

TECHNICAL REPORT

Guideline for Gender Mainstreaming in Climate Change Response and Disaster Risk Management Planning



On behalf of:



Federal Ministry
for the Environment, Climate Action,
Nature Conservation and Nuclear Safety



of the Federal Republic of Germany

IMPRINT

Responsible

Deutsche Gesellschaft für Internationale
Zusammenarbeit (GIZ) GmbH

Registered Offices

Bonn and Eschborn, Germany

Project

Support to Viet Nam for the implementation of the Paris
Agreement II (VN-SIPA II)

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On behalf of

The project is implemented on behalf of the International Climate Initiative (IKI) of the Federal Government of Germany. Within the Federal Government, the IKI is anchored in the Federal Ministry for the Environment, Climate Action, Nature Conservation and Nuclear Safety (BMUKN). Selected individual projects are also the responsibility of the Federal Foreign Office (AA).

Date (Month/Year)

09/2025

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1. Explanation of Key Terms

1. Climate Change Response Action Plan (CCRAP)

Refers to the process of planning for action to the impacts of climate change.

2. Gender

“Gender” is a social construct, reflecting the roles, responsibilities, rights, and relationships between men and women within specific cultural, economic, and social contexts. Gender is the product of socialisation and can change over time and under different conditions.

Example: In many rural communities, women are often associated with household and caregiving work, while men are linked with productive labour. However, as socio-economic conditions change, these roles also evolve — for instance, women increasingly participate in agricultural livelihoods and tourism services.

This is different from **biological sex**, which refers to the natural biological characteristics of men and women (e.g. pregnancy and childbirth belong to women). Sex is immutable, whereas gender is socially constructed and changeable.

3. Gender Equality

A state in which men and women have equal rights, opportunities, and conditions to access, participate in, and benefit from development. Gender equality does not simply mean “treating men and women the same,” but also involves creating enabling conditions for women to overcome disadvantages, so they can participate on equal footing.

Example: In climate change adaptation, both men and women need access to early warning information. However, if warnings are only announced at village meetings held in the evenings (when women are occupied with household responsibilities), women may, in practice, be excluded. Gender equality requires communication channels that are appropriate and accessible for both women and men.

4. Gender Equity

Gender equity refers to the allocation of resources, benefits, and responsibilities based on the specific disadvantages and needs of each gender, with the aim of achieving substantive gender equality.

Example: When organising agricultural technical training, providing childcare support or scheduling at times suitable for women (who often bear heavy family care duties) reflects gender equity. This helps women overcome barriers and ensures equal opportunities with men.

5. Gender Prejudice

Gender prejudice consists of preconceived, rigid, and imposed judgments about the roles or qualities of men and women. Such prejudices often restrict development opportunities for women or men.

Example: “Women are weak and not suitable for leadership” or “Men should not do caregiving work.” These prejudices influence labour division and limit opportunities for decision-making in climate change response programmes.

6. Gender Stereotype

Gender stereotypes are common social norms prescribing “what men should do and what women should do.” They vary across communities and change over time.

Example: In some places, forest work and fishing are seen as men’s tasks, while women are tied to domestic work. In the context of climate change, maintaining these stereotypes may exclude women from resource management or community decision-making.

7. Gender Analysis

Gender analysis is the process of collecting and examining data to identify differences in roles, needs, opportunities, capacities, and vulnerabilities between men and women. It provides the foundation for developing gender-responsive plans and policies.

Example: In agriculture, gender analysis may reveal that women are engaged in planting and care activities but have limited access to land and credit. Plans should therefore include measures to help women access loans and climate-smart farming techniques.

8. Gender Mainstreaming

Gender mainstreaming is the process of integrating gender perspectives, objectives, and measures into the entire cycle of policies, programmes, projects, and plans. It ensures that all activities take gender impacts into account and aim to promote gender equality.

Example: In developing a CCRAP, gender mainstreaming goes beyond merely “recording women’s participation.” It requires measurable indicators on women’s participation, budget allocation for gender activities, and mechanisms ensuring women’s voices are included in implementation.

9. Gender Sensitivity

Gender sensitivity refers to acknowledging and considering gender differences when designing and implementing activities, in order to avoid disadvantaging any gender.

