

BACKGROUND REPORT

MAINSTREAMING GENDER INTO THE NATIONAL ADAPTATION PLAN (NAP) PROCESS

VIET NAM NATIONAL ADAPTATION PLAN DEVELOPMENT AND OPERