

## Guidelines on Mainstreaming Gender Equality and Social Inclusion into the National Adaptation Plan Process in Viet Nam

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### Acknowledgements

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### About the NAP Global Network

The NAP Global Network was created in 2014 to support developing countries in advancing their NAP processes, and help accelerate adaptation efforts around the world. To achieve this, the Network facilitates South-South peer learning and exchange, supports national-level action on NAP formulation and implementation, and generates, synthesizes, and shares knowledge. The Network's members include individual participants from more than 155 countries involved in developing and implementing National Adaptation Plans. Financial support for the Network has been provided by Austria, Canada, Germany, Ireland, the United Kingdom, and the United States. Additional support has been provided by ClimateWorks Foundation. The Secretariat is hosted by the International Institute for Sustainable Development (IISD). For more information, visit [www.napglobalnetwork.org](http://www.napglobalnetwork.org).



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## Foreword

Climate change presents a significant challenge to societies worldwide, but its effects are not experienced equally. Women, marginalized groups, and vulnerable communities often face the greatest risks. Recognizing this reality, Viet Nam's National Adaptation Plan is designed to ensure that climate adaptation efforts are not only effective in addressing environmental threats but are also inclusive, equitable, and gender responsive. However, embedding gender equality and social inclusion into adaptation planning remains a complex task that requires increased awareness, institutional commitment, and practical implementation strategies.

This manual is the product of a collaborative research effort, undertaken with the participation of international partners and national experts, to advance gender-responsive adaptation planning. This manual serves as a comprehensive guide for policy-makers, practitioners, and stakeholders, providing a structured approach to integrating gender equality and social inclusion principles into climate adaptation policies and actions.

It offers practical tools for identifying vulnerabilities, enhancing participation, and ensuring equitable access to adaptation resources. By mainstreaming gender-responsive and socially inclusive strategies throughout the national adaptation plan process, this manual aims to contribute to a more resilient and just society in which individuals of all backgrounds, regardless of gender, ethnicity, or socio-economic status, can fully engage in and benefit from climate adaptation efforts.

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## Abbreviations and Acronyms

CCA	climate change adaptation
DRR	disaster risk reduction
GESI	gender equality and social inclusion
M&E	monitoring and evaluation
NAP	national adaptation plan
NbS	nature-based solutions
NSO	National Statistics Office
PSO	Provincial Statistics Offices
SDG	Sustainable Development Goal
UNFCCC	United Nations Framework Convention on Climate Change

# 1. Introduction

*Women play an essential role in implementing climate change adaptation measures at both the local community and household levels. However, in many rural areas—particularly among poor households and ethnic minority communities—women are among the most severely affected by natural disasters and the impacts of climate change. The challenges they face stem not only from limited socio-economic conditions but also from traditional gender roles, which restrict their access to information, resources, and climate adaptation support programs.*

— UN Women, 2022; United Nations Development Programme, 2020

Viet Nam's vision for 2050, as stated in its national adaptation plan (NAP), aims to strengthen the climate change adaptation (CCA) capacity of citizens while also ensuring gender equality and social security. However, gender equality and social inclusion (GESI) mainstreaming in NAP processes is still limited. For example, most ministries' and provinces' monitoring and evaluation (M&E) reports do not mention gender equality. The main root causes of this situation are the lack of deep understanding and practical implementation of GESI in relation to climate focal points.

The Government of Viet Nam has produced this manual to help all NAP stakeholders to mainstream GESI in the NAP process.

## What Is the Aim of the Manual?

The main objective of the manual is to guide ministries and provinces to integrate GESI into the NAP process from planning to implementation to M&E within the scope of their management. It will, for example, support those actors to include GESI in the development of annual summary reports on the monitoring and assessment of adaptation activities and contribute to capacity development.

Specific objectives include:

- clarifying the legal basis for mainstreaming GESI in the NAP and M&E;
- assessing the current status of mainstreaming GESI in the NAP and M&E in ministries and localities;
- creating the guiding steps to mainstream GESI into four elements of the NAP process at the ministerial and provincial levels; and
- providing instructions to develop and apply internal GESI indicators.

By doing this, the manual will support the management, coordination, and effective implementation of gender-responsive and socially inclusive CCA activities in Viet Nam.

## Who Is the Manual For?

The manual has been made primarily for ministries, ministerial agencies, and local authorities developing and implementing the NAP and evaluating CCA activities; governmental staff advising and managing CCA at central and local levels; and GESI practitioners working on CCA.



## How Is the Manual Organized?

This manual contains five sections:

**Section 1** introduces the manual to the reader. This section explains why the guidelines have been developed and sets out its objectives, audiences, and scope. It also provides an overview of the content of each section.

**Section 2** provides an overview of GESI mainstreaming in the NAP, including an explanation of common terminology and GESI in international and domestic climate change legal documents. This section also briefly summarizes the results of GESI mainstreaming in NAP implementation in Viet Nam since the government's decision promulgating the NAP (Socialist Republic of Viet Nam, 2020a) was issued.

**Section 3** explains the GESI-responsive approach and how to mainstream GESI into NAP policies, including steps to follow and tools that can be used. This section's target audience is GESI practitioners.

**Section 4** explains details on how GESI is being mainstreamed into NAP policies. The mainstreaming process is implemented in four steps, which correspond to the four steps recommended by the NAP Global Network. The sub-steps in steps 1 and 2 are adapted to Circular 06/2023/TT-BTNMT (Socialist Republic of Viet Nam, 2023a). Ministries, ministerial agencies, and local authorities developing and implementing the NAP and evaluating CCA activities should focus on this section.

**Section 5** recommends some indicators that audiences should use during the NAP process to monitor and evaluate NAP policies. The indicators are classified into two groups based on the sources of data. The first group includes indicators that are calculated based on available data (secondary data) that can be easily collected from the National Statistics Office (NSO) of Viet Nam (formally known as General Statistics Office of Viet Nam) or Provincial Statistics Office (PSO) (formally known as Department of Statistics). The second group are the indicators derived from reports in their own sectors or localities (primary data).

## What Is the Scope of the Manual With Regard to GESI?

The scope in terms of GESI takes three key elements into account: first, differences in the needs, opportunities, and capacities of women, men, and vulnerable groups<sup>1</sup> as related to CCA action; second, the participation and influence of women, men, and vulnerable groups in decision-making processes related to climate change impacts; and third, the access women, men, and vulnerable groups have to financial resources and other benefits resulting from investments in climate action.

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<sup>1</sup> "Vulnerable groups" refers to children, the elderly, pregnant women and women raising children under 36 months of age, people with disabilities, people suffering from terminal illnesses, poor people, incapacitated people, ethnic minorities living in areas with disadvantaged socio-economic conditions, and people living in areas with extremely disadvantaged socio-economic conditions (Socialist Republic of Viet Nam, 2023b).

### **What Resources Were Used to Build the Manual?**

There are several guidelines on gender equality mainstreaming into NAP processes. In particular, two documents from the NAP Global Network were used as a basis to develop this manual. *A Framework for Gender-Responsive National Adaptation Plan (NAP) Processes* (Dazé and Dekens, 2017) covers gender issues in the crosscutting dimensions, including institutional arrangements, capacity development, and information sharing. Each enabling factor is recommended to consider relevant gender issues throughout the NAP process, including planning, implementation, and M&E. The *Toolkit for a Gender-Responsive Process to Formulate and Implement National Adaptation Plans (NAPs)* (NAP Global Network & UNFCCC, 2019) provides complementary guidance to the UNFCCC Technical Guidelines for the NAP process developed by the Least Developed Countries Expert Group (2012). The focus of this guidance is integrating gender-responsive approaches throughout the different stages of the NAP process. Furthermore, both documents provide concrete guidance on steps for practitioners to integrate gender-related considerations into the enabling activities during the NAP process.

### **What Is the Added Value of the Manual Compared to Existing Resources?**

The manual provides concrete steps to integrate gender equality into the four enabling factors during the NAP process at the ministerial and provincial levels in Viet Nam and has been tailored to the context and policies on CCA in Vietnam. It also takes into account social inclusion and gender equality, as well as provides recommendations to develop and apply GESI indicators in M&E processes. The manual's target audience is policy-makers who directly work on CAA at the national and provincial levels.

## 2. Overview of GESI Mainstreaming in NAP Processes

### 2.1 Terminology

#### NAP Process

The NAP process is essentially a strategic approach that helps countries identify and address their medium- to long-term priorities for adapting to climate change (Hammill, Dekens, & Dazé, 2020). Led by national governments, the process involves analyzing current and projected climate conditions, assessing vulnerabilities to climate impacts, and using this information to identify and prioritize adaptation options. These options are then implemented, and their progress and outcomes are systematically tracked and evaluated. The NAP process establishes the systems and capacities necessary to integrate adaptation into a country's broader development planning, decision-making, and budgeting processes, ensuring that it becomes a continuous practice rather than an isolated, ad-hoc effort (NAP Global Network, 2020).

Further information related to objectives, guidelines, and technical support for NAP process is available via the UNFCCC website.

#### Social Inclusion

According to the United Nations Department of Economic and Social Affairs (2016), social inclusion is the process of enhancing participation in society for individuals who face disadvantages based on factors such as age, gender, disability, race, ethnicity, origin, religion, and economic status. This is achieved by improving access to opportunities, resources, representation, and respect for rights. Social inclusion functions as both a process and an objective. Promoting social inclusion involves addressing social exclusion by removing barriers to participation while taking proactive steps to support inclusive participation. As a political response to exclusion, social inclusion becomes a purposeful effort to encompass all individuals and to promote equality and tolerance.

#### Gender Equality

Gender equality, in the context of climate change, refers to ensuring that all people, regardless of gender, have equal rights, responsibilities, and opportunities to contribute to and benefit from climate action (United Nations, 2023). This encompasses recognizing the distinct impacts of climate change on people of different genders—particularly on women and marginalized groups, who are often more vulnerable due to social, economic, and political inequalities.