Example: In disaster preparedness training, if only village heads (mostly men) are invited, the activity is not gender-sensitive. Gender sensitivity requires inviting women as well, or ensuring alternative ways for them to access the same information.

10. Gender Responsiveness

Gender responsiveness goes beyond gender sensitivity. It means that policies and plans not only recognise gender differences but also actively respond to the specific needs of each gender.

Example: In designing water supply systems, considering the needs of women—who are often responsible for fetching water and household care—helps make the system convenient and reduces their workload.

11. Gender Transformative Approach

A gender transformative approach seeks to change discriminatory gender norms and stereotypes, not just mitigate gender impacts. It empowers women, expands their decision-making space, and transforms social perceptions of gender roles.

Example: Rather than simply “inviting women to village meetings,” this approach encourages women to take leadership roles in community groups and participate in developing climate change adaptation policies.

12. Gender Integration in a Plan

Gender integration refers to applying gender analysis and tools to incorporate gender-related objectives, activities, indicators, and resources into a specific plan or document.

Unlike “gender mainstreaming,” which is a strategic and long-term orientation across all policies and programmes, gender integration focuses on the technical process to ensure gender aspects are explicitly, adequately, and measurably reflected in a specific plan.

13. Input Indicators:

Measure resources mobilised for gender-responsive activities. Example: “At least 30% of the training budget is allocated for women’s climate adaptation training.”

14. Process/Activity Indicators:

Measure the implementation process to ensure gender participation.

Example: “At least 40% of participants in climate-resilient agriculture training are women.”

15. Output Indicators:

Measure direct results of activities, usually in numbers or percentages.

Example: “Number of women trained and applying new techniques in agriculture.”

16. Outcome Indicators:

Measure short-/medium-term changes in capacities, behaviors, and opportunities for men and women.

Example: “The percentage of women reporting increased autonomy in agricultural production decisions rises by 20% compared to pre-project levels.”

17. Impact Indicators:

Measure long-term, sustainable changes in reducing gender inequality and enhancing resilience.

Example: “The proportion of female-headed households able to restore livelihoods after disasters equals that of male-headed households.”

2. General Introduction

2.1. Purpose of the Manual

This manual has been developed to support officers of line departments in the project provinces (Quang Tri and Ha Tinh) with practical tools and step-by-step guidance for mainstreaming gender into the process of formulating and implementing Climate Change Response Action Plans (CCRAP) within their respective sectors.

Previously, the Ministry of Natural Resources and Environment (MONRE), in collaboration with UN Women, issued the “*Technical Guidelines on Gender Mainstreaming in Provincial Climate Change Response Action Plans*” (2023). That document provides an important technical framework and serves as a general reference for the provincial level. However, its content remains rather broad, focusing primarily on provincial-level guidance.

Within the framework of the project supported by GIZ in the North Central Region, one of the key requirements is to develop a **practical guidance manual** tailored to the real needs of line department officers in the project provinces. This manual has therefore been designed to meet that requirement and serves as a supplementary resource for training activities and the implementation of CCRAP at the sectoral level.

The current manual does not replace the aforementioned technical guidelines. Instead, it complements and further details them, adapting to the day-to-day work of line departments, with the following features:

- Designed to closely align with the actual planning practices of line departments in the implementation of CCRAP;
- Provides simple, user-friendly tools that can be directly applied when drafting sectoral plans or when designing and implementing climate change response programmes and projects;
- Functions as a “reminder” document after training sessions, enabling officers to quickly reference and apply the content in their routine work.

This manual offers concise guidance, focusing on specific practical steps and easy-to-use tools suitable for the provincial context. It is intended as a quick reference after training courses, helping officers to:

- Understand the significance and importance of gender mainstreaming in local climate change response;

- Apply the five-step gender mainstreaming process to sectoral plans, as well as to climate change response programmes and projects at the local level;
- Use gender tools and indicators throughout the processes of planning, implementation, and monitoring of sectoral plans, programmes, and projects.

2.2. Basis for Developing the Guideline

This manual is developed on the basis of:

- The **Law on Environmental Protection (2020)** and the **Law on Gender Equality (2006)** of Viet Nam;
- The **National Climate Change Strategy to 2050** and relevant policies of the Government;
- **Decree No. 55/2023/ND-CP** regulating gender mainstreaming in the development of legal documents;
- The “Technical Guidelines on Gender Mainstreaming in Provincial Climate Change Response Action Plans” (MONRE & UN Women, 2023);
- Findings and recommendations from the **gender analysis conducted in Quang Tri province (June–July 2025)** under the framework of the GIZ-supported project.

