Nghe An" in Open Agriculture Vol. 6 Iss. 1 (16 February 2021) <https://www.degruyter.com/document/doi/10.1515/opag-2021-0010/html>

¹⁷UN Women, Strengthen women's livelihoods and participation for greater resilience to disasters and climate change in Viet Nam (November 2019) <https://asiapacific.unwomen.org/en/news-and-events/stories/2019/12/strengthen-womens-livelihoods-and-participation-for-greater-resilience>

REDD+ and gender: REDD+ is one of the key climate mitigation strategies of the GoV and is highlighted in the NDC. Viet Nam has participated actively in the UNFCCC discussions on REDD+ and has demonstrated considerable commitment towards getting ready for REDD+. Viet Nam has developed a National REDD+ Action Programme (NRAP) and it is one of the few climate actions where gender has specifically been considered. Several potential gender-related impacts of REDD+ design and implementation were identified i.e. limited female participation in forest protection activities; limited consultation of women on decisions related to land use, forests and natural resource management; REDD+ activities could potentially restrict access to lands and forests needed for local livelihoods with disproportionate impacts on vulnerable groups that are more dependent on natural capital notably ethnic minorities and women; exclusion of women from relevant trainings in sustainable agricultural production approaches; weak forest land tenure rights of women; economic benefits from forest protection often not distributed to women; low female employment in the forestry sector, particularly in positions of influence (UN-REDD, 2013).

2.2.6 Mainstreaming Gender in Climate Change Planning in Viet Nam: Policy Basis and Progress

As mentioned above in section 2.2.2, the legal and policy framework promoting gender equality in Viet Nam have been strengthened in recent years.

The Constitution (2013); Gender Equality Law (2006); National Strategy on Gender Equality (2021-2030)

One of the most important principles of the Law on Gender Equality is that it is intended to ensure gender mainstreaming in the process of development and implementation of (all other) laws. This task of ensuring that gender is mainstreamed in policies and planning on all levels is mandated to the Ministry of Planning and Investment by the NSGE 2021-2030. In the realm of climate change (adaptation) the main gender mainstreaming efforts in Viet Nam are set out below:

Integration of gender in NDC

The GIZ Supporting Implementation of the Paris Agreement (SIPA) project funded by the German Federal Ministry for Environment, Nature Conservation and Nuclear Safety (BMU) teamed up with UNWOMEN, UNDP, and NGOs from the Climate Change Working Group (CCWG) to provide technical support for the government partner in mainstreaming and advancing gender equality into climate actions of the ongoing review and update of Viet Nam's NDC. This newly formed Climate Change and Gender Working Group developed a strategy to sensitize members of the NDC review and update task force about the importance of gender mainstreaming in the NDC through (i) sharing international experience and national good practices; (ii) identifying gender gaps in current NDC; (iii) disseminating success stories of gender mainstreaming; (iv) building capacity for key stakeholders including Vietnam Women's Union; (v) developing a policy paper and sharing recommendations for gender integration.

Increased awareness of government officials and NDC Review and Update Task Force has led to the readiness to integrate key gender recommendations in the NDC revision process. Viet Nam has become a pioneer in mainstreaming gender in NDC, under leadership of MONRE as the main partner of the Climate Change and Gender Working Group. The updated NDC integrated gender equality and social inclusion issue for the first time, making Viet Nam one of few countries in the world that addresses gender as a cross cutting issue in its NDC.

Integration of gender in NAP and Climate Change Action Plans of key Sectors

Viet Nam has also made an international commitment to mainstreaming gender and women's empowerment in responding to climate change. The 3rd National Communication Report of Viet Nam to the United Nations Framework Convention for Climate Change (UNFCCC) (2018) not only affirmed the GoV's proactive commitments to respond to climate change [36], but also analyzed the impact of climate change on gender equality and women's vulnerabilities to extreme weather events.¹⁸

April 2021, the Department of Climate Change (DCC), Ministry of Natural Resources and Environment (MONRE) and the Gender and Climate Change core group has agreed upon some collaboration activities to strengthen gender perspectives in the development of the monitoring and evaluation (M&E) framework of the recently approved NAP. Developed a guideline to support DCC, and relevant Ministries in the process of drafting M&E framework and indicators for the NAP and sectoral adaptation plans. Thus far, gender mainstreaming efforts in the NAP (and Climate Change Action Plans of key Sectors?) are underway but have not been finalized yet.

¹⁸UN Women, Climate Change and Gender (2020) p. 58.



3.

**GENDER SENSITIVE FRAMEWORK
FOR NDC MAINSTREAMING
IN PROVINCIAL PLANNING**

3.1 Principles

The Gender Sensitive Framework for NDC Mainstreaming in Provincial Planning has been developed based on the following principles:

- Aligns with Viet Nam's international commitments to gender equality and climate change i.e., CEDAW, UNFCCC Enhanced Lima Work Programme on Gender
- Consistent with Viet Nam's national policies, laws and regulations on gender equality i.e., Law on Gender Equality (2006), NSGE 2021-2030
- Applies international knowledge and best practices
- Practical in consideration of Viet Nam's capacity, context, available resources, institutional arrangements etc.
- Actively promotes the consultation and participation of women and other vulnerable groups
- Considers the need for gender-responsive budgeting as crucial to the success of gender mainstreaming

3.2 Approach Overview: Integrating Best-practices into Viet Nam's Planning Processes

3.2.1 International Best-Practice in Gender-responsive Climate Change Planning

The NDCP's Gender Strategy and country engagement process present important opportunities for incorporating gender equality into NDC action. The NDCP has developed a practical guide (NDCP, 2020) that builds on these entry points and identifies examples from NDC processes all over the world, grouping them into five concrete steps countries can be undertaken to mainstream gender into NDC Action Plans.

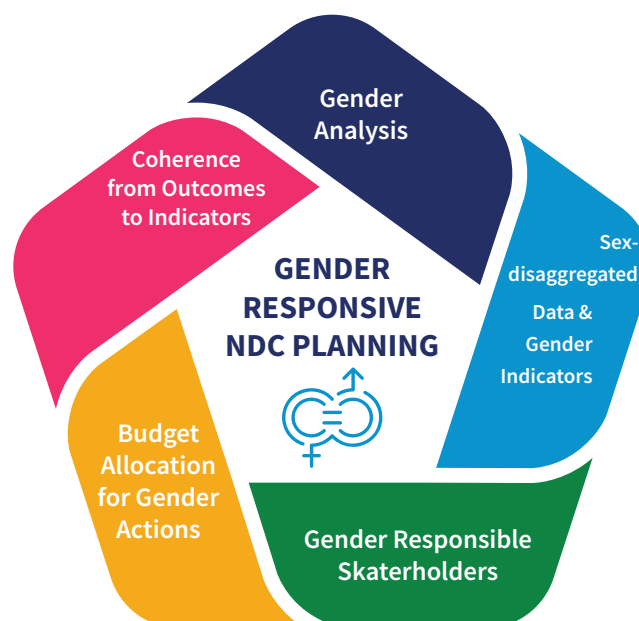
1. Use of Gender Analysis

A gender analysis examines how in a particular context, roles, responsibilities, circumstances, benefits, opportunities are allocated along gender lines. A gender analysis should identify where there are gender gaps and thus where actions might be required to gain equality in outcomes. Other factors to consider might be age, disability, ethnicity, as these characteristics can point out intersectionality of vulnerabilities that exacerbates disadvantages. A gender analysis should provide a baseline that sets out the existing gender inequalities and gaps, and assesses who is responsible for doing what, who makes decisions about what, and who benefits from activities or policies.