When gender equality is embedded into climate action, efforts become more comprehensive as they address both environmental sustainability and social justice, which leads to more resilient and equitable communities.

#### Gender Mainstreaming

According to the United Nations Economic and Social Council (1997), gender mainstreaming involves integrating the priorities, needs, and contributions of both women and men into every stage of the

planning, execution, and evaluation of development programs. The primary objective is to advance gender equality, uphold women's rights, and empower women. This strategy mandates that all policies, strategies, regulations, and processes be designed to respond to gender dynamics. Furthermore, it highlights the importance of the equitable involvement of women and men in leadership and decision making such that both groups have an equal say in shaping development directions and results.

**Box 1. Key principles of gender mainstreaming**

- It is a strategy designed to achieve gender equality as its primary goal.
- It is applicable across all sectors and areas of policy.
- The approach emphasizes the inclusion of women, men, and diverse gender identities, ensuring their active participation, influence, and benefits in development policies and practices.
- Effective implementation requires integrating the knowledge, concerns, priorities, experiences, capacities, and contributions of all genders into every stage of policy-making and planning to shape and guide policies, strategies, and outcomes.

Source: UN Women, 2022.

## Gender-Responsive Adaptation

Gender-responsive adaptation is an approach to CCA that accounts for the distinct needs, roles, and vulnerabilities of individuals based on gender. It recognizes that the effects of climate change are experienced differently by different people due to social, economic, and cultural inequalities, which frequently amplify the vulnerabilities of women and other marginalized gender groups (Intergovernmental Panel on Climate Change, 2022).

The key aspects of gender-responsive adaptation include:

- **recognizing gendered impacts:** This involves identifying impacts such as unequal access to resources and development opportunities, including education, employment, credit, and participation in policy-making processes at all levels.
- **addressing vulnerabilities:** Women and girls, especially in low-income and rural communities, often face heightened risks from climate change impacts, such as displacement, resource scarcity, and food insecurity. Policies promoting gender equality aim to address these vulnerabilities.
- **inclusive participation:** Women, who are typically underrepresented in decision making, are encouraged to participate actively in climate leadership and policy-making. Their involvement brings in diverse perspectives that are essential for sustainable solutions.
- **equitable access to resources:** Women and men should have equal access to resources, such as finance, technology, land, and training, so they can build resilience and adapt to climate change effectively.
- **promoting gender-responsive policies:** Climate policies that consider the specific needs and contributions of people of different genders can lead to more effective and inclusive strategies that benefit entire communities.

- **empowering women's role in CCA solutions:** Women are often the primary caretakers of land and natural resources, so empowering them with resources and decision-making capacity can contribute significantly to sustainable environmental practices.

## Gender-Sensitive Approach

A **gender-sensitive approach** involves integrating the unique needs, experiences, and perspectives of people of all genders into planning, decision-making, and implementation processes. It takes into account the distinct needs of women and men and aims to empower marginalized groups to foster positive changes in gender dynamics with the overarching objective of achieving gender equality (International Labour Organization, 2022).

### Box 2. Key features of a gender-sensitive approach

- **recognizing gender differences:** The approach aims to understand how social, cultural, and economic contexts shape gender roles and interactions.
- **promoting equal participation:** The approach strives to ensure that people of all genders have equal opportunities to engage in and benefit from programs and activities.
- **addressing bias and stereotypes:** The approach works to proactively identify and promote the elimination of traditional assumptions about gender roles.
- **creating inclusive policies:** The approach designs interventions and strategies that cater to the needs and contributions of people of all genders.
- **supporting marginalized groups:** The approach advocates for the inclusion and empowerment of underrepresented or disadvantaged gender-based groups to reduce inequalities.

## Gender-Disaggregated Data

Gender-disaggregated data refers to data that is collected and presented separately for people of different genders, typically meaning women and men. This type of data helps to highlight differences in experiences, needs, outcomes, and access to resources between people of different genders, making it an essential tool for understanding and addressing gender inequalities. Gender-disaggregated data is vital for understanding how gender impacts various aspects of life and for creating targeted strategies to promote gender equality across sectors. UN Women (2019c) highlights the critical role of such data in comprehending and tackling issues related to violence against women. This emphasizes the need to gather and analyze gender-disaggregated data to develop informed and effective policies and initiatives.

## Gender-Responsive Budgeting

Gender-responsive budgeting is a process that involves planning, approving, implementing, monitoring, and auditing the budget while incorporating gender analysis and addressing gender issues (UN Women, 2019b). It specifically involves conducting a gender impact assessment of policies and budgets to ensure that gender considerations are integrated into budgetary decisions, all with the aim of advancing gender equality.

Gender-responsive budgeting is not, however, a budget specifically allocated for activities that promote women's advancement or support the national gender equality program. It is also not a budget that is equally divided between men and women.



## Intersectionality

Intersectionality is a term coined by legal scholar Kimberlé Crenshaw (1989). The concept describes how various social identities—such as race, gender, class, sexuality, disability, and more—and the forms of discrimination targeting each one overlap and intersect to create unique experiences of oppression and privilege for individuals. Intersectionality emphasizes that people are often affected by multiple, interconnected forms of discrimination, which cannot be fully understood when considering these factors in isolation. Intersectionality provides a framework for understanding how different aspects of identity interact and contribute to systemic inequality, helping to create more nuanced, responsive approaches to achieving equality and justice.

## 2.2 Gender Mainstreaming and Social Inclusion in International Frameworks on Climate Change

### 2.2.1 Gender in International Frameworks on Climate Change

Several international frameworks focus on integrating gender considerations, or “gender mainstreaming,” into climate change policies and actions (see Table 1).

**Table 1. Key frameworks and agreements that emphasize gender mainstreaming into climate change policies and actions**

Framework or agreement	Focus on gender integration
<b>UNFCCC</b>	<ul style="list-style-type: none"> <li>• Acknowledges the importance of gender equality in climate action.</li> <li>• The Paris Agreement (UNFCCC, 2015) explicitly includes gender equality and women’s empowerment in climate action. Article 7 encourages gender-responsive approaches to adaptation planning and implementation. Nationally determined contributions should incorporate gender-responsive measures.</li> <li>• Adopted Gender Action Plans, including the 2017 Gender Action Plan (UNFCCC, 2017), to enhance women’s role in climate decision making and implementation.</li> <li>• The Lima Work Programme on Gender, established in 2014, promotes gender-responsive climate policies and women’s inclusion in climate change actions (UNFCCC, 2019).</li> </ul>
<b>UNFCCC Gender Action Plan (UNFCCC, 2019b)</b>	<ul style="list-style-type: none"> <li>• Promotes gender-responsive climate policies, empowering women as key climate action stakeholders.</li> <li>• Encourages gender integration in climate adaptation, mitigation, and decision making, especially in vulnerable regions.</li> </ul>
<b>Intergovernmental Panel on Climate Change Reports (2022)</b>	<ul style="list-style-type: none"> <li>• Recognizes the gender-differentiated impacts of climate change.</li> <li>• Emphasizes inclusive, gender-sensitive adaptation and mitigation strategies for effective climate action (NAP Global Network &amp; UNFCCC, 2019).</li> </ul>
<b>Sustainable Development Goals (SDGs) (UN, 2015)</b>	<ul style="list-style-type: none"> <li>• SDG 5 (Gender Equality) and SDG 13 (Climate Action) support gender-responsive climate action. Advancing SDG 5 is essential for promoting gender-responsive and socially inclusive CCA.</li> </ul>

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Framework or agreement	Focus on gender integration
	<ul style="list-style-type: none"> <li>• The 2030 Agenda for Sustainable Development (UN, 2015) underscores gender equality as a foundation for sustainable development and emphasizes the need to consider gender within climate policies.</li> </ul>
<b>Sendai Framework for Disaster Risk Reduction 2015–2030 (UNDRR, 2015)</b>	<ul style="list-style-type: none"> <li>• Emphasizes women’s role and the need for gender-sensitive policies in disaster risk reduction (DRR), closely linked to climate adaptation and resilience.</li> <li>• Advocates for gender-related perspectives in disaster risk assessment and women’s participation in disaster risk management decision making.</li> </ul>
<b>Green Climate Fund</b>	<ul style="list-style-type: none"> <li>• Has a Gender Policy and Action Plan to ensure that funded climate projects are gender-responsive (Green Climate Fund, 2019).</li> <li>• Actively promotes gender equality and women’s empowerment within climate actions.</li> </ul>
<b>Convention on the Elimination of All Forms of Discrimination Against Women (UN, 1979)</b>	<ul style="list-style-type: none"> <li>• General Recommendation No. 37 (2018) addresses gender-related dimensions of DRR in climate change.</li> <li>• Urges states to adopt gender-responsive climate strategies and support women’s leadership in climate action.</li> </ul>
<b>Beijing Declaration and Platform for Action (UN, 1995)</b>	Recognizes the environment as a critical area for gender integration and calls for the inclusion of gender-related perspectives into environmental policies, which today extends to climate actions.

Source: Compiled by authors.

## 2.2.2 Social Inclusion in International Frameworks on Climate Change

International frameworks on social inclusion in the context of climate change emphasize the importance of equitable and inclusive approaches to address climate impacts, recognizing that climate change disproportionately affects vulnerable and marginalized groups. These frameworks guide governments, organizations, and other stakeholders to integrate social inclusion into climate policies, ensuring that the needs and rights of all individuals are considered. Key frameworks are shown in Table 2.