These foundations ensure that the manual is aligned with the legal framework, national strategies, and practical evidence from local gender analysis.

2.3. The Need for Gender Mainstreaming in CCRAP

The North Central Region, including Quang Tri and Ha Tinh provinces, is one of the areas most severely affected by climate change in Viet Nam, facing frequent storms, floods, droughts, and coastal erosion. These climate impacts exacerbate existing gender inequalities.

Women, in particular, bear a heavier burden of household and caregiving responsibilities, have more limited access to resources such as land, finance, and technology, and face barriers in decision-making processes. As a result, they are often more vulnerable to climate shocks and disasters.

At the same time, women play a vital role in agricultural production, natural resource management, and community resilience. However, their contributions are often undervalued and overlooked in planning processes.

If CCRAPs are developed without gender mainstreaming, they risk ignoring women's specific needs, knowledge, and contributions, thereby reducing the effectiveness, equity, and sustainability of climate change adaptation measures.

Therefore, integrating gender perspectives into the CCRAP is both a legal requirement and a practical necessity, ensuring that climate change response plans:

- Address the differentiated impacts of climate change on men and women;
- Promote women's participation and leadership in climate-related decision-making;
- Enhance the resilience and adaptive capacity of both men and women, thereby contributing to sustainable and equitable development.

3. Gender Mainstreaming in CCRAP at Sectoral Level

3.1. Five-Step Process

Step 1. Collecting and Reviewing Gender Data and Information

- **Purpose:** To clearly identify the current situation regarding the roles, responsibilities, and vulnerabilities of women and men in the sector. This forms the basis to ensure that the plan is developed in response to actual needs.
- **Practical content:** Collect sex-disaggregated data (male/female, age groups, vulnerable groups), review sectoral reports, provincial statistics, and other relevant data sources.
- **Tools used:** Gender data review table, gender information checklist.
- **Expected results:**
 - A basic overview of the gender situation in the sector;
 - Initial identification of gender differences in the sector;
 - In cases where sex-disaggregated data is not available, limitations must be clearly noted and supplementation proposed during implementation.

Step 2. Gender Analysis and Climate Change Impacts

- **Purpose:** To clarify gender differences in access to resources, division of labour, and decision-making, thereby identifying which groups are more at risk when climate impacts occur.
- **Practical content:** Apply analytical tools on labour division, access to and control over resources, and decision-making to answer the questions: Who does what? Who benefits? Who is more vulnerable?
- **Tools used:** Gender division of labour matrix, access and control over resources chart, household/community decision-making analysis.
- **Expected results:**
 - Clear identification of gender differences in roles, opportunities, and power relations within the sector;
 - Recognition of existing gender inequalities;
 - Identification of the needs and expectations for change of both women and men;
 - A critical foundation for formulating objectives and activities in the next step.

Step 3. Defining Gender-Responsive Objectives, Results, and Activities

- **Purpose:** To translate gender analysis findings into concrete objectives, results, and activities that ensure the voices and benefits of both women and men are addressed.
- **Practical content:** Set clear (SMART) objectives, define specific activities for women and men, ensuring relevance to the actual conditions of the sector.
- **Tools used:** Gender objective/result framework, gender analysis-to-action transformation table.
- **Expected results:**
 - Specific, measurable objectives and results linked to gender needs;
 - Activities designed to ensure equitable participation and benefits between women and men;
 - Avoid vague statements such as “gender mainstreaming included” without concrete specification.

Step 4. Allocating Resources and Gender-Responsive Budgeting

- **Purpose:** To ensure that gender-related activities are provided with sufficient resources for substantive implementation, avoiding tokenistic or superficial inclusion.
- **Practical content:** Identify budget lines for gender-responsive activities, balance sectoral resources, and integrate gender criteria into budget allocation processes.
- **Tools used:** Gender-responsive budget estimation table, resource allocation checklist.
- **Expected results:**
 - Clear budget allocations established for gender mainstreaming activities;
 - Balanced resource allocation so that both women and men can participate without constraints due to limited resources;
 - Avoid setting “gender-related objectives” without corresponding budgets.