2. Use of Sex-disaggregated and Gender Indicators

Sex-disaggregated data is crucial for the development of gender analysis as the starting point of gender mainstreaming. It is used to generate gender statistics that identify current gender inequalities and the relative difference in access, opportunities, outcomes, and experiences between women and men. Using this quantitative and qualitative data is required to inform realistic and data-driven solutions and ensure climate actions generate benefits that can be equally accessed and enjoyed by women and men. Indicators are criteria or measures against which changes can be assessed. Indicators may be facts, numbers, perceptions, or opinions used to signify changes in specific conditions or progress towards a stated objective. Gender indicators linked to monitoring and accountability systems provide a means to track gender equality progress and outcomes for women and men. This starts with a data driven gender analysis as a baseline.

Fig. 3.1: The Five Elements of Best Practice Gender-responsive Climate Change Planning



3. Gender Stakeholders Responsible for Actions

Multi-stakeholder consultations involving relevant national or subnational gender agencies or gender-related stakeholders are key to capturing the needs and concerns of women and men. They also inform the development of more equitable climate plans and NDC implementation. Their participation also ensures availability of the necessary technical expertise to mainstream gender into climate initiatives. In this context it is important to build capacity of the relevant organizations, in parallel to their consistent inclusion throughout policy development.

4. Budget Allocation to Support Gender Actions

Gender-responsive budgeting (GRB), or gender budgeting, is the application of gender mainstreaming in the budgetary process. It entails a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process, and restructuring revenues and expenditures to promote gender equality. Funds for gender mainstreaming need to incorporate engagement of gender experts, conducting, updating, or expanding gender analysis, integrate the reporting on sex-disaggregated data in the monitoring and evaluation systems, include national gender agencies, budget for tailored activities designed specifically to close gender gaps.

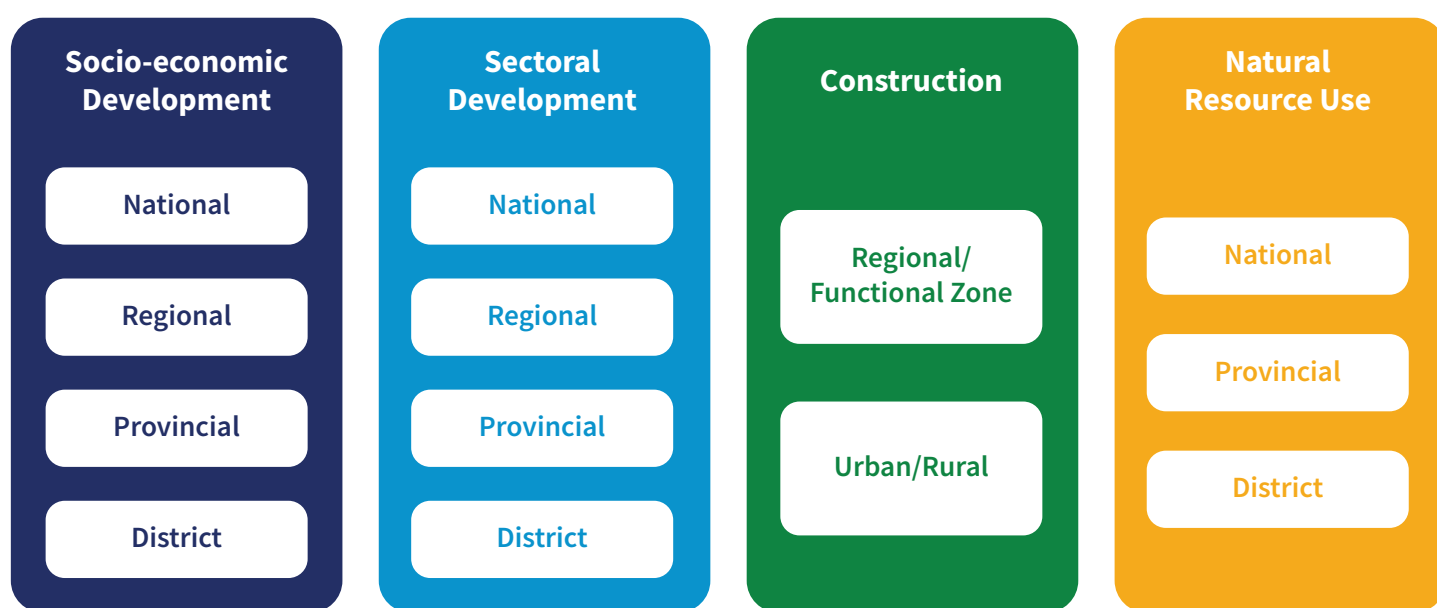
5. Coherence in Approach from Outcomes to Indicators

Coherence means gender equality goals manifest in more than one outcome—meaning it's not seen as an ad-hoc, isolated effort—and these mentions of gender at the outcome level are supported by identified gender-relevant outputs and by measuring progress through sex-disaggregated data or gender KPIs. This integrated approach demonstrates how short- to midterm actions support the overall goal and progress is being tracked and can be acted upon.

3.2.2 Viet Nam's Planning Processes

The Vietnamese planning system consists of four main pillars: (i) socio-economic development planning; (ii) development planning for sectors; (iii) spatial planning under the Construction Law and Urban Planning Law, and (iv) natural resources planning. These planning systems are managed and implemented at four levels: national, regional, provincial and district.

Fig. 3.2: Vietnamese Planning System



In October 2017, the National Assembly approved a new Law on Planning No. 21/2017/QH14 marking an institutional transformation aimed at synchronizing and unifying planning regulations and setting down a number of core planning principles.

The new Law on Planning requires the participation of stakeholders, effective use of resources, and unified state management of planning activities and introduces four key changes: i) It abolishes master plans for specific industries and products; ii) It attempts to ensure consistency in the legal system governing planning activities; iii) It lays a legal foundation for unified direction and management of planning activities; and iv) It changes the planning methodology, following an integrated and multi-sectoral approach, which is expected to help effectively address cross-sectoral, inter-regional and inter-provincial issues. As such, it provides a clearer basis for the integration of national sectoral plans, including for example on climate change and green growth in provincial planning.

In May 2019, Decree 37/2019/ND-CP was approved providing further elaboration and guidance on the implementation of the new Law on Planning. The decree indicates a more transparent and market-oriented approach based on geographical zoning.

It is a hierarchical planning system whereby plans that are developed at higher levels inform and guide lower administrative level planning. Provincial planning is thus informed by socio-economic development planning, sectoral, construction and natural resource use planning at the national and regional levels (although regional level planning has not been elaborated for most regions). The Provincial Peoples’ Committee (PPC) is responsible for the formulation of provincial plans and assigns the Department of Planning and Investment (DPI) as the relevant technical agency. The DPI formulates the planning task and so begins the planning process, as shown in Fig 3.3 and 3.4 below.