**Table 2. Key international frameworks on climate change and social inclusion**

Framework or agreement	Focus on social inclusion
<b>Paris Agreement (UNFCCC, 2015)</b>	<ul style="list-style-type: none"> <li>Emphasizes social inclusion, human rights, and Indigenous rights in climate action.</li> <li>Article 7 calls for inclusive adaptation actions to enhance resilience for vulnerable populations.</li> <li>Encourages financial support from developed to developing countries to foster inclusive climate action.</li> </ul>
<b>SDGs (UN, 2015)</b>	<ul style="list-style-type: none"> <li>SDG 13 (Climate Action) links climate action with social well-being.</li> <li>SDG 13 is linked to SDG 1 (No Poverty), SDG 5 (Gender Equality), and SDG 10 (Reduced Inequalities) to address socio-economic disparities in climate resilience. This integrated perspective highlights the need for climate policies to incorporate poverty alleviation, gender inclusivity, and social justice to prevent vulnerable groups from bearing the brunt of climate impacts.</li> </ul>
<b>Sendai Framework for Disaster Risk Reduction 2015–2030 (UNDRR, 2015)</b>	<ul style="list-style-type: none"> <li>Focuses on inclusive, people-centred DRR.</li> <li>Involves marginalized groups, such as women, children, youth, people with disabilities, and Indigenous communities in disaster risk strategies.</li> </ul>
<b>Indigenous Peoples’ Policy by the Green Climate Fund (Green Climate Fund, 2018)</b>	<ul style="list-style-type: none"> <li>Ensures Indigenous participation in climate finance decisions affecting their lands and resources.</li> <li>Recognizes the importance of Indigenous knowledge in ecosystem stewardship and climate resilience.</li> </ul>
<b>Warsaw International Mechanism for Loss and Damage (UNFCCC, 2013)</b>	<ul style="list-style-type: none"> <li>Established under UNFCCC to address climate-related loss and damage, especially in vulnerable regions.</li> <li>Provides technical, financial, and capacity-building support to marginalized communities.</li> </ul>
<b>Key Messages on Human Rights and Climate Change (Office of the United Nations High Commissioner for Human Rights, 2016)</b>	<ul style="list-style-type: none"> <li>Advocates for climate policies that protect individual rights, emphasizing inclusion, accountability, and transparency.</li> <li>Focuses on social justice and equity for vulnerable groups in climate resilience.</li> </ul>
<b>International Labour Organization Guidelines on Just Transition (International Labour Organization, 2015)</b>	<ul style="list-style-type: none"> <li>Addresses the social aspects of transitioning to a green economy, focusing on decent jobs and workers’ rights.</li> <li>Emphasizes inclusivity, fair labour practices, and social dialogue for a sustainable and equitable transition.</li> </ul>

Source: Compiled by authors.

## 2.3 GESI Consideration in the NAP and M&E System in Viet Nam

### 2.3.1 Decision 1055/QD-TTg Promulgated the NAP

Decision No. 1055/QD-TTg (Socialist Republic of Viet Nam, 2020a), dated July 20, 2020, issued by the prime minister, promulgated the NAP for climate change for the period of 2021 to 2030, with a vision to 2050. This plan integrates gender-related content to ensure fairness and effectiveness in climate change response activities through the following specific elements.

**Perspective and objectives.** The plan emphasizes that adaptation to climate change must “ensure harmony of interests, creating incentives to encourage active participation from stakeholders in climate change response,” while also “enhancing the resilience and adaptive capacity of communities, economic sectors, and ecosystems through investment in adaptation actions, science and technology, and awareness-raising to proactively adjust to climate change” (Socialist Republic of Viet Nam, 2020, p. 2). This includes encouraging and ensuring the equitable participation of both men and women in adaptation activities and ensuring that both men and women reap the benefits.

**Tasks and solutions for mainstreaming GESI.** The NAP sets out three tasks and solutions that represent entry points to mainstreaming GESI. Among these three tasks, the third task related to raising awareness and knowledge about climate change explicitly addresses women by strengthening capacities and the promotion of gender equality in CCA. The first two tasks, while not directly mentioning GESI, represent entry points for mainstreaming GESI. Indeed, mainstreaming GESI into strategic adaptation and DRR planning processes and frameworks and fostering inclusive participation are two important ways of promoting gender-responsive and socially inclusive adaptation.

The explicit presentation of these two tasks can lead ministries, sectors, and local authorities to overlook, deprioritize, or omit GESI when integrating CCA into development, DRR, or biodiversity processes.

**Specific GESI-related tasks.** The NAP also sets out three GESI-related tasks that need to be implemented:

- develop specific policies to support vulnerable groups and to integrate gender-related elements into the implementation of CCA activities;
- develop communication proposals to promote green growth, including *Gender and Climate Change* and *Gender Equality in Climate Change*; and
- provide soft skills training for women workers participating in new economic sectors oriented toward CCA.

Decision No. 1055/QD-TTg (Socialist Republic of Viet Nam, 2020a) includes some gender-related content which mainly focus on GESI awareness-raising to ensure fairness and effectiveness in climate change response activities. In general, the gender-related content in the NAP is rather vague, lacking specific tasks and implementation plans. This poses challenges for the implementation process.

## 2.3.2 Decision 148/QĐ-TTg on the Issuance of the M&E System

### 2.3.2.1 M&E Indicators

Decision No. 148/QĐ-TTg (Socialist Republic of Viet Nam, 2022a), dated January 28, 2022, issued by the prime minister on the creation of the National Monitoring and Evaluation System for Climate Change Adaptation Activities, specifies three gender-related indicators in the M&E of labour and social aspects.

1. **Number of vocational training and livelihood transition programs for communities and vulnerable groups affected by climate change.** This indicator measures the number of programs implemented to help vulnerable communities adapt and stabilize livelihoods in the context of climate change. Vocational training and livelihood transition programs enable these groups, including women, not only to enhance their labour skills but also to create new economic opportunities, thus reducing their dependence on sectors highly impacted by climate change.

To support gender equality, this indicator should consider the suitability and accessibility of training programs for women and should ensure that the content and methods of training not only meet the needs of men but also align with the needs and conditions of women.

2. **Percentage of people, especially women, in vulnerable areas affected by climate change who receive vocational training and livelihood transition support.** This indicator evaluates the level of access to vocational training and livelihood transition programs among the population, particularly women, in vulnerable areas. It serves as an important measure of the effectiveness of these programs in reaching targeted groups and helps assess the policy's impact on women and disadvantaged groups. Measuring the participation rate of the population, especially women, in these programs helps determine the extent of gender equality support in CCA. A high rate indicates active participation from women, thereby contributing to the overall resilience of the community. A low rate may indicate access barriers for women, such as time constraints, family responsibilities, or social biases, which would highlight the need for appropriate support measures.
3. **Percentage of people, especially women, in vulnerable areas affected by climate change who receive soft skills training on CCA and disaster prevention.** This indicator measures the extent to which the population, particularly women, is equipped with essential soft skills to cope with the impacts of climate change and natural disasters. Soft skills include risk management, leadership, decision making, communication, and collaboration—all important skills for building adaptive capacity and protecting communities in emergency situations. Focusing on soft skills training for women enables them to actively participate and have a voice in decision-making processes related to disaster response and CCA. Women equipped with these skills become more confident, knowledgeable, and capable of contributing to community activities, improving livelihoods, reducing dependence, and enhancing their position in society.

### 2.3.2.2 Responsibility for M&E Implementation

The Ministry of Agriculture and Environment, as the coordinating agency, is responsible for guiding ministries, ministerial-level agencies, and provincial People's Committees in implementing the M&E system. In this process, GESI integration must be emphasized to ensure that M&E activities fully reflect



the impacts of climate change on different groups as well as the effectiveness of adaptation measures for each target group.

### 2.3.2.3 Reporting and Database

The M&E system requires agencies to update information on the progress and results of CCA activities in a shared database. Data collection and reporting should be disaggregated by gender and other relevant social factors (age, disability, and so on) to accurately analyze and assess the impact and effectiveness of adaptation measures for people of different genders and for vulnerable groups, which can in turn inform appropriate solutions. Although Decision 148/QĐ-TTg (Socialist Republic of Viet Nam, 2022a) does not specifically mention the integration of gender-related aspects in each component, the implementation of M&E activities under this decision must focus on the GESI aspect. This is to ensure that CCA measures are implemented fairly and effectively and that they meet the needs of all groups in society.

### 2.3.3 Circular 06/2023/TT-BTNMT on Integrating Climate Change Response into Strategies and Planning

Circular No. 06/2023/TT-BTNMT (Socialist Republic of Viet Nam, 2023a), issued on July 31, 2023, provides guidelines on integrating climate change response content into strategies and planning. Within it, the gender aspect is mentioned in several regulations:

- **Principles of integration.** Article 4, Clause 2, Point A states: “Ensure consistency and alignment with climate change response policies and the national, sectoral, and local development orientations; involve relevant stakeholders; promote gender equality, encourage resource diversification, and use resources efficiently” (Socialist Republic of Viet Nam, 2023a, p.2). This regulation emphasizes the promotion of gender equality in integrating climate change response content into strategies and planning, ensuring fair participation and benefits for all genders and social groups.
- **Integration requirements.** The Circular requires that integration be comprehensive, objective, interdisciplinary, inter-regional, and based on scientific and technological achievements, on practical experiences in the national and international contexts, on natural, economic, and social conditions, and on the development level and resources of the nation and locality. It should leverage the positive impacts of climate change and minimize the negative impacts. This regulation includes consideration of gender-related aspects to ensure that adaptation policies and programs empower and meet the needs of people of all genders and social groups.
- **Information and data for the integration process.** Article 5 of the Circular lists the necessary sources of information and data for the integration process (Socialist Republic of Viet Nam, 2023a), including:
  - The most recent climate change scenario published by the Ministry of Agriculture and Environment, the National Strategy on Climate Change, the National Strategy on Green Growth, and other relevant strategies.
  - Viet Nam’s most recent nationally determined contribution.