Step 5. Monitoring and Evaluation with Gender Indicators

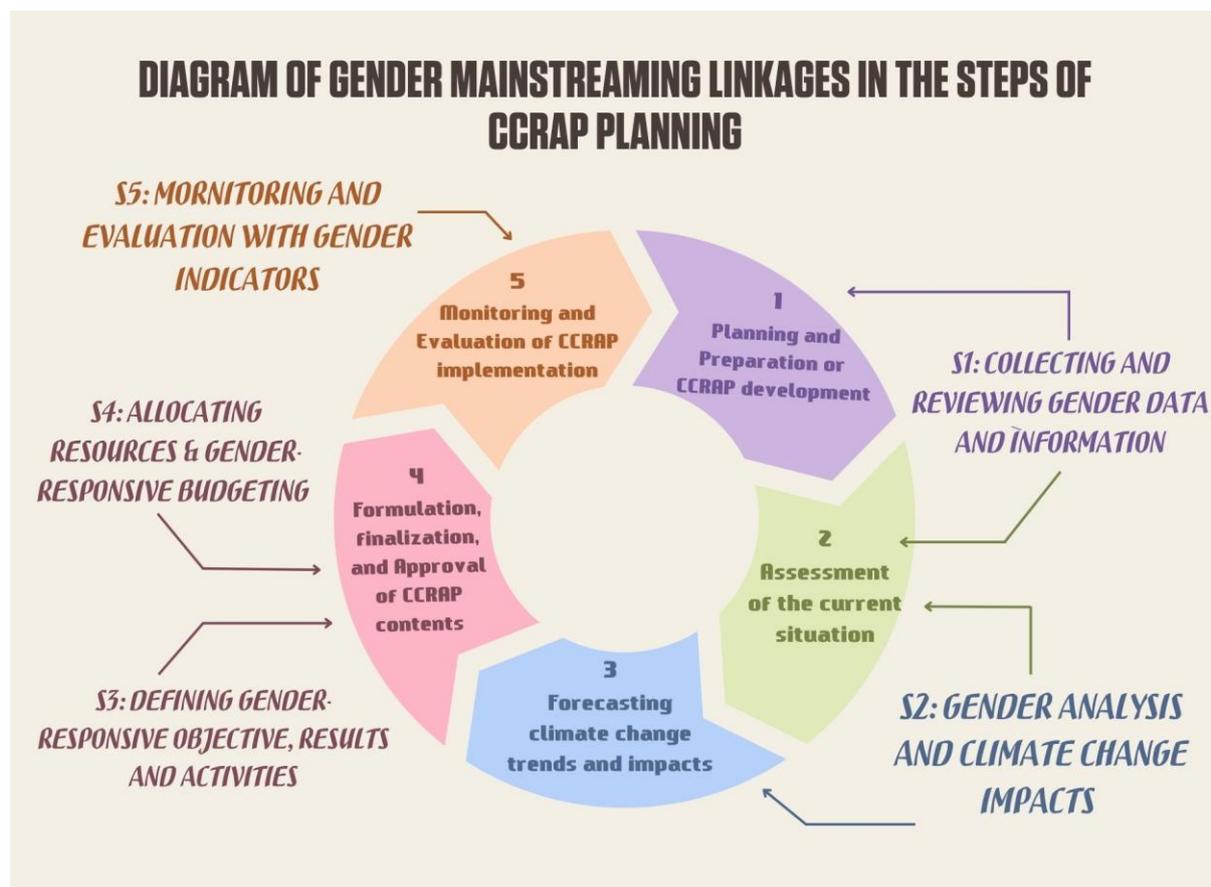
- **Purpose:** To track the effectiveness of gender mainstreaming during implementation, draw lessons, and make necessary adjustments.
- **Practical content:** Define sex-disaggregated indicators, establish regular monitoring mechanisms, and analyse both quantitative and qualitative aspects of participation.
- **Tools used:** Sectoral gender indicator sets, gender monitoring and reporting templates.
- **Expected results:**

- A clear system of sex-disaggregated monitoring indicators in place;
- Ability to assess both the quantity of participation and the quality of engagement;
- Evidence base generated to inform revisions and updates of plans in the future.