Fig. 3.3: The Provincial Planning Process in Viet Nam

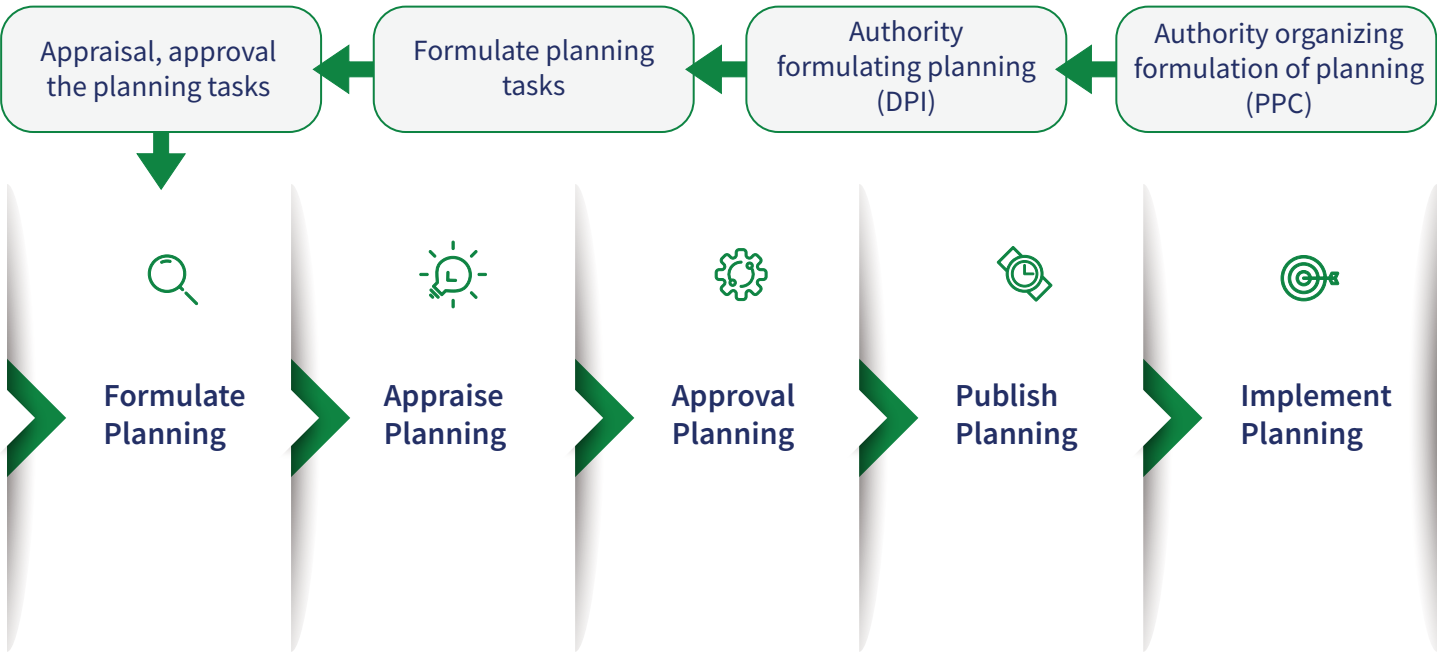


Fig 3.4: Provincial Planning Process and organizations

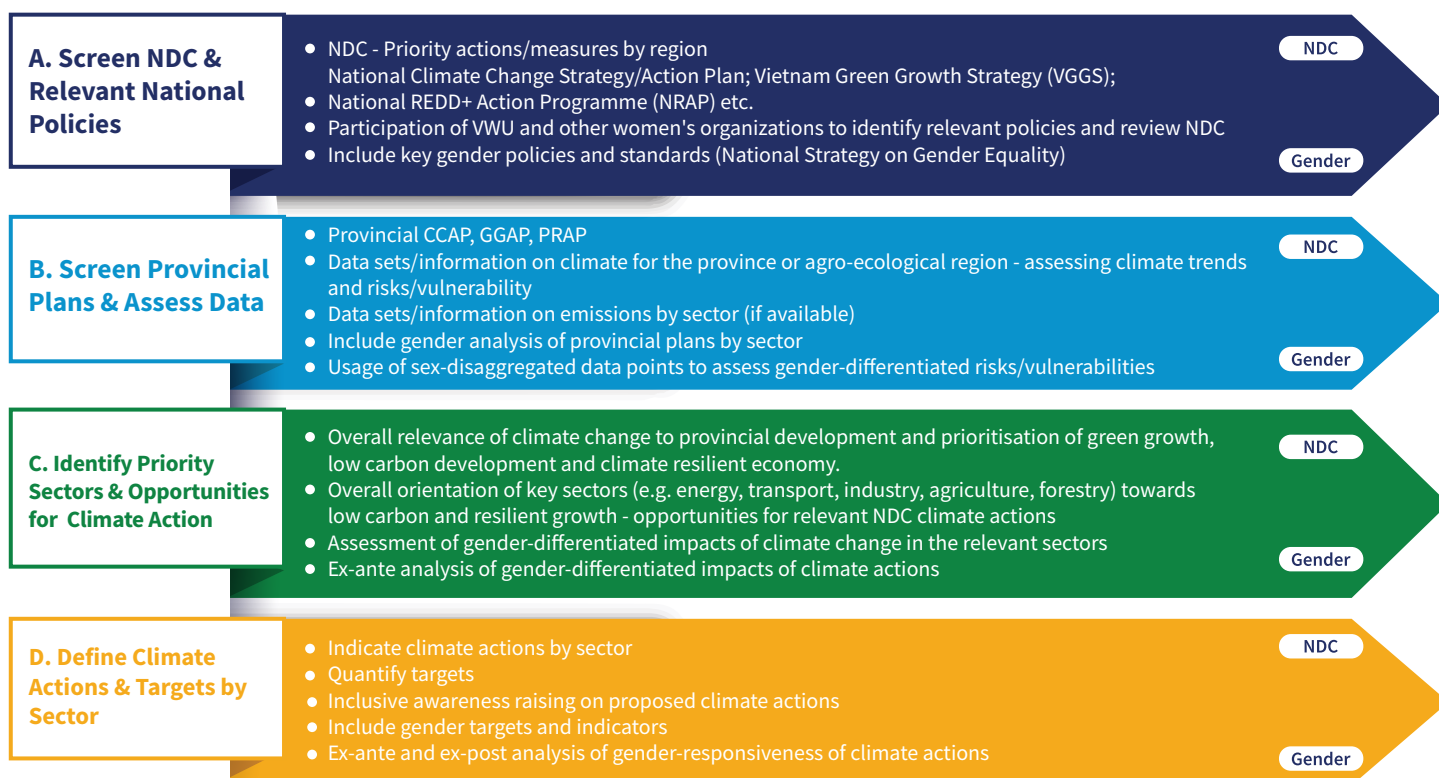


3.2.3 Mainstreaming NDCs in the Provincial Planning Process

It is important that NDC-relevant actions are mainstreamed into provincial planning through the correct entry points under Viet Nam's existing planning framework, especially because the process is new and already complex. Further detailed guidance on the formulation of plans is provided under MPI Circular 08/2019/TT-BKHDT. The circular specifies the planning steps, responsibilities (for formulation, appraisal, approval), timing, and the content of plans. Usually in the early stages, before screening and identifying specific programs and projects to realize NDC targets locally and integrating them into provincial SEDP, the starting point is to conduct gender mainstreaming at the institutional and policy levels. Gender issues will then be mainstreamed into each stage/phase of specific programs or projects including proposal formulation, project design and planning, project implementation and monitoring and evaluation etc.