- The NAP on Climate Change, the Methane Emissions Reduction Action Plan, and action plans from ministries, sectors, and localities on climate change response, green growth, and other climate change-related plans.
- Reports including climate assessments, climate change responses, climate change impact assessments, M&E of CCA activities, greenhouse gas inventories, greenhouse gas emissions reduction, and the disaster situations and disaster prevention efforts of ministries, sectors, and localities, as well as other relevant reports.
- Information and data on meteorological, hydrological, and oceanographic observations and related past and current extreme events.
- The national master planning process as well as strategies, plans, and development plans for socio-economic, sectoral, and field development.

The collection and use of this information and data should take gender-related aspects into account to ensure that adaptation policies and programs are appropriate and effective for people of all genders and social groups.

Circular 06/2023/TT-BTNMT (Socialist Republic of Viet Nam, 2023a) only provides principles for GESI integration in climate change response. It does not detail steps for gender mainstreaming or gender integration activities related to CCA within strategies and planning.

### 2.3.4 Circular 01/2022/TT-BTNMT on Detailed Regulations for Implementing the Environmental Protection Law Concerning Climate Change Response

Circular No. 01/2022/TT-BTNMT (Socialist Republic of Viet Nam, 2022b), issued on January 7, 2022, provides detailed regulations for implementing the Environmental Protection Law concerning climate change response. Gender-related considerations are integrated into the Circular as follows:

- **content of Climate Change Impact Assessment:** Point C, Clause 1, Article 6 requires the assessment of the impacts of climate change on the social system, including population distribution, housing, and living conditions; health care, health, culture, and education services; vulnerable groups, gender-related issues, and poverty reduction (Socialist Republic of Viet Nam, 2022b). This regulation underscores the importance of considering gender-related aspects in the process of assessing the impacts of climate change to ensure that policies and adaptation measures meet the needs and enhance the participation of people of all genders and social groups.
- **sequence of conducting assessments:** Article 7 of the Circular (Socialist Republic of Viet Nam, 2022b) stipulates procedure to assess climate change impacts on the three groups of subjects that mentioned in Article 6 of the Circular Socialist Republic of Viet Nam, 2022b.

## 2.4 Current Status of GESI Mainstreaming in Climate Change Adaptation in Viet Nam

Viet Nam is well aware of the importance of integrating GESI factors into policies and actions to adapt to climate change. However, practical implementation still faces many challenges and requires thorough evaluation.

### 2.4.1 Progress in Policy and Legal Framework

The Government of Viet Nam has issued several significant legal documents on integrating gender-related factors in responding to climate change, such as the NAP and sustainable development strategies. These documents emphasize the participation of women and vulnerable groups in climate adaptation activities in the aim of ensuring fairness and effectiveness.

Some guidelines, such as Circular 01/2022/TT-BTNMT (Socialist Republic of Viet Nam, 2022b) and Circular 06/2023/TT-BTNMT (Socialist Republic of Viet Nam, 2023a), have integrated gender-related factors and require gender-disaggregated data collection and impact reporting. The national-level M&E system for CCA activities includes three direct indicators related to gender in the assessment and monitoring of labour and social aspects (Socialist Republic of Viet Nam, 2022a). This represents significant progress in establishing a legal framework to promote gender mainstreaming.

Despite progress, challenges remain in the integration of GESI into CCA activities, especially at provincial levels. Many policies mention gender equality but lack specific guidelines for implementation, making the integration process inconsistent. There is insufficient coordination between ministries, such as the Ministry of Natural Resources and Environment and the Ministry of Labor–Invalid Social Affairs, which affects the coherence of gender integration efforts. Limited baseline data further hinder effective implementation (Rivoal & Nguyen, 2022).

### 2.4.2 Practical Implementation of Mainstreaming Gender Equality and Social Inclusion in NAP Implementation

The evaluation report on the NAP implementation under Decision No. 1055/QĐ-TTg by 18 ministries and 44 provinces and cities indicates that the rate of ministries, sectors, and provinces addressing gender and vulnerable groups in NAP implementation is very low. Detailed information on GESI integration into the NAP is presented in Table 3.

**Table 3. GESI integration into the NAP reports of ministries and provinces**

No.	Contents	Number of ministries	Number of provinces
1	Mention of gender or vulnerable groups	3/15	12/44
2	Clear mention of gender or vulnerable groups	2/15	5/44
3	Contribution of the women's unions	0/15	3/44

Source: Tran Thanh Thuy et al., forthcoming.

According to the survey on the implementation of the NAP and M&E system during the evaluation process by the departments of natural resources and environment, the focal agency for CCA, all 14 surveyed provinces have not developed plans to integrate GESI in their adaptation plans and activities. Activities related to GESI in NAP are mainly training and raising awareness among women and children about climate change.

Awareness-raising programs on climate change for management officials and communities have started to focus more on gender, especially on the topic of enhancing the role of women and vulnerable groups in disaster prevention and CCA activities. However, in many localities, awareness

on this topic remains limited. The departments of natural resources and environment of some provinces, including Ca Mau, Bac Lieu, and Hanoi, are more proactive in GESI in NAP implementation than other provinces and have implemented a number of programs and projects on GESI, including projects related to gender and climate change and to gender equality and climate change as well as soft skills training projects for women workers to participate in new economic sectors in the direction of adapting to climate change.

Several projects have implemented vocational training and livelihood transition programs for women and vulnerable groups in areas affected by climate change, such as the Improving Resilience to the Impacts of Climate Change for Vulnerable Coastal Communities in Viet Nam project funded by the Green Climate Fund through the United Nations Development Programme; the Mekong Delta Climate Resilience Programme funded by Switzerland and Germany for 13 provinces in the Mekong Delta; and the Nghe An Province's Vinh City Priority Infrastructure and Urban Resilience Development project supported by the World Bank in Vinh City.

For the Green Climate Fund project, 42 livelihood models were implemented in aquaculture, apiculture, crop production, and livestock raising which directly benefit women-headed households. These models promote women's economic empowerment and resilience to climate change impacts. Women were actively employed in mangrove planting and regeneration, with 45.6% of the workforce being women as of 2021. Training programs on sustainable practices and adaptation were attended by women participants (37.4% of attendees). For the World Bank, Switzerland, and Germany projects, training sessions were conducted to empower women to take active roles in urban planning and DRR; women were involved in decision-making processes at the local and provincial levels, ensuring equitable participation in resource allocation and planning.

These programs help women and members of vulnerable groups enhance their capacities and have opportunities to participate in new economic activities and disaster prevention, which contributes to improving their livelihoods and reducing their dependency on sectors vulnerable to climate change. However, the scope of implementation is limited and depends on international funding.

### 2.4.3 Challenges in Mainstreaming Gender and Social Inclusion in CCA

Overall, there remain a number of persistent challenges when it comes to mainstreaming gender and social inclusion in Viet Nam's CCA efforts. They include:

- awareness and capacity: Many officials and agencies do not yet have a deep understanding of the importance of GESI in responding to climate change, resulting in incomplete integration of these issues.
- lack of detailed guidelines: Although there are policies and regulations on GESI mainstreaming, many agencies and localities still lack detailed guidelines to implement these policies. This creates difficulties in implementing and effectively monitoring gender mainstreaming.
- limited gender-disaggregated data: To assess the effectiveness of adaptation programs for each gender and social group, collecting gender-disaggregated data is necessary. However, the database for collecting gender-disaggregated data and social groups in Viet Nam remains limited, making it difficult to accurately assess the impact of climate change on GESI.

## Guidelines on Mainstreaming Gender Equality and Social Inclusion into the National Adaptation Plan Process in Viet Nam

- social and cultural barriers: Gender stereotypes are still prevalent in many communities in Viet Nam, especially in rural and mountainous areas, making it difficult for women to participate in CCA activities. The burden of household work and caregiving responsibilities also limits women's ability to participate in training and decision-making activities.
- lack of financial resources: Gender mainstreaming in adaptation activities requires resources to implement training programs, livelihood development, and data collection. However, the national budget is limited, and most gender-integrated adaptation projects rely on funding from international organizations.



## 3. Tools and Approaches

### 3.1 Overview of GESI-Responsive Approaches

Gender-responsive and socially inclusive approaches involve strategies designed to address the unique needs, roles, and contributions of people of various genders and of marginalized social groups in CCA activities and the promotion of climate resilience. Gender-responsive and socially inclusive approaches aim to empower vulnerable populations, ensure equitable participation in decision-making processes, and enhance inclusivity. Key elements of these approaches typically include:

- **inclusive policy development:** This means creating policies that explicitly recognize the roles, needs, and rights of women, gender minorities, and marginalized communities. These policies should be embedded within all national and local plans to ensure that GESI is a core aspect of planning and implementation, especially in climate adaptation, disaster risk management, and sustainable development.
- **capacity development and training:** This involves implementing awareness-raising and skill-building programs focused on empowering women and vulnerable groups. These programs help participants gain the knowledge and tools they need to adapt to socio-economic shifts, climate impacts, and new livelihood opportunities. Additionally, it is crucial to ensure that all NAP stakeholders receive training on gender-responsive and socially inclusive adaptation to effectively mainstream GESI. Including this broader focus would enhance the impact of capacity-building efforts.
- **data collection and analysis:** It's important to collect gender-disaggregated and socially disaggregated data to accurately monitor and evaluate the impact of programs on different demographic groups. This data helps identify gaps and adjust strategies to maximize the benefits for all.
- **community-based participation:** This means encouraging active involvement from diverse community groups, particularly women, in planning, decision making, and implementation. Inclusive participation fosters a sense of ownership and ensures that the specific insights and experiences of each group are considered.
- **financial and technical support:** This involves providing resources for GESI-responsive programs through dedicated budgets or funding sources. Resources dedicated to disadvantaged groups support greater engagement and resilience building.
- **addressing social and cultural barriers:** This refers to implementing initiatives that challenge traditional gender and social roles and cultural stereotypes, particularly in rural and underserved areas. This may involve campaigns to raise awareness of the importance of GESI and shift social perceptions around the roles of women and marginalized groups in community resilience and economic activities. It may also involve working with powerholders to ensure they share their power with women and marginalized groups and facilitate the equitable participation of these groups in adaptation decision-making processes.
- **M&E:** M&E frameworks must be developed with specific GESI indicators to assess the progress and impact of initiatives. This includes measuring women's participation in decision making, their access to adaptation funding, and the effectiveness of adaptation interventions in