3.2. Diagram of the Five-Step Process on planning

The diagram below illustrates the linkage between the five-step gender mainstreaming process and the step-by-step process of developing a CCRAP.

Accordingly, preparation for and integration of gender considerations should begin right from the initial stage of CCRAP preparation (Step 1 of the CCRAP planning cycle).



3.3. Guidance on Integrating Gender Content into Each Section of the Plan

To ensure that gender aspects are fully reflected in the CCRAP, drafting officers should take note of the following:

- **Context and Challenges:** Include gender-related information on the different roles, burdens, and levels of vulnerability of women and men. When describing the context, provide concrete local examples and evidence for illustration, avoiding general or vague statements.
- **Objectives and Expected Results:** Establish specific, measurable gender-related objectives, rather than broad generalisations. For example, instead of stating “women’s participation is ensured,” specify “at least 30% of members of the commune-level Disaster Prevention and Search & Rescue Committee are women.”
- **Activities and Solutions:** Proposed activities should take into account the different conditions, needs, and roles of men and women. For instance, technical training for farmers should consider scheduling at times suitable for women (who are often occupied with household responsibilities), or provide childcare support when necessary. Avoid situations where women’s names are included on participation lists without ensuring substantive support for their involvement.
- **Resources and Budget:** Allocate clear and specific budgets for gender-related activities, rather than only adding footnotes or annotations. Without designated resources, gender objectives cannot be effectively implemented.
- **Monitoring and Evaluation:** Monitoring indicators must be sex-disaggregated and should not only measure the number of women participating, but also assess the quality of participation (e.g. whether women are able to provide input and take part in decision-making).

4. Toolkit For Gender Mainstreaming

Step 1. Collecting and Reviewing Gender Data and Information

Tool 1.1. Checklist of Gender Information to be Collected

- Information to be collected:
 - Sex-disaggregated data on population, labour, income, poverty, education, health, land ownership, participation in organisations, access to credit, participation in training, etc.;
 - Situation of disaster and climate change impacts: who is more affected, and in what ways losses are experienced.
- Example: When collecting labour statistics in the agriculture sector, data should be disaggregated by sex, showing the proportion of women/men engaged, average income levels, and access to productive land.

Tool 1.2. Gender Data Collection Matrix

Field	Men	Women	Comments on Gender Differences
Agricultural labour	60%	75%	Women concentrated in planting tasks, limited access to land
Access to credit	45%	25%	Women face difficulties due to lack of collateral
Participation in community decision-making	70%	30%	Women have limited voice in management boards

Checklist for Review:

- Is sex-disaggregated data available?
- Is there evidence from local contexts?
- Are gender differences between men and women clearly described?

Step 2. Gender Analysis and Climate Change Impacts

Tool 2.1. Gender Division of Labour

- **Purpose:** To identify the specific tasks men and women are involved in at household, production, and community levels; and to clarify workload, burdens, and impacts when climate change occurs.

- **Guiding questions:**

1. What types of work do men/women usually perform in production, livelihoods, household tasks, and community activities?
2. Are there differences in the time spent and types of work done by men and women?
3. Do these differences create gender inequality (e.g. women bearing a “double burden” of productive and domestic work)?
4. What changes do men and women expect (e.g. women want household work shared; men want more opportunities to participate in childcare)?

Tool 2.2. Access to and Control over Resources

- **Purpose:** To analyse who has the right to access and who has the right to control key resources (land, capital, technology, information, services).

- **Guiding questions:**

1. What resources can men/women access (land, credit, training, market information, etc.)?
2. Who in the household/community has the right to control these resources (decide on use, transfer, allocation)?
3. Are there differences between men and women in access and control?
4. Do these differences constitute gender inequality (e.g. women access credit services but cannot decide on loans)?
5. What changes do men and women expect (e.g. women expect to have land title rights; men expect shared responsibility for financial burdens)?

Tool 2.3. Decision-Making

- **Purpose:** To assess the level of participation and voice of men and women in key household and community decisions.

- **Guiding questions:**

1. In the household, who makes decisions on various issues (major expenditures, production, children’s education, community participation)?
2. In the community, who attends meetings and who actually has decision-making power?
3. Are there differences in decision-making roles between men and women?
4. Do these differences create gender inequality (e.g. women attend meetings but rarely speak)?
5. What changes do men and women expect (e.g. women want opportunities to speak, men want reduced pressure of being the sole decision-maker)?