Fig 3.5 below illustrates the approach taken in terms of assessing and identifying opportunities for climate action that in turn per step of the provincial planning process notes opportunities to improve gender responsiveness of the NDC mainstreaming in provincial planning.

Fig 3.5: Gender-Sensitive Mainstreaming NDCs in Provincial Planning



In terms of the contents, there are a number of logical entry points for mainstreaming NDCs throughout the provincial planning document sections as they are prescribed in the new Planning Legislation Annex:

- **Section 1: Collect and process documents and data.** Identification of relevant data/documents including those relevant to climate change.
 - Gender lens: ensure data collection is sex-disaggregated and include documents that focus on climate change and gender.
- **Section 2: Analysis, evaluation and forecasting of local specific development factors and conditions.** Climate change may be a significant factor affecting land-based sectors such as agriculture. Meanwhile responses to climate change may significantly affect economic sectors such as energy.
 - Gender lens: within different sectors, climate change impacts can be gender-differentiated, therefore a specific gender analysis is needed to ensure efficacy and accuracy of local development factors and conditions.
- **Section 3: Assessment of the current state of socio-economic development, the current state of land use, the current state of the urban and rural system.** This section could include assessment of relevant climate change data and information (e.g., GHG emissions for key sectors or information on climate vulnerability of specific spatial zones) could be collected and presented where available.
 - Gender lens: such an assessment of development should include the climate change data and information that is sex-disaggregated in terms of climate change impacts as well as climate actions impacts.

- **Section 4: Determining the province's development viewpoints and goals.** This section provides a critical opportunity for a province to stress their commitment to green growth, low carbon development and climate change response, especially mitigation measures (aligned with corresponding CCAP, GGAP, PRAPs and other relevant climate change plans of the province).
 - Gender lens: alongside the opportunity to stress commitment to climate change mitigation and adaptation measures, the gender-responsiveness should also be recognized as crucial to the success of implementation of such measures.
- **Section 5: Development direction of important sectors in the province.** This section provides the space to enter the specific NDC actions or measures that a province would prioritize for its key sectors (e.g. energy, industry, transport, agriculture, forestry, tourism).
 - Gender lens: through gender analysis, the gender-differentiated contexts of different sectors should be known and, together with consideration for NDC priorities, should guide the direction of important sectors.
- **Sections 10-12:** These sections are concerned with the **protection of the environment, conservation of biodiversity and natural resources**, and thus should include the consideration of ecosystem services and reference to relevant Nature-based Solutions and Ecosystem-based Adaptation measures.
 - Gender lens: with ex-ante gender analysis, the expected gender-differentiated impacts of measures should be considered.
- **Section 13: Plan for natural disaster prevention and response and response to climate change in the province.** This section provides a natural entry point for specifying relevant adaptation measures.
 - Gender lens: especially disaster risk and prevention planning as well as climate change response planning in general should consider the gender-differentiated impacts of natural disasters and climate change impacts and ensure response plans are gender-sensitive because that is instrumental for their effectiveness.

As indicated above, with each section there are opportunities to integrate gender considerations at the same time as part of a gender-sensitive approach to NDC mainstreaming in provincial planning. The next section outlines a suggested framework for how to do so.

3.3 Gender Sensitive Approach to NDC Mainstreaming in Provincial Planning

3.3.1 Gender Analysis

Description:

Gender analysis is the critical examination of how differences in gender roles, activities, needs, opportunities, and rights or entitlements affect a given context, situation, or policy sphere. A gender analysis reflects the gaps that exist in relation to gendered norms and power dynamics. For example, an analysis might reflect the gaps in access to education, labour opportunities, health services, or other areas, and the associated differences in benefits or outcomes. Overall, the gender analysis should be the starting point of gender responsive planning, providing a baseline of gender differences based on sex-disaggregated data.¹⁹

The relevant GoV agency or organization should identify how, when, and where to collect information, disaggregating by geographical area, sector, and human characteristics such as sex, age, disability, income etc. Ideally, a gender analysis would be based on sex-disaggregated data collection that is focused on the hypothesized gender inequalities. However, this is often not feasible considering the planning resources at provincial level. It is therefore advised to assess when there are regular data collection initiatives ongoing, and how data collection can be sex-disaggregated as an integral part thereof.

With relation to gender-sensitive climate action planning, this broad contextual analysis informs the analysis of climate-gender linkages which should comprise three types of consideration: i) Gender-differentiated Impacts of Climate Change; ii) Potential Contributions of Women and other Disadvantaged Groups in Different Sectors; iii) Gender-differentiated Impacts of Climate Actions in Different Sectors (ex-post and ex-ante). The overall approach would ideally involve a mix of secondary and primary information gathering as well as participatory appraisal/action research and consultation. It should also include which GoV agencies are making what decisions, who is responsible for implementation, and who is benefitting from policies, actions, and interventions.

The following methodological steps are intended to guide the performance of the gender analysis.

¹⁹UN/Oxfam Policy Brief on gender equality in CCA and DRR in VN, p. 8.

Methodological Steps:

A. Identification and Review of Relevant Policies and Secondary Information

Regional Climate Change and Sea-level Rise: Firstly, it is necessary to understand what climate changes are occurring or are projected to occur in the province and how it is impacted by climate change. MoNRE regularly provides updated reports on climate change and sea level rise by agro-ecological region, including both historical data as well as future projections. More specific information may be available for particular provinces.

National and Provincial Policies and Measures: The broader process of NDC mainstreaming should identify the relevant national and provincial climate-related policies and measures. A good starting point for the analysis is reviewing these documents through a gender lens. National level climate policies and actions should already have integrated gender considerations and therefore provide a framework for understanding potential issues for further analysis and confirmation at local levels. Table 3.1 below indicates potentially relevant climate-related policies and measures:

Table 3.1: Relevant National and Provincial Climate-related Policies and Measures

National	Provincial
Viet Nam's NDC	
Viet Nam's NAP	
National Climate Change Strategy	Provincial Climate Change Action Plans
National Target Programme on Climate Change	
Viet Nam Green Growth Strategy	Provincial Green Growth Action Plan (GGAP)
Sectoral Climate Change Strategies/Action Programmes (e.g., National REDD+ Action Programme)	Provincial Action Plans for specific sectors e.g., Provincial REDD+ Action Plans (PRAPs)

Secondary literature: Although the body of literature is limited, a number of existing studies have identified climate-gender linkages or gender issues associated with particular sectors. Again, such literature provides a guiding basis for exploring the actual situation at the local level.

Sex-disaggregated data: In general, there is a lack of available sex-disaggregated data in Viet Nam. However, it is available for certain relevant parameters at national and provincial levels and can help to build up a picture and inform a gender analysis e.g., demographic, employment, and public health statistics can be useful in trying to understand vulnerability context and trends.

Assessing Gender-differentiated Impacts of REDD+ in Lam Dong

Lam Dong was one of the first provinces to develop and approve a Provincial REDD+ Action Plan (2015-2020 with orientation to 2030). With forests expected to continue to be an important carbon sink for the province, forest conservation, restoration and sustainable management and REDD+ is likely to remain a key climate action and NDC contribution.