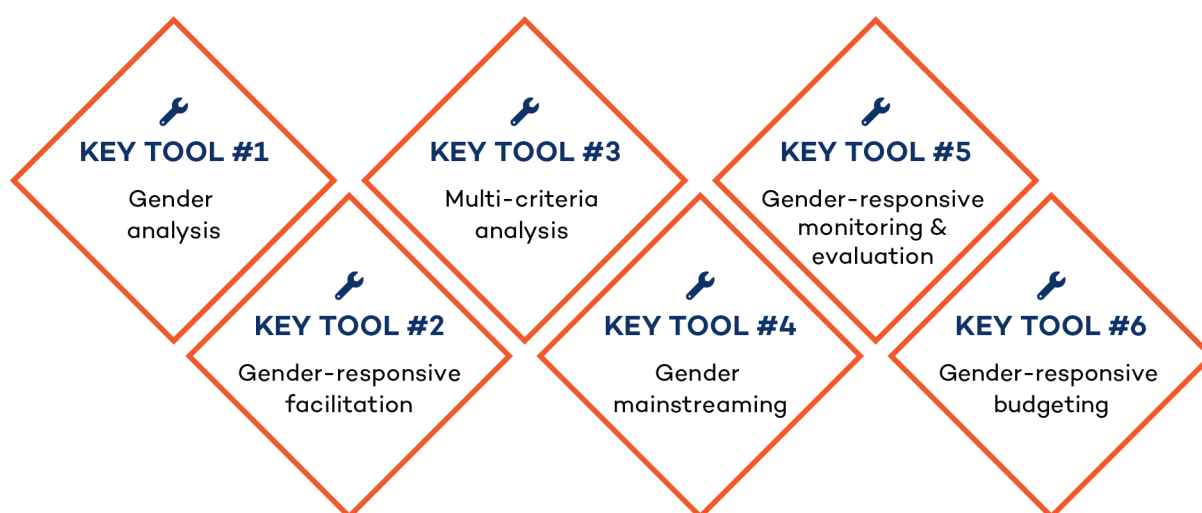
addressing their needs. Such measures ensure accountability and promote equitable outcomes (Rivoal & Nguyen, 2022).

By embedding GESI-responsive approaches in policies, programs, and practices, governments, NGOs, and development partners can create more resilient, equitable, and sustainable communities that are better equipped to adapt to changing environmental and social conditions.

## 3.2 Key Tools for Gender-Responsive Approaches

The *Toolkit for a Gender-Responsive Process to Formulate and Implement National Adaptation Plans (NAPs)* (NAP Global Network & UNFCCC, 2019) suggests six key tools (see Figure 1) for gender-responsive approaches in the NAP process.

**Figure 1. Key tools for gender-responsive and socially inclusive approaches**



Source: Adapted from NAP Global Network & UNFCCC, 2019.

**Key tool 1. Gender-based and vulnerable groups analysis:** This tool involves analyzing the roles, vulnerabilities, needs and priorities of different gender groups and vulnerable populations to understand how climate change impacts them uniquely. It helps policy-makers to understand how policy decisions may impact people of different genders and social groups. Gender analysis is “the foundation for integration of gender considerations in policies, programs and institutions” (NAP Global Network and UNFCCC, 2019, p. 63).

**Key tool 2. GESI-responsive facilitation:** This targets the obstacles that prevent vulnerable groups from participating in climate actions and seeks to build an inclusive decision-making process. This tool promotes the active involvement of marginalized stakeholders and helps ensure the meaningful participation of vulnerable groups in dialogue, learning, and decision-making processes.

**Key tool 3. Multi-criteria analysis:** This is a tool for evaluating policy options against a set of defined criteria. It provides a structured approach for policy-makers to understand the performance of each policy option on related criteria. By using multi-criteria analysis, decision-makers can assess different strategies’ impacts on gender-related issues and social inclusion, helping select options that provide the greatest benefits for vulnerable groups and promote GESI.

**Key tool 4. GESI mainstreaming:** This involves applying the findings of gender-based analysis and integrating GESI considerations into all aspects of policy planning and implementation. This tool ensures that NAP objectives, actions, and outputs explicitly incorporate gender-responsive considerations, making gender equality an inherent part of the adaptation strategy.

**Key tool 5. GESI-responsive M&E:** This tool involves tracking and assessing the gender-related dimension of the progress made in adaptation planning, implementation, and outcomes. It ensures that progress is measured against gender equality indicators and that policies are adjusted as needed to meet GESI objectives effectively.

**Key tool 6. GESI-responsive budgeting:** This allocates resources to initiatives that promote GESI. This tool ensures that the budget supports programs and activities benefiting women and other vulnerable groups and makes gender equality a priority in financial allocation for CCA.

### 3.3 Application of Key Tools for Gender-Responsive and Socially Inclusive Approaches in the NAP Process

Each step in the CCA policy development and implementation process is associated with specific GESI tools. Here, we provide a breakdown of which tools are used at each stage (see also Figure 2).

#### Stage 1. Determining background

**Gender-based and vulnerable groups analysis (key tool 1)** helps to define the scope and objectives of the CCA policy by analyzing the needs of different groups.

**GESI-responsive facilitation (key tool 2)** promotes inclusive discussions and input gathering.

**GESI mainstreaming (key tool 4)** ensures that GESI is incorporated into the objectives from the outset.

#### Stage 2. Developing policy on CCA

**GESI-responsive facilitation (key tool 2)** supports the inclusive process of policy formulation.

**GESI mainstreaming (key tool 4)** integrates GESI considerations into the policy's core framework.

**Multi-criteria analysis (key tool 3)** helps in evaluating various policy options through a GESI lens to ensure that chosen policies are inclusive and equitable.

**GESI-responsive budgeting (key tool 6)** allocates budget estimate to areas that benefit GESI, ensuring that budget decisions support GESI objectives.

#### Stage 3. Implementing the policy on CCA

**GESI mainstreaming (key tool 4)** ensures that GESI are considered in all aspects of policy implementation.

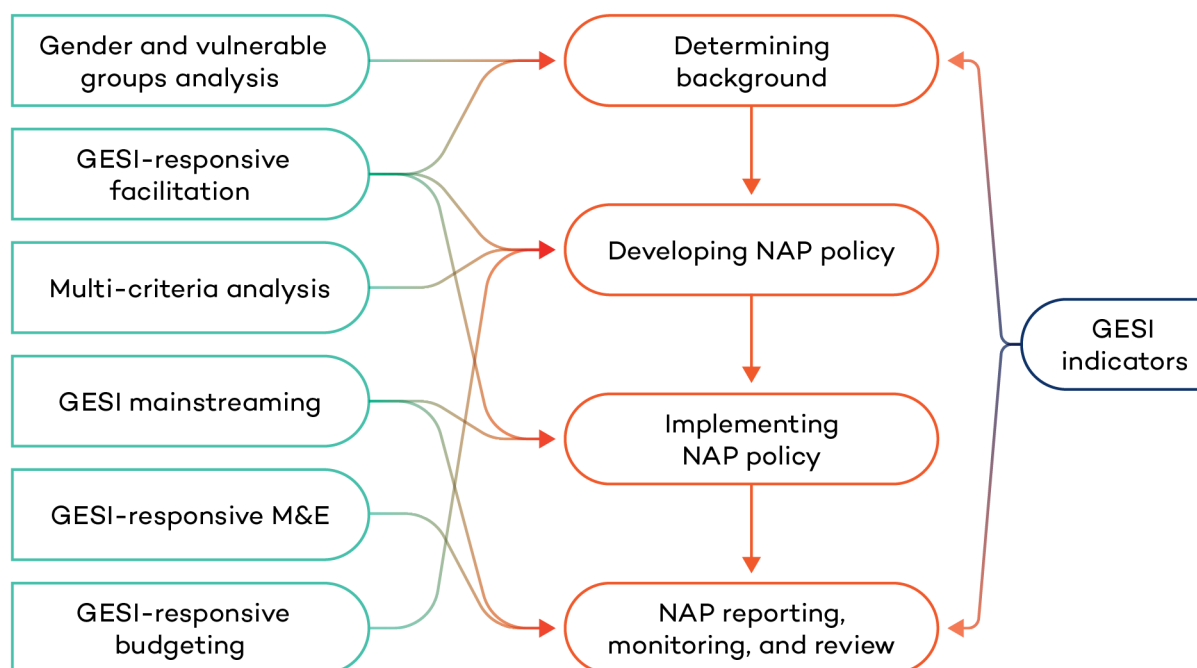
**GESI-responsive facilitation (key tool 2)** supports the inclusive process of policy implementation.

#### Stage 4. NAP reporting, monitoring, and review

**GESI-responsive M&E (key tool 5)** provides the necessary data to evaluate the policy's effectiveness in promoting GESI. In particular, it helps to determine GESI indicators to assess whether the policy has achieved its GESI-related goals.

**GESI mainstreaming (key tool 4)** ensures that GESI considerations are comprehensively integrated into policy cycles.

**Figure 2. Scheme to mainstream GESI into NAP implementation**



Source: Authors based on NAP Global Network & UNFCCC, 2019.

## 4. Steps to Mainstream GESI into NAP Processes

### 4.1 GESI Mainstreaming in Determining Background

Review the GESI statement in Viet Nam and localities and consider whether GESI has been integrated into vulnerability and climate impact analyses and adaptation activities including policies, programs, projects, and capacity-building activities. If yes, also consider how it has been done. This information will help to define the gaps and barriers along the NAP process.