Consolidated Checklist for Gender Analysis:

- Has analysis been done on *who does what* (division of labour)?
- Has analysis been done on *who accesses and who controls resources*?
- Has analysis been done on *who makes decisions and the level of participation*?
- Are gender differences clarified in each field?
- Have existing gender inequalities (not only differences) been identified?
- Have the expectations for change from both women and men been recorded?
- Is there a solid basis to translate the analysis into gender-responsive objectives and activities in the next step?

Step 3. Defining Gender-Responsive Objectives, Results, and Activities

Tool 3.1. Framework for Translating Analysis into Objectives/Activities

Gender Issue Identified	Objective to be Achieved	Proposed Activities	Monitoring Indicators
Women have limited access to productive land	Strengthen women's access to resources	Training on sustainable farming practices; advocacy for allocating land to female-headed households	% of women participating in training; number of female-headed households with productive land

Checklist for Review:

- Are objectives clear and measurable?
- Do activities address the different needs of women and men?
- Are gender indicators included and linked to objectives and activities?

Step 4. Allocating Resources and Gender-Responsive Budgeting

Tool 4.1. Gender-Responsive Budget Estimation Table

Activity	Estimated Budget	Gender Content	Notes
Climate-resilient agriculture training	VND 200 million	40% of budget allocated for women’s participation; childcare support	To be allocated from Source X

Checklist for Review:

- Is there a budget specifically allocated for gender-responsive activities?
- Is resource allocation balanced so that women’s participation is not constrained (e.g. by time or costs)?
- Is the budget transparent and trackable?

Step 5. Monitoring and Evaluation with Gender Indicators

Tool 5.1. Gender Monitoring Indicator Set

- **Examples of indicators:**
 - Percentage of women participating in climate change adaptation training courses;
 - Percentage of women having a voice in community management boards;
 - Number of women gaining access to productive land or credit after the project;
 - Level of satisfaction of women/men with their participation in planning processes.

Checklist for Review:

- Are indicators sex-disaggregated?
- Are data collection and reporting methods clearly defined?
- Do indicators measure both the **quantity** and **quality** of participation?

Conclusion

The Gender Mainstreaming Toolkit has been designed to enable line department officers in the project provinces to directly apply it in the process of developing and implementing Climate Change Response Action Plans (CCRAP). The tools are structured according to the five-step gender mainstreaming process, ranging from data collection and analysis, to defining objectives and activities, allocating resources, and finally, monitoring and evaluation.

Key highlights of the toolkit include:

- Each step is presented with a clear purpose, practical content, and corresponding tools;
- Checklists are provided to help officers easily review the level of implementation;
- Illustrative examples and guiding questions are included to support trainees in applying the toolkit independently after training;
- Particular emphasis is placed on analysing gender differences – gender inequalities – and the expectations for change of both women and men, considering these as the foundation for designing climate change adaptation activities that are truly equitable and sustainable.

The application of this toolkit not only supports line departments in fulfilling the mandated requirements for gender mainstreaming, but more importantly, ensures that sectoral plans, programmes, and projects fully reflect the voices, needs, and interests of both women and men. This, in turn, enhances the feasibility and effectiveness of the CCRAP in the project provinces while contributing to gender equality in sustainable development.

Recommendations for Use

This toolkit is designed as a practical resource for officers of line departments in the project provinces (Quang Tri and Ha Tinh). It can be used in three main ways:

1. **As a regular reference material:** Officers can apply the toolkit throughout the preparation, review, and development of sectoral plans, programmes, and projects, ensuring that gender considerations are integrated from start to finish.
2. **In parallel with the provincial-level technical guidelines (2023):** The toolkit does not replace the *Technical Guidelines on Gender Mainstreaming in Climate Change Response Action Plans* issued by MONRE and UN Women, but rather complements them with a focus on practice and alignment with the daily work of line departments.
3. **As a training and capacity-building tool:** The toolkit can serve as a resource for internal training or as the basis for further training activities, thereby strengthening the capacity of officers at the sectoral, district, and grassroots levels in gender mainstreaming.

The consistent and innovative application of this toolkit will help ensure that CCRAPs in the project provinces are not only technically effective, but also equitable, inclusive, and sustainable—contributing to the goal of harmonising climate change adaptation with the promotion of gender equality.