SNV conducted a participatory ex-post evaluation of how men and women in Lam Dong had been impacted by the implementation of REDD+ actions (2015-20). In this case, the ex-post assessment informs ex-ante considerations (i.e. likely future impacts of continuing REDD+).

Selected Key Findings:

- REDD+ initiatives had specifically aimed to include men and women as beneficiaries and had invested in a number of women-led climate smart or conservation-friendly enterprises. There was also a high level of female participation in landscape planning activities. Women in the landscape have a positive role to play in achieving land/forest-based mitigation activities.
- Despite the fact that the target communities are matrilineal, there are a number of persistent social norms constraining female participation and women's empowerment. REDD+ interventions could be better designed to address these constraints e.g., capacity-building and training on financial access and literacy; promoting women-led enterprises as champions; improved gender-responsive targets and indicators.

B. Collection of Primary Information

Given the lack of sex-disaggregated data as well as limited number of gender analyses at local levels regarding climate-gender linkages and climate actions in different sectors, the collection of primary information is desirable. It is recognised that it may not be possible to conduct extensive surveys concerning a wide range of gender-climate issues and sectors, however, if possible, sites that are or have been implementing priority climate actions (especially if those actions/measures are likely to continue into the next planning period) could be selected for further field level analysis. For example, in Lam Dong, SNV conducted field consultations to assess the participation of men and women in and gender-differentiated impacts of REDD+ in one of the key forest landscapes in the province prioritised for forest conservation, protection and restoration (see Box above). It showed that there are ways in which climate actions can be implemented to also achieve gender equality goals.

The first step is to understand what climatic changes are occurring in the specific province or landscape. MoNRE reports on climate change and sea level rise provide a good starting point, based on historical data and describe the overall shifts in temperature, precipitation and other parameters by agro-ecological region, and future projections are also made. However, there is variability at local levels so it is important to capture local knowledge and perceptions (note perceptions may also be gender-differentiated!).

At the site level, participatory appraisal/action research approaches such as key informant interviews and focus group discussions were applied to gain a better impression of: i) overall gender inequalities in targeted areas; ii) gender-differentiated impacts or risks of climate change and existing coping strategies (where relevant); iii) the participation of men and women in relevant climate actions; and iv) in turn the (potentially differentiated) impact of those climate actions on men and women.

C. Analysis

Analysis of data segregated by sector in a specific geographical area can be conducted by following a structure of topical issues below. A good gender analysis would be expected to draw on existing sources as well as primary data/information gathered in the field to provide a gender-differentiated understanding of:

- **Legal rights and status:** depending on sector, discrepancies can be expected mainly regarding land rights. This in turn can affect women's ability to access credit and to become formal business owners. The status of women as informal workers may further affect their ability benefit from rights and responsibilities such as national (or local) social security schemes.
- **Power and influence:** generally, women's participation and leadership in decision-making processes is lower than men's, leaving women underrepresented in political institutions and decision-making bodies, though the outcomes of these processes affect them equally and, in some cases, more so than men.
- **Access to/control over assets and different forms of capital:** for instance, agriculture extension services is often limited to do women's time poverty caused by their dual responsibilities for paid and unpaid work. Women's access to credit is often obstructed by the lack of capital in their name because land rights are not in their name, or for instance because their digital and financial literacy might be lower.
- **Divisions of labour and allocation of time:** Gender-based divisions of labour are often linked to unequal control over resources, decision-making power and influence, time availability and ability to participate in processes, trainings, projects/programmes, and much more. Unpaid care work is a hugely disproportionate burden on women.²⁰ There are often gender differences surrounding various needs of availability and allotment of time. The division of work; the identification of how time is divided throughout the day, week, month, and/or year, and during the seasons may affect access to assets or opportunities.
- **Gender-based violence:** the occurrence of GBV and DV (domestic violence) is expected to increase in times of stress on households, which can be economical stress, emotional stress, , all of which are likely to be heightened in times of (climate) crisis.²¹ Such stress may be related to one climate shock, such as a natural disaster, or due to structural climate change impacts for instance on livelihoods impacted by economic impacts of climate change. In addition, increased economic strain may lead to forced early marriage and child marriage. Lastly, sexual violence increases in crisis situations.²²

²⁰ILO latest labour force survey.

²¹UN Women, The Shadow Pandemic (2020) <https://www.unwomen.org/en/news/in-focus/in-focus-gender-equality-in-covid-19-response/violence-against-women-during-covid-19> and UNDP, "Why climate change fuels violence against women" in Apolitical (9 December 2019) <https://apolitical.co/solution-articles/en/why-climate-change-fuels-violence-against-women>

²²UNFCCC "Climate Change Increases the Risk of Violence Against Women" (25 November 2019) and Jeannette Cwienk, "Climate change leads to more violence against women, girls" in DW (27 February 2020) <https://www.dw.com/en/women-climate-change-sexual-violence-iucn/a-52449269>

- **Women agents of change:** in addition to the particular vulnerabilities of women and other disadvantaged groups, their potential contributions in different sectors should also be considered. As women are often influential in household, family, and community context, the importance of including women as change makers should be considered essential to the success of climate actions.

The above facets are important because they are the basis of inequalities that, become vulnerability factors in relation to, or are exacerbated by, climate change. In addition to the above, it is necessary to pay attention to intersectionality, or how multiple forms of discrimination, exclusion or vulnerability may overlap and interact, and indeed potentially lead to more extreme inequalities or further marginalisation. Typical other forms of exclusion may be based on age, ethnicity/race, disability, and other markers of social status. In Viet Nam, there is for example a strong correlation between poverty and ethnic minority populations in rural, and especially mountainous areas. Such groups are particularly vulnerable to climate change due to their poverty, societal exclusion as well as their high levels of (often near total) livelihood dependency on land and natural resources.

D. Consultation

Participatory rural appraisal/action research methods should be applied in the collection of primary information in the field, but it is also important to confirm analyses and findings through consultation with relevant actors. Overall analysis of environmental and social considerations should also be consulted on during the process of NDC mainstreaming, and this would provide a suitable opportunity to in parallel consult on gender issues with multiple stakeholders.

Gender-differentiated Impacts of Climate Change

The result of the analysis of data that is segregated by geographical area, by sector, by sex and other intersectional vulnerabilities, is an overview of the impacts of climate change in the topical areas set out above. Consultation ensures a participatory and multi-stakeholder process so that communities' and individuals' concerns are taken into consideration as part of the development of the analysis.

3.3.2 Identification of Gender-sensitive Climate Actions and Gender Action Planning

The gender analysis indicates and recommends where relevant gender-sensitive actions may be required. Gender-sensitive actions may take a number of forms, varying in the degree to which they take gender objectives into consideration. To identify to what extent the objective of an action or specific activity is to address gender discrepancies, it may be useful to employ the Gender Equality Marker (GEM) that was developed by the United Nations.

According to the GEM, actions may (1) aim to advance gender equality and women's empowerment as the primary objective of the action, (2) they may have advancing gender equality as a significant objective but not the principal reason to undertake the project, (3) gender may be integrated in the context analysis and findings from it ensure that the project does no harm and is not reinforcing gender inequality, but gender equality is not a significant objective of this project nor addressed in the interventions, or (4) the actions are gender-blind.²³

In the context of climate actions this translates to the following categories, disregarding the last category GEM0 as it is considered undesirable:

- **Gender-specific Climate Actions:** Firstly, the analysis of gender-differentiated impacts of climate change is likely to reveal differences in the climate-related issues or impacts those men and women face. Due to the gendered division of labour for example, women may collect different forest products that may be at risk from changes in weather patterns, or in disaster response situations, women may face particular issues or risks in humanitarian relief situations; Climate change may bring special health issues for women linked to poor urban sanitation. Therefore, there are gender-specific actions that could be provided in response in both cases.