#### Data Sources

- National and local reports on the implementation of Viet Nam's National Target Program for Sustainable Poverty Reduction (Socialist Republic of Viet Nam, 2022c), Support Program for Persons with Disabilities (Socialist Republic of Viet Nam, 2020), and National Strategy for Gender Equality (Socialist Republic of Viet Nam, 2021).
- National and local reports on NAP implementation.
- National and local statistical yearbooks.
- Results of the survey on the socio-economic conditions of 53 ethnic minorities.
- Results of the national survey on people with disabilities.
- Gender-related statistics in Viet Nam.

#### Checklist

- ☐ Include values of indicators 8.1, 8.2, and 8.3 in Decision 148/QĐ-TTg in 2022 (Socialist Republic of Viet Nam, 2022a) for the previous years.
- ☐ Include values of indicators mentioned the Viet Nam's National Target Program for Sustainable Poverty Reduction (Socialist Republic of Viet Nam, 2022c), Support Program for Persons with Disabilities (Socialist Republic of Viet Nam, 2020b), and National Strategy for Gender Equality (Socialist Republic of Viet Nam, 2021) for the previous years.
- ☐ Allocate budgets for independent GESI activities for the previous years.
- ☐ Allocate budgets for programs and projects with GESI considerations for the previous years.
- ☐ Mainstream GESI into vulnerability and climate impact analyses.
- ☐ Mainstream GESI into adaptation policies, programs, projects, and capacity-building activities.
- ☐ Identify gaps and barriers in GESI mainstreaming in NAP process.

### 4.2 GESI Mainstreaming in Developing Strategies and Plans with Integrated CCA

GESI mainstreaming in the development of strategies and plans with integrated CCA follows the steps outlined in Circular 06/2023/TT-BTNMT (Socialist Republic of Viet Nam, 2023a) on integrating climate change response into strategies and planning.



#### 4.2.1 Propose Activities to Integrate Climate Change Response that Considers GESI into the Strategy and Planning Development Task Description

Consider GESI in all activities to integrate climate change response into the strategy development task description as presented in Article 7 of Circular 06/2023/TT-BTNMT (Socialist Republic of Viet Nam, 2023a).

##### Checklist

- ☐ Integration of activities containing the term *GESI*.

#### 4.2.2 Analyze the Impacts of Climate Change on Vulnerable Groups

- Collect reports from authorities, international organizations, science research institutions, and research journals that assess the impact of climate change on GESI in their areas and in countries and localities with similar natural geographical conditions and socio-economic populations.
- Assess the impact of climate change in accordance with Circular No. 01/2022/TT-BTNMT (Socialist Republic of Viet Nam, 2022b), dated January 7, 2022, issued by the Minister of Natural Resources and Environment detailing the implementation of the Law on Environmental Protection on climate change response. Depending on the scope of the planning, assess the impact of climate change in general and in particular on women and other vulnerable groups.
- Synthesize and analyze requirements for climate change response solutions to increase resilience for women, men, boys, girls, and vulnerable groups.

##### Checklist

- ☐ Data disaggregated by gender and other social factors is collected.
- ☐ Impacts of climate change are considered separately for women, men, and other gender minority groups.

#### 4.2.3 Propose Response Solutions that Consider GESI Integration

- Targets: communities, especially vulnerable groups
- Solution: gender-responsive and socially inclusive adaptation solutions, especially awareness-raising solutions as mentioned in the mandate of the NAP of Viet Nam

##### Checklist

- ☐ Representatives from vulnerable populations and an equal number of men and women participate in proposing and selecting potential solutions.
- ☐ Solutions meet the different needs of women, men, and vulnerable groups.
- ☐ Solutions are equally accessible to women and men.
- ☐ Solutions contribute to equitable adaptation outcomes and to increased GESI.
- ☐ Solutions address social and cultural barriers and norms that hinder the participation of vulnerable groups in responding to the impacts of climate change.

In this step, the gender-based and vulnerable groups analysis need to be implemented to assess the effects of solutions on women and men and vulnerable groups, the gaps and barriers determined in Stage 1, and negative impacts of climate change on GESI.

To ensure that proposed and selected solutions are representative, both men and women in households are invited to the community consultation meetings. In case they cannot go to the meetings at the same time, the barriers should be determined to define the solutions, such as organizing other meetings, choosing suitable times and venues, or holding interviews at people's homes. Based on the budget and timeline, it may be difficult to interview all stakeholders, so a sampling approach should be applied and should take intersectionality into account.

In the process of selecting types and number of solutions, apply a budgeting approach that is responsive to gender-based concerns and the needs of vulnerable groups to ensure the balance between the number of women and men who are beneficiaries. Practitioners can refer to the report *Guidelines for the Promotion and Implementation of Gender Responsive Budgeting in the Socio-Economic Development Programme for the Most Disadvantaged Communes in Ethnic Minority and Mountainous Areas (Programme 135)* (UN Women, 2019a).

#### 4.2.4 Integrate GESI into Climate Change Response Content of Strategies and Plannings

##### 4.2.4.1 Integrate GESI into Strategy and Plan Objectives

Minimize the negative impacts of climate change; respond to the needs of women, gender minorities, and other vulnerable groups; ensure equitable adaptation results; promote GESI.

##### 4.2.4.2 Integrate GESI into Strategies and Plans

- Analysis of context, forecast of development trends in planning: present statistical indicators on gender-based concerns and vulnerable groups, impacts of climate change on these groups in the past and future possibilities within the scope of their management based on the synthesis of collected documents and assessment of climate risks to women, men, and vulnerable groups. Statistical indicators on gender and vulnerable groups can include the proportion of women, men, elderly people, ethnic minorities, poor people, or people with disabilities in the total population; the number or proportion of women workers with informal jobs; the proportion of certificates of ownership of agricultural land and housing that bear both the husband's and wife's names; the number of hours of unpaid work performed by women and men; the number or proportion of children under 3 years old attending preschools and childcare facilities; and the literacy rate of women and men among ethnic minorities and people with disabilities. The analysis should also follow the indicators listed in Viet Nam's National Target Program for Sustainable Poverty Reduction (Socialist Republic of Viet Nam, 2022c), Support Program for Persons with Disabilities (Socialist Republic of Viet Nam, 2020), and National Strategy for Gender Equality (Socialist Republic of Viet Nam, 2021).
- Plan, direction, or planning orientation: focus on groups and areas vulnerable to climate change.
- Implementation solutions in strategies and plans: Solutions must focus on subjects and areas vulnerable to climate change.

- solutions on policy: ensure that they are gender-equitable and inclusive and that they consider gender-related expertise
- solutions on science and technology: research the impacts of climate change on women, men, and vulnerable groups, and ensure that research and technology consider GESI consideration
- solutions on international cooperation: ensure that adaptation finance and technical support from international sources encourage equitable benefits for people of all genders and vulnerable groups
- solutions on budgets: generate equitable benefits for people of all genders and social groups

#### Checklist

- ☐ The context and trend forecast section has statistical indicators and estimates of the impacts of climate change on people of different genders and different vulnerable groups.
- ☐ Priority targets in planning orientation include vulnerable groups and gender equality.
- ☐ Solutions mention and prioritize vulnerable groups and gender equality.

#### 4.2.4.3 Integrate GESI into Socio-economic Indicators of Strategies and Plans

Indicators related to people such as number of officials, farmers, and workers should be disaggregated by gender and by other social factors as relevant. The determination of the values of these indicators is based on relevant information and data specified in Article 5 of Circular 06/2023/TT-BTNMT (Socialist Republic of Viet Nam, 2023a).

#### Checklist

- ☐ Indicators are disaggregated by gender and other social factors

#### 4.2.5 Integrate GESI Stakeholders into Climate Change Consultations and Decision-Making Processes

GESI actors should be meaningfully involved in CCA consultations and decision-making processes. This will help ensure that GESI is considered in adaptation policies, strategies, and plans.

#### Checklist

- ☐ Consultations have included the Ministry and Departments of Ethnic and Religious Affairs, the Ministry of Home Affairs, Viet Nam Women's Union, and the Central Committee of the Ho Chi Minh Communist Youth Union.
- ☐ Consultations have included gender and social inclusion experts.
- ☐ Consultations have included other vulnerable groups.
- ☐ The views of GESI stakeholders have been taken into account in the decision-making processes, and gender-responsive and socially inclusive facilitation techniques have been used.
- ☐ There is gender balance among respondents.

## 4.3 GESI Mainstreaming in Implementing Strategies and Plans that Integrate CCA

### 4.3.1 GESI Mainstreaming in Circulars and Plans

NAP policies are implemented through documents such as circulars and plans, which also need to integrate GESI responses into specific goals and solutions. Circulars should ask practitioners to clarify the gender-based and social characteristics in the study area and apply a GESI-responsive approach.

#### Checklist

- ☐ A GESI-responsive approach is applied in the NAP policies through specific content.
- ☐ The requirement of applying GESI-responsive approach is mentioned in the NAP policies.

### 4.3.2 GESI Mainstreaming in Adaptation Priorities, Projects, and Programs Implemented

In the implementation of NAP policies, solutions are carried out according to priority order. The criteria considered when evaluating the level of priority should include factors that promote GESI in regions with higher climate risks.

#### Checklist

- ☐ The presentations and contributions of women and men in the implementation process are equitable.
- ☐ CCA solutions and projects promote GESI.
- ☐ CCA solutions and projects implemented in high climate risk areas are gender-responsive and socially inclusive.