5. Suggested Gender Indicators by CCRAP Sectors

Gender Indicators

Gender indicators are an essential tool to monitor the level of participation, benefits, and impacts of climate change response activities on both women and men. The use of gender indicators enables line departments to:

- Clearly identify beneficiaries by sex;
- Measure results and impacts in an equitable manner;
- Ensure transparency and accountability in the implementation of CCRAP;
- Provide data for policy evaluation and adjustment.

Principles for selecting gender indicators:

1. Indicators must reflect gender differences in participation and benefits.
2. Data must be available for regular collection (from existing reports or supplementary surveys).
3. Each priority sector should include at least 2–3 indicators.
4. Combine both quantitative indicators (rates, numbers) and qualitative indicators (levels of satisfaction, perceptions of decision-making power).

5.1. Agriculture and Livelihoods

Type of Indicator	Proposed Indicator	Data Source
Input	% of women participating in climate-resilient agricultural training	Department of Agriculture & Rural Development, Women's Union
Outcome	% of female-headed households accessing climate-resilient credit	Social Policy Bank, Women's Union
Impact	% of female-headed households increasing income from climate-resilient farming models	Post-intervention evaluation reports

5.2. Natural Resources – Environment – Water

Type of Indicator	Proposed Indicator	Data Source
Output	% of women participating in village meetings on natural resource management	Commune PC, community reports
Outcome	% of women accessing early warning information	Commune Disaster Prevention Committee
Impact	% of female-headed households accessing safe and sustainable water systems	Department of Agriculture & Rural Development, commune reports

5.3. Health and Community Well-being

Type of Indicator	Proposed Indicator	Data Source
Input	% of women receiving mobile health check-ups after disasters	Commune Health Station
Outcome	% of women accessing emergency reproductive health services	Commune Health Station
Impact	% of women feeling safe and receiving psychosocial support after disasters	Individual perception surveys

5.4. Education

Type of Indicator	Proposed Indicator	Data Source
Input	% of teachers trained in climate change education with gender integration	Department of Education & Training
Outcome	% of female students continuing education after disasters (in high-risk areas)	Education Office, schools
Impact	% of female students/adolescent girls participating in climate adaptation clubs/communications	School reports

5.5. Tourism and Services

Type of Indicator	Proposed Indicator	Data Source
Output	% of women trained in sustainable tourism-related skills	Department of Labour, Women's Union
Outcome	% of women serving as managers/group leaders in community-based tourism	Community tourism groups
Impact	% of women employed in stable jobs through community tourism models	Local tourism group reports

5.6. Transportation and Infrastructure

Type of Indicator	Proposed Indicator	Data Source
Output	% of women consulted in flood/drought-resilient infrastructure planning	Commune PC, Project Management Units
Outcome	% of women safely accessing public facilities after disasters (storm shelters, evacuation sites)	Local government reports
Impact	% of women satisfied with sanitation and safety conditions at evacuation sites	Community surveys, Women's Union

5.7. Labour and Employment

Type of Indicator	Proposed Indicator	Data Source
Output	% of women participating in climate-resilient vocational training programmes	Department of Labour, Vocational Training Centers
Outcome	% of women supported in small business start-ups after disasters	Science & Technology units, Women’s Union
Impact	% of women in stable employment within sustainable livelihood models	Annual labour market reports

5.8. Culture – Information – Communication

Type of Indicator	Proposed Indicator	Data Source
Output	% of women and men accessing climate information through community media	Department of Culture & Information, Provincial Radio & TV
Outcome	% of women participating in climate change communication/volunteer groups	Women’s Union, Commune PC
Impact	% of women reporting that early warning information meets their practical needs	Community perception surveys

Notes on Using Gender Indicators

- Each department should select indicators relevant to its mandates and functions.
- It is not necessary to apply all indicators—select 2–3 key, feasible indicators.
- Reports should always analyse gender differences rather than only presenting male/female ratios.
- Consider including qualitative indicators to capture perceptions, satisfaction levels, and decision-making power.

Conclusion

The use of gender indicators in CCRAPs enables government agencies to more accurately assess the impacts of the plan, ensuring equity and effectiveness, while also meeting the reporting requirements of the state and development partners.