²³UN INFO, UNCT Gender Equality Marker Guidance Note (June 2019) <https://unsdg.un.org/sites/default/files/2019-09/UNCT%20GEM%20UN%20INFO%20final%20draft%20June%202019.pdf>
Gender Marker (GEN)

- o GEN0: the action is not expected to contribute noticeably to gender equality
- o GEN1: the action has a limited contribution to gender equality
- o GEN2: gender equality is a significant objective of the action
- o GEN3: gender equality is the principal objective of the action (this would in most cases also mean the beneficiaries are women of women-led businesses/households)

- **Ensuring Climate Actions benefit Men and Women Equally:** In many cases climate actions will be intended to be implemented by sectors, society, or communities as a whole e.g., switching to renewable energy, protecting forests, climate smart agriculture etc. However, based on what we know about existing over-arching gender inequalities in terms of legal rights, power and influence or access to assets/capital and for particular sectors, we therefore know that there is a potential that certain members within the society or communities may be excluded from participating or the benefits of climate actions will not be equally shared. Therefore, gender actions may be provided to ensure that climate actions involve and benefit men and women equally. This can include measures to ensure female beneficiary selection through the use of quotas or other forms of positive discrimination, for example. Or it could involve other measures that address issues that constrain equal or equitable benefit-sharing (e.g., rights to receive payments for environmental services or carbon that are linked to land use right certificates).
- **Managing and Mitigating Gender-related Issues or Risks of Climate Actions:** In some cases, climate actions may have potential adverse impacts on communities, and as we know some of these risks may disproportionately be borne by vulnerable groups. Examples of this may include: green public transport initiatives that place women and girls at greater risk of sexual harassment; Renewable energy development that causes displacement, land acquisition or a loss of potential earnings from agricultural land which may have a disproportionate impact on female-headed households that do not 'own' the land they cultivate and thus may not be properly compensated; REDD+ initiatives that strengthen conservation, forest law enforcement and restrict access to particular areas or resources used by women. Therefore, special measures may be necessary to safeguard women and other vulnerable groups against the impacts of the climate actions themselves.
- **Climate Actions that Promote Gender Equality Goals:** Where possible, climate actions should also deliver co-benefits and there are important opportunities to achieve gender quality goals, if relevant actions are prioritised. Examples of this include the promotion of clean cookstoves which can have extremely positive health impacts mainly for women due to the reduction of indoor air pollution; Improving water supply may be of general benefit to communities adapting to challenging arid or saline environments but of substantial benefit to women due to the reduced time spent fetching clean water and hence enabling a more productive use of time. Therefore, it is important to recognise and prioritise climate actions that may have specific positive impacts in terms of contributing to SDG 5 on gender equality.



Table 3.2: Gender-sensitive Climate Actions in Lam Dong

Sector/Climate Action	Gender Co-benefit	Gender Risk	Gender Action
Energy Efficiency and Energy Saving			
Improved Cookstoves	Health benefits for women and children; Reduced time poverty of women collecting firewood	N/A	This climate action is already a climate action with clear gender-specific benefits.
Promote and scale up the adoption of renewable energy technologies (solar and wind farms)	Potential new green employment opportunities for men and women	Risks associated with land acquisition which may impact women and marginalised groups Employment opportunities are limited for women.	Adequate consultation with affected communities and provision of appropriate compensation (including livelihood opportunities for women) Ensure equal opportunities for men and women in renewable energy technology projects
Waste			
Reduce waste, increase economic value of waste resources through waste reduction, recycling, reuse, and energy recovery activities	Potential new green employment opportunities for men and women	Employment opportunities are limited for women.	Ensure equal participation of both men and women in planning and decision making in waste management
Tourism			
Develop high quality, unique, and diverse tourism services with greater added value, enhance the promotion of local products and culture	Potential new green employment opportunities for men and women	Gender inequality in management/leadership positions in the tourism sector	Promoting women's enterprises, initiatives and participation and management in tourism sector and businesses Financial literacy and business capacity building for women-led SMEs.
Agriculture, Forestry & Land Use			
REDD+ (avoiding deforestation, promoting forest conservation, sustainable management, and restoration)	Opportunities for men and women to benefit from initiatives that promote sustainable agriculture and/or livelihoods away from the forest fringe	Women are not involved in forest land use planning Communities (especially ethnic minorities lose access to customary lands/resources) Women are not selected, trained and benefit from agro/forestry interventions Women do not benefit from PFES/benefit sharing;	Promote women's empowerment in relevant agribusinesses. Involvement of women in forest land use planning and management activities Women's names included on forest land certificates. Financial literacy and business capacity building for women-led SMEs.

3.3.3 Identification of Gender Responsible Agencies and Stakeholders

At the provincial level the key agencies responsible for gender equality are indicated below. They are expected to play an important role in ensuring that activities identified in the provincial plan are implemented in a gender-sensitive or responsive manner (especially where activities have been formulated in a gender-sensitive or responsive manner).

Table 3.3: Gender Responsible Agencies and stakeholders

Agency	Function
DoLISA	<ul style="list-style-type: none"> Responsible for overseeing and implementing the national and local policies at the provincial level Both state agencies for gender equality and standing bodies of the Committee for the Advancement of Women (CAFW) at the provincial level As at the end of 2018, all 63 localities have combined gender equality work and children's work or Children - Gender equality - Social protection under DoLISAs with the task of guiding the mainstreaming of gender equality issues in the formulation and implementation of local socio-economic development strategies and plans The DoLISAs also advise on measures to promote gender equality in line with local socio-economic conditions (only Quang Ninh province has retained a Gender Equality Office) (MOLISA, 2019)
Vietnamese Women's Union	<ul style="list-style-type: none"> Socio-political organization representing Vietnamese women and promoting their equality and development. VWU has a mandate of protecting women's rights and promoting gender equality in society VWU has representatives from national to local, grass-roots levels; a large number of members are women farmers
Provincial authority (Provincial Peoples' Committee - PPC)	<ul style="list-style-type: none"> Develop Provincial Climate action plan Ensure that gender-sensitive climate actions are harmonised in provincial sectoral plans and implemented, monitored, and reported on, together with DoLISA, VWU, and CSOs/NGOs
DONRE	Approve Provincial Climate Change Action Plan
DPI & DoF	Review Provincial Climate Change Action Plan NB: At the moment, there is no budget line in the state budget planning system for climate change activities in Viet Nam.
Division of NRE	Implementation of programs, projects, actions related to CC
CSOs/NGOs	Support development of provincial CCAPs and subsequent actions and programming, as well as support for the implementation thereof.

3.3.4 Sex-disaggregated Data and Gender Indicators

The NDCP guidance implores that gender indicators should be developed noting the inclusion of SMART (simple, measurable, attainable, realistic, and timebound) indicators that measure progress for closing the identified gender gaps. Some actions may be incentivized by specific development programmes that incorporate a data-collection component. In general, however, there is a large dependency on existing, accessible, and regularly collected data, even though the Government's current data structure does not often correspond with the data required for ex-ante gender analysis, which is a significant challenge to gender mainstreaming from the outset.