#### Box 3. Useful tool kits

If you need to consider GESI in an adaptation project, we encourage you to use one of the gender markers—tools used to assess the extent to which gender is integrated in a project—tool kits, or guidance documents that have been developed over the past years. Here are a few key ones you can explore:

- [Gender Marker Guidance](#) (CARE USA, 2019a) and [Gender Marker Vetting Form](#) (CARE USA, 2019b)
- [Global Affairs Canada's Gender Equality Toolkit for Projects](#) (Global Affairs Canada, 2024)
- [Mainstreaming Gender in Green Climate Fund Projects](#) (Green Climate Fund, 2017)

### 4.3.3 GESI Mainstreaming in Capacity Development

Capacities for GESI mainstreaming in adaptation-related planning and implementation should be strengthened by developing gender-responsive and socially inclusive training programs in priority sectors and localities.

#### Checklist

- ☐ The training courses include a GESI section or mainstream GESI issues.

#### 4.3.4 Tailored and Continued Communication to Different Social Groups About NAP Processes

Women and men may approach the information within NAP policies differently, and these differences need to be considered during implementation. To do this, various organizations, including farmers' unions, women's unions, and key community groups, should be informed about the NAP policies. Additionally, the form of communication should consider differences between women's and men's abilities (education level, media, time schedule, mobility, language).

##### Checklist

- ☐ The form of communications commonly used by men and by women are listed.
- ☐ NAP policies reach the audience through appropriate communication forms for both men and women.

#### 4.3.5 Disaggregated Data Collection on Activities Carried Out

During implementation, organizations should ideally use information tables (Table 4 and Table 5) related to the subjects of activities (e.g., meeting, training) or to the gender balance of staff to collect gender and socially disaggregated data to ensure that activities integrate GESI and provide information for reporting and for M&E.

**Table 4. Example of list of participants at the meetings or trainings or beneficiaries of support in projects**

No.	Name	Gender	Ethnic group	Age	Organization or address	Note*

\*Note on participants' health statement (e.g., pregnancy, disability), to be filled out by event assistants.  
Source: Authors.

**Table 5. Information on human resources working on CCA projects**

No.	Time period	Full name of employee	Sex	Payment (VND)

Note: VND = Vietnamese dong.  
Source: Authors.

Table 5 is developed by the project coordinator or human resources officers.

## 4.4 GESI Mainstreaming in NAP Reporting and M&E

### 4.4.1 Monitoring

After approval, policies on CCA enter the implementation stage. Monitoring ensures that expected results are achieved and includes preparing and implementing a plan. This plan incorporates GESI mainstreaming, and during monitoring, data on GESI is collected and analyzed. If the policies on CCA exhibit negative GESI impacts, they will be reported and revised. If implementation deviates from the plan, the responsible agencies will be warned and required to realign with the approved NAP policies.

#### Checklist

- ☐ Ensure the inclusion of contents on GESI mainstreaming in monitoring plan.
- ☐ Collect GESI-related data during monitoring.
- ☐ Ensure gender-responsive considerations in allocated budgets.
- ☐ Report the findings incorporating GESI mainstreaming.

Finance plays a core role in the success of any activities; therefore, the budget allocation and assignment for monitoring is very important. Practitioners can refer to the Guidelines on Gender Responsive Budgeting in the verification and monitoring of the People's Council's budget implementation (UN Women, 2019b).

#### Checklist

- ☐ Meet requirements to address gender inequality issues.
- ☐ Apply GESI-responsive approach.

### 4.4.2 M&E Indicators

According to Decision 148/QĐ-TTg (Socialist Republic of Viet Nam, 2022a), there are three indicators directly related to GESI (8.1, 8.2, and 8.3). To determine these indicators, it is necessary to follow the National Climate Change Adaptation Monitoring and Evaluation System Implementation Manual.

**Step 1.** List the number of vocational training and livelihood transformation programs for communities and for groups vulnerable to the impacts of climate change, as well as programs teaching soft skills for CCA and natural disaster prevention. Also list the number of women and men who participate within the scope of management according to Table II-8.1 and 8.2 in Appendix 2 of Decision 148/QĐ-TTg (Socialist Republic of Viet Nam, 2022a), reproduced here as seen in Table 6 and Table 7.

**Table 6. List of vocational training and changing livelihood programme**

No.	Category	Number of participants	Number of women
(1)	(2)	(3)	(4)
	Name of vocational training program		
	Name of livelihood change program		

Source: Socialist Republic of Viet Nam, 2022a.

**Table 7. List of skills training programs**

TT	Name of skills training program	Number of participants	Number of women
(1)	(2)	(3)	(4)

Source: Socialist Republic of Viet Nam, 2022a.

**Step 2.** Calculate the indicators.

Indicator 8.1: Total number of vocational training and livelihood transformation programs for communities and vulnerable groups affected by climate change that have been organized

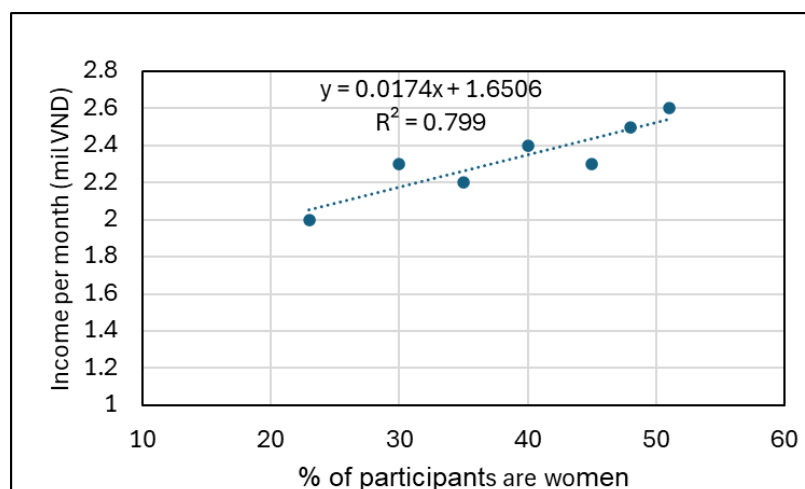
Indicators 8.2 and 8.3: Calculated by the formula  $C = B/A \times 100$ , in which C is the proportion of female participants (%), B is the number of female participants, and C is the total number of participants.

**Step 3.** Prepare a report according to the instructions in Appendix 2 of Decision 148/QĐ-TTg (Socialist Republic of Viet Nam, 2022a). The results calculated in step 2 will be recorded in column 4 in Table II-8.1 and 8.2 (see Tables 6 and 7 in this manual).

In addition to reporting for each specific period or year, monitor the fluctuations of indicators over time or consider the relationship between indicators (i.e., Figure 3). The fluctuation of indicators over time makes it possible to determine trends and to calculate the absolute increase or decrease in volume between two research periods or the average absolute increase or decrease for a long research period to evaluate the effectiveness of solutions and, from there, to estimate future values through the extrapolation method. Considering the relationship between indicators makes it possible to determine the factors affecting GESI in general and affecting GESI in CCA in particular. This can then be used as a baseline for proposing appropriate tasks and solutions in plans and strategies.



**Figure 3. Example of relationship between two indicators (ratio/percentage of women participants and income per month of women)**



Source: Authors.

#### 4.4.3 Evaluation Report

According to Decision 1055/QĐ-TTg (Socialist Republic of Viet Nam, 2020a), ministries, ministerial agencies, and localities must send evaluation reports on NAP implementation to the Ministry of Natural Resources and Environment by December 31 each year. This section shows how to mainstream GESI in an evaluation report.

While there is no guideline on writing NAP evaluation reports, the general concept is that a report should provide general background information and explain why the report is necessary, outline the methodology by which the evaluation was conducted, share the results of evaluation, and provide a conclusion. In each section of the report, GESI needs to be integrated in the form of information on GESI in separated sections or paragraphs (see Table 8).

**Table 8. Contribution of GESI in evaluation reports of NAP implementation**

Integrated section in the report	Contribution of GESI
<b>1. Introduction</b>	
1.1. Background	Give a ratio of vulnerable groups and gender-disaggregated data in the study area (statistics book). Detail climate change impacts on vulnerable groups and for people of different genders. Describe how GESI is mentioned in Decision 1055 (Socialist Republic of Viet Nam, 2020a) and Decision 148 (Socialist Republic of Viet Nam, 2022a).
1.2. Objectives and tasks	Include in the objective of the evaluation that it should evaluate the level of GESI integration.
1.3. Achievements and limitations in the process of implementing the NAP process assessment	Highlight the achievements and limitations in GESI mainstreaming in NAP policies.
<b>2. Methodology</b>	
2.1 Evaluation analysis framework	Integrate GESI into the evaluation framework.
2.2 Evaluation criteria and content (according to the contents and criteria in the M&E system)	Identify three GESI indicators in the M&E system in Viet Nam.
2.3 Implementation method and data collection	Integrate GESI into the tools (use GESI-specific tools or mainstream GESI into the tools to be used). Collect disaggregated data. Present the data, evidence, or findings for people of different genders and for vulnerable groups.
<b>3. Evaluation results</b>	
On the issue of GESI mainstreaming within NAP policies	List achievements and gaps.
On the effectiveness of GESI mainstreaming into the NAP	Quantify progress through the changes in values of indicators.
On the potential and challenges in the implementation of NAP	Describe opportunities and challenges in GESI mainstreaming into NAP implementation.
<b>4. Conclusion and recommendations</b>	
Proposed solutions to deal with gaps corresponding to the root causes	Include solutions to deal with the gaps in GESI mainstreaming.

Source: Authors.

For sections on introduction and methodology of the reports, practitioners can refer to sections 1, 2, and 3 of this manual to write the report. To evaluate how GESI has been mainstreamed into policies on CCA, use Table 9 and calculate the ratio of the number of policies on CCA with GESI mainstreaming to the total number of policies on CCA.

**Table 9. List of CCA policies that integrate consideration of GESI**

No.	Name of CCA policy	GESI mainstreaming statement	Evidence of GESI in CCA policy

Source: Authors.

To evaluate the effectiveness of GESI mainstreaming into CCA policies, compare the numbers related to gender and vulnerable groups before and after the CCA policies and response activities are implemented in terms of how they meet the needs of men and women, whether women and men have equal opportunities to participate and make decisions related to CCA policies and their implementation, and whether men and women have equal access to information, financial resources, and other benefits resulting from investments in climate action.

Besides providing numbers to show achievements and gaps in GESI mainstreaming into NAP policies, the report should list and analyze the causes and influencing factors. This will help to provide lessons and propose solutions to improve the NAP policies.

#### Checklist

- ☐ Ensure GESI is mainstreamed into NAP policies.
- ☐ Evaluate the effectiveness of GESI mainstreaming into NAP policies.
- ☐ Determine the causes of achievements and gaps.
- ☐ Propose the needed changes.

## 5. Recommendation on the Development and Use of Gender-Responsive and Socially Inclusive Indicators

In this section, we suggest some gender-responsive and socially inclusive indicators that practitioners can develop and use based on data availability.

### 5.1 Indicators Using Secondary Data

This section outlines 14 indicators which can be calculated or taken directly from the yearly statistical books or gender-related statistics in Viet Nam, the results of the information collection survey on socio-economic status of 53 ethnic minorities, and the results of the information collection survey on disability (see Table 10). These documents are officially issued by the NSO, PSOs, and Ministry of Ethnic and Religious Affairs (formerly known as the Committee for Ethnic Minority Affairs).

**Table 10. Gender-responsive and socially inclusive indicators using secondary data**

No.	Indicator	Formula	Legend	Data sources
1	Ratio of men to women	$I = A/B$	A: number of people who are men/women B: total number of people	NSO, PSOs
2	Ratio of men to women in management positions		A: number of men/women in management positions B: number of people in management positions	NSO, PSOs
3	Ratio of men/women workers in the agricultural sector		A: number of men/women workers in the agricultural sector B: number of workers in agricultural sector	NSO, PSOs
4	Proportion of land use rights certificates with joint names		A: number of land use rights certificates with joint names B: number of land use rights certificates	NSO, PSOs
5	Ratio of men/women workers who are trained		A: number of men/women workers who are trained B: number of workers who are trained	NSO, PSOs
	Ratio of disability in population		A: number of people with disabilities B: total population	NSO, PSOs

No.	Indicator	Formula	Legend	Data sources
6	Ratio of people with disabilities who are employed	$I = A-B$	A: number of people with disabilities who are employed B: number of people with disabilities	NSO, PSOs
7	Ratio of households living in poverty		A: number of households living in poverty B: number of households	NSO, PSOs
8	Maternal mortality ratio		A: number of maternal deaths B: number of births	NSO, PSOs
	Maternal mortality ratio in 53 ethnic minorities		A: number of maternal deaths in 53 ethnic minorities B: number of births in 53 ethnic minorities	NSO, PSOs
9	Ratio of elderly people		A: number of elderly people B: total population	NSO, PSOs
10	Child mortality ratio		A: number of maternal deaths for children under the age of five B: number of births	NSO, PSOs
11	Ethnic minority population ratio		A: number of people who are members of ethnic minorities B: total population	NSO, PSOs, Ministry of Ethnic and Religious Affairs
12	Immigration and migration ratio by gender	$I = A-B$	A: number of women/men immigrants and migrants B: number of immigrants and migrants	NSO, PSOs
13	Informal employment ratio by gender		A: number of men/women who are informal employees B: number of informal employees	NSO, PSOs
14	Difference in income between men and women	$I = A-B$	A: income of men B: income of women	NSO, PSOs

Source: Socialist Republic of Viet Nam, 2010 and 2023c.

## 5.2 Indicators Using Primary Data

This section outlines some indicators that can be calculated from data collected for sectors including finance, investment and planning, agriculture, health, labour and society, and disaster management (see Table 11).

**Table 11. Gender-responsive and socially inclusive indicators using primary data**

Area	Indicator	Formula	Legend
Finance, investment, and planning	Ratio of women and men who have access to capital sources	$I = A/B$	A: number of women who have access to capital sources B: number of men who have access to capital sources
	Ratio of people with disabilities who have access to capital sources		A: number of people with disabilities who have access to capital sources B: number of people who access to capital sources
	Ratio of women and men who are members of ethnic minorities and have access to capital sources		A: number of men/women who are members of ethnic minorities and have access to capital sources B: number of people who are members of ethnic minorities and have access to capital sources
	Ratio of women and men who have disabilities and have access to capital sources		A: number of men/women who have disabilities and access to capital sources B: number of people who have disabilities and access to capital sources
Agriculture	Ratio of women-led households, enterprises and agricultural cooperatives participating in the application of CCA models, solutions, or practices	$I = A-B$	A: number of households, enterprises, and agricultural cooperatives led by women that are participating in the application of CCA models, solutions, or practices B: total number of households, enterprises, and agricultural cooperatives participating in the application of CCA models, solutions, or practices
	Ratio of households, enterprises, and agricultural cooperatives led by members of ethnic minority groups participating in the application of CCA models, solutions, or practices		A: number of households, enterprises, and agricultural cooperatives led by members of ethnic minority groups participating in the application of CCA models, solutions, or practices B: total number of households, enterprises, and agricultural cooperatives participating in the application of CCA models, solutions, or practices
	Ratio of households, enterprises, and agricultural cooperatives led by women members of ethnic minority groups participating in the application of CCA models, solutions, or practices		A: number of households, enterprises, and agricultural cooperatives led by women members of ethnic minority groups participating in the application of CCA models, solutions, or practices B: total number of households, enterprises, and agricultural cooperatives led by members of ethnic minority groups participating in the application of CCA models, solutions, or practices

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Area	Indicator	Formula	Legend
	Number and percentage of ethnic minority groups within the agricultural extension services sector		A: number of ethnic minority groups within the agricultural extension services sector B: number of people within the agricultural extension services sector
	Number and percentage of new nature-based solutions (NbS) programs or projects led or maintained by women or women's organizations		A: number of new NbS programs or projects led or maintained by women or women's organizations B: number of new NbS programs or projects
Health	Ratio of women who are trained in soft skills on CCA and disaster prevention in the health sector	$I = A/B$	A: number of women who are trained in soft skills on CCA and disaster prevention in the health sector B: number of people who are trained in soft skills on CCA and disaster prevention in the health sector
	Ratio of research on the impact of climate change on people's health with consideration of gender and social inclusion differences		A: number of studies on the impact of climate change on people's health with consideration of gender and social inclusion differences B: number of studies on the impact of climate change on people's health
	Ratio of health care centres with a response plan for the impact of climate change on different groups' health		A: number of health care centres with a response plan for the impact of climate change on different groups' health B: number of health care centres with a response plan for the impact of climate change
Labour and society	Ratio of people with disabilities in school or training programs	$I=A/B$	A: number of people with disabilities in school or training programs B: number of people with disabilities
	Ratio of children able to swim		A: number of children who are able to swim B: number of children
	Child marriage ratio		A: number of children B: number of child marriages
	Ratio of children who are members of ethnic minorities and are in school		A: number of children who are members of ethnic minorities and are in school B: number of children who are members of ethnic minorities
	Difference in average income between employee with disability and employee without disability	$I=A-B$	A: income of people with disabilities B: income of people without disabilities
Disaster management	Ratio of people with disabilities in the total number of deaths and injuries due to natural disasters	$I = A/B$	A: number of people with disabilities in the total number of deaths and injuries due to natural disasters B: number of deaths and injuries due to natural disasters



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Area	Indicator	Formula	Legend
	Ratio of women in the total number of deaths and injuries due to natural disasters		A: number of women in the total number of deaths and injuries due to natural disasters B: number of deaths and injuries due to natural disasters
	Ratio of women with access to disaster warning and forecasting systems		A: number of women with access to disaster warning and forecasting systems B: number of people with access to disaster warning and forecasting systems
	Ratio of people who are members of vulnerable groups with access to disaster warning and forecasting systems		A: number of people who are members of vulnerable groups with access to disaster warning and forecasting systems B: number of people with access to disaster warning and forecasting systems
	Ratio of climate change response structures in high-risk areas that take GESI-related needs into account		A: number of climate change response structures in high-risk areas that take GESI-related needs into account B: number of climate change response structures in high-risk areas

Source: Authors; Rivoal & Nguyen, 2022.

## 6. Conclusion

The integration of GESI in Viet Nam's NAP processes represents a transformative step towards climate resilience that is both effective and equitable. As climate change increasingly threatens vulnerable communities, the need for inclusive adaptation strategies has never been more critical. This manual provides a comprehensive framework to equip policy-makers, practitioners, and stakeholders with the necessary tools to systematically embed GESI considerations into climate adaptation activities to ensure that no group is left behind.

Mainstreaming GESI in climate adaptation is not merely a technical requirement. Rather, it is a fundamental shift in governance that acknowledges the diverse experiences and needs of different social groups. A gender-responsive and socially inclusive approach enables communities to develop sustainable solutions that go beyond short-term fixes to foster long-term resilience and equitable development. However, despite progress, challenges remain, including limited awareness, lack of gender-disaggregated data, and insufficient coordination among institutions. Overcoming these obstacles will require sustained commitment, capacity building, and financial investment at both the national and local levels.

Looking ahead, Viet Nam has an opportunity to lead by example by demonstrating that gender-equitable adaptation is not just possible but essential for a sustainable future. Strengthening institutional mechanisms, fostering multi-stakeholder collaboration, and embedding gender-sensitive indicators into climate policies will enhance the effectiveness of adaptation efforts. The success of this framework will depend on continued political will, robust implementation, and adaptive learning from real-world experiences.

This manual serves as a catalyst for change, providing a roadmap for practical action while advocating for a more just and inclusive approach to climate adaptation. As Viet Nam advances its adaptation agenda, integrating GESI principles into planning, decision making, and implementation will be key to building a future where all communities, regardless of gender, socio-economic status, or geographic location, can thrive in the face of climate challenges.

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