SMART indicators:

- **Specific:** indicators should be simple, clear, and easy to understand.
- **Measurable:** indicators should ideally be based on readily available data, or that can realistically be retrieved easily.
- **Achievable:** indicators and their measurable components must be achievable and adaptable to change during the designated timeframe. Moreover, the indicators and data's validity should be widely accepted.
- **Relevant:** indicators should reflect information that relates directly to the climate action's (gender) objectives.
- **Time bound:** progress can be tracked at a desired frequency for a set period of time.

Considering the lack of sex-disaggregated data in Viet Nam, in order to adequately assess both the gender-differentiated impact of climate change as well as the subsequent impact of climate change actions, primary data collection will be necessary where possible. In this section, the suggested objectives, targets, and indicators are mostly quantitative, because of the challenging context described. However, it would be very valuable to conduct more in-depth analysis of gender impacts of climate actions if there is such an opportunity.

3.3.4.1 Gender-sensitive procedural indicators

For all gender mainstreaming efforts, on national and subnational level, and regardless of sector, it is essential that the development processes are in itself also gender sensitive. Therefore, the table below provides guidance on gender objectives and corresponding indicators to ensure an inclusive, participatory, and multi-stakeholder decision-making process.

Procedural objectives	Process indicators
Gender mainstreaming in all subnational planning	<ul style="list-style-type: none"> • Inclusion of ex-ante gender analysis in preparatory work • # Mentioning of "gender" in the substantive part of the planning/policy document • Identification of a "gender focal point" in sub-national GoV agencies • Independent review of gender mainstreaming efforts • Periodical updating of gender mainstreaming in planning with regular intervals • <i>Qualitative:</i> outcome of the assessment of gender mainstreaming efforts by independent reviewer
Women's participation in planning/policy development in all sectors	<ul style="list-style-type: none"> • # and % women in subnational GoV agency • # and % women in decision-making positions • # and % women participants in consultations • <i>Qualitative:</i> Assessment of the active participation of women during consultations
Women organization's participation in planning/policy development in all sectors	<ul style="list-style-type: none"> • # women organizations attending consultations • # women organizations besides the VWU participating in consultations • # and % of recommendations by women's organizations that are adopted in planning/policy • # women organization's community engagement initiatives • <i>Qualitative:</i> what is planning/policy makers' perception of the value added of women's organizations' representation in the policy/planning development

3.3.4.2 Gender-sensitive thematic umbrella indicators

Besides the challenges regarding indicator identification, it should be considered that the relevance of indicators will depend on the specific sectors and sub-sectors, and on the climate actions and their particular objectives. The indicators regarding the procedure indicated above are relevant across sectors. In addition, certain thematic areas as identified in paragraph 3.3.1 may come up as key areas of gender differentiated vulnerabilities during the ex-ante and/or ex post data collection and analysis of the climate change impacts and proposed climate actions. Therefore, the suggested indicators below are organized by thematic area, as overarching aspects that cut across (sub-)sectors, depending on the particular climate actions.

As noted, the caveat with this approach is that, besides the more obvious practical obstacles regarding sex-disaggregated data-collection such as resource allocation and regularity/timeframes, the relevance of some indicators would vary depending on sector and geographical area. In addition, the relevance of indicators depends greatly on what the objectives of the activities are and what aspect and level of impact they are aimed at, i.e., impact, outcome, output, input. Nevertheless, the suggested indicators should contribute to examining if climate actions in provincial planning are gender sensitive, based on NDC guidance and additional sources indicated per indicator.

The suggested indicators are aimed at quantitative features, and measuring male versus female contribution or participation, or effect on men- versus women-led households or businesses. For some of the suggested indicators, relevant data is collected regularly by designated Government agencies or organizations. However, for most subsectors, additional data collection will be necessary to acquire the necessary data. For these practical considerations regarding data collection in terms of availability and resources, the suggested indicators are mostly quantitative.

It is good practice to evaluate and review climate action impacts periodically (e.g., every 2 or 4 years – perhaps aligned with BUR process) and therein also include qualitative indicators on the climate action's gender-responsiveness. For instance, across a representative sample of provinces/regions, awareness of legal rights on land use/ownership could be evaluated disaggregated by women- and men-owned agricultural businesses. Or a qualitative indicator could refer to women's substantive access to, participation in and learnings of agricultural extension services.

Topical area	Suggested Indicators	Source/Responsibility
Legal rights and status	o # women on land certificates (SDG indicator 1.4.2: Proportion of total adult population with secure tenure rights to land, (a) with legally recognized documentation, and (b) who perceive their rights to land as secure, by sex and type of tenure; SDG indicator 5.a.1: (a) Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure)	GSO, MPI, MOIT, MONRE and line agencies
	o # women formal or de facto heads of HBs/MSMEs and their incomes (SDG indicator 2.3.2 Average income of small-scale food producers, by sex and indigenous status)	

Access to/control over assets/credit and knowledge/technology	<ul style="list-style-type: none"> o # women with regular access to smartphone/computer connected to Wifi/internet (SDG indicator 7.1.1: Proportion of population with access to electricity; and SDG indicator 7.1.2: Proportion of population with primary reliance on clean fuels and technology) o % women applying for and gaining access to financing for low-carbon and climate-resilient investment (From examples of gender-responsive indicators in climate change projects, UN Women, 2016) o Credit use by female- and male-headed households in rural area (Exemplified by FAO) o # and % of women and men trained in energy-saving and sustainable technologies (From examples of gender-responsive indicators in climate change projects, UN Women, 2016) o # and % women farmers who have access to agroclimatic information services (UNDP case study on enhanced climate information services, 2019) o # and % women farmers who received training on agroclimatic information services (UNDP case study on enhanced climate information services, 2019) o # and % of women adopting low-carbon and climate-resilient solutions (From examples of gender-responsive indicators in climate change projects, UN Women, 2016) 	MOF, MOIT, MOET and line agencies
Power and influence (participation and leadership on institutional level)	<ul style="list-style-type: none"> o # women participating in decision-making bodies on provincial level (SDG indicator 5.5.1 Proportion of seats held by women in national parliaments and local governments) o # and % women holding leadership positions o GRB: Resource allocation for sex-disaggregated data collection o GRB: Sex-disaggregated data routinely collected and applied to sectoral policy, planning, implementation, monitoring and evaluation o GRB: Resource allocation for actions aimed at women beneficiaries (% of funds earmarked for women and men; % of funds distributed to women and men, WB) o % all staff trained in gender sensitivity/responsiveness within their sector (based on national commitment NSGE) 	GSO, MPI, MOF and line agencies UNDP/PAPI
Women agents of change (participation and leadership on community level)	<ul style="list-style-type: none"> o Percentage of women members of local organisations/decision-making bodies (Exemplified by FAO in forestry sector 2016) o Existence of village-level women's groups (i.e., self-help group); Initiatives undertaken by men and women (separately or jointly) (WB) 	VWU, UNDP/PAPI and local women's organizations

Divisions of labour and time-poverty	<ul style="list-style-type: none"> o # and % of women in formal/informal employment (by sector, by region, by age group) (Exemplified by ILO, FAO) o Time spent on housework and unpaid care work (Exemplified by ILO, WB) o Time saved in collecting and carrying water, fuel, and forest products due to environmentally sustainable and climate change adaptation activities (From examples of gender indicators for Environmentally Sustainable Development and Climate Change at the country and sector level, ADB, 2013) o Number and percentage of women and men who access employment or increase their incomes due to climate change adaptation or mitigation activities (From examples of gender indicators for Environmentally Sustainable Development and Climate Change at the country and sector level, ADB, 2013) 	GSO & ILO
Gender-based violence	<ul style="list-style-type: none"> o # and % of victims of violence against women and girls, sexual violence, domestic violence, disaggregated by geographical area, household income, and sector o Economic independence of women: net worth of women-led households/businesses in their own name 	GSO & MOLISA/DOLISA <i>NB: particularly challenging because quantitative data collection on GBV has only occurred properly twice in VN, once in 2009 and then in 2019.</i>

3.3.5 Gender-sensitive Budgeting

Gender-sensitive budgeting in climate change activities involves including gender lines in all climate change-related budgets and can take the form of either the integration of a targeted budget for gender or women-focused activities, such as capacity-building, or data collection and analysis; or the establishment of a separate budget to address gender priorities and gender-targeted activities related to climate change. Alternatively, climate change can be integrated into gender-budgeting activities. This is also reflected in the paragraphs on indicators above, in context of human resource allocation in the planning development processes and the structural and institutional indications of the prioritization of gender mainstreaming by GoV for instance by collecting sex-disaggregated data.

As gender-sensitive actions are identified during the NDC mainstreaming process realistic funding sources should be identified for the corresponding actions. In some cases, the additional costs of making a climate action gender-sensitive are zero or very limited and it may be reasonable that any additional costs are simply covered by the relevant source of finance for the specified climate action (e.g., a government-funded climate change programme or ODA project). An example of this might be for public consultation costs i.e., where public consultation on a given climate action is required anyway, the additional costs of ensuring that women and other marginalised groups are consulted may be fairly low.

In other cases, climate actions could potentially be topped-up by programmes or other funding sources that ensure climate actions are implemented in a gender-sensitive manner. There are increasing opportunities for leveraging investment in climate, sustainability, and gender equality/women's empowerment. Major development banks, ODA donors and climate funds are recognizing that gender equality is important for the increased impact of funding and the achievement of adaptation and mitigation objectives. The Green Climate Fund (GCF) and the Global Environment Facility (GEF) have established gender policies recognizing the importance of gender in the impact of and access to funding.



4.

LESSONS LEARNED & RECOMMENDATIONS

FOR OPERATIONALISING

THE GENDER SENSITIVE FRAMEWORK³⁵

4.1 Lessons

- Viet Nam has a **strong policy basis** for gender equality and integration, as well as **institutional commitment** from central Government. The role of MPI in gender equality monitoring in SEDPs and its responsibility for gender mainstreaming in all planning processes is instrumental for the success of the development of gender-sensitive planning of climate actions.
- Viet Nam's NDC is considered as a **good example of a gender responsive NDC**. Meanwhile, efforts to address gender in NAP are ongoing and were considered for the development of this framework insofar they are under development.
- There is a serious **lack of sex-disaggregated data** across national and sub-national levels and across sectors.
- Due to a lack of sex-disaggregated data as well as a lack of capacity in so far as there is sex-disaggregated data available, there is very **limited analyses of gender-differentiated impacts** of climate change. This subsequently frustrates the opportunity to develop climate actions that are gender-responsive or develop an ex-ante analysis that can form a baseline for gender mainstreaming sub-national planning.
- There are **capacity issues** among provincial planners and consultants on subnational level due to a **lack of funding and knowledge**. In addition, the diversity among (GoV) officials involved in planning processes is limited, further challenging the inclusiveness and participatory nature of the planning or policy making processes.
- **Alignment issues:** climate actions have to be mainstreamed in various planning processes that are part of Viet Nam's **socio-economic development planning**, such as agricultural planning, investment and trade policies, rural and environmental planning etc. in order to give effect to climate action objectives. Then, these climate interventions need to be gender responsive. This aligns with the socio-economic development planning in general as this is gender-mainstreamed top-down, but it also poses challenges as it is a multi-step process in which both climate and gender can get lost.
- **Gender budgeting is very limited to non-existent** on all levels of planning and across sectors. A focused effort is needed to prioritize both climate actions and gender-mainstreaming thereof.

4.2 Recommendations

- GoV: Address **key enabling framework for gender equality**, aligned with the National Strategy on Gender Equality, e.g., women in decision-making positions, political representation, participation, and leadership, gender mainstreaming in policies/laws etc.
- GoV, NGOs/CSOs: Increase and prioritize **collection of sex-disaggregated data** as a regular/structural responsibility of GoV agencies.
- NGOs, research organisations: prioritize **more and higher quality analyses of climate-gender linkages** across sectors, regions and levels of planning and implementation.
- GoV, NGOs: Increase efforts for **awareness-raising, capacity-building and training for public sector** staff involved in planning at all levels on gender equality and gender-sensitive planning (also consultants). Consider pointing out gender focal points per agency/project that is responsible for gender mainstreaming.
- GoV: improve **inclusive, participatory, and multi-stakeholder consultation** and participation in planning processes, especially involving women, women's organizations, and other marginalised groups.
- GoV: focus on **gender-sensitive budgeting** considerations for the development as well as the implementation of planning and set **concrete targets for compulsory gender-responsive budgeting**. For instance, gender-responsive budgeting can be focused on the participation of women-led organizations or women entrepreneurs, aimed at women's leadership in extension services for instance, in order to accomplish an increase in women's participation.
- NGOs/CSOs: **advocate for gender-responsive budgeting** in a focused and coordinated manner.
- GoV, NGOs/CSOs: seek out **opportunities for mobilising investment in climate, green growth/sustainability and gender equality** through climate funds, impact investment, climate/green/sustainability bonds. Employ appropriate and innovative design of blended finance vehicles to advance the NDC agenda.

- GoV, NGOs: **showcase positive examples** and experiences of gender-responsive climate action through case studies and other knowledge products.
- GoV, NGOs: develop **concrete gender-responsive climate actions and indicators** through planning and implementation in specific (sub) sectors.
- GoV: **engage other line Ministries** and their planning processes, for instance MoTI, to ensure mainstreaming of climate issues in a gender responsive way.
- GoV, NGOs/CSOs: **educate the next generations** on the connectivity of climate change and gender.
- NGOs: include a gender module into GEM: if possible, gender and social inclusion aspects should be added in the GEM model to possibly see the positive or negative impacts of climate actions on gender, as well as value added if climate mitigation or adaptation actions are gender sensitive.
- GoV, NGOs/CSOs: use **experience from international gender and climate change networks**.
- GoV, NGOs: undertake **sector specific gender analysis** for ongoing projects on subnational level.
- GoV: ensure the **planning and monitoring processes are transparent**, including broad availability of and easy access to data sources.

Additional Reading and References

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- UN & Oxfam Policy Brief Gender Equality in Climate Change Adaptation and Disaster in Viet Nam (2015) <https://asiapacific.unwomen.org/en/digital-library/publications/2015/05/policy-brief-gender-equality-in-climate-change-adaptation-and-disaster-in-vietnam>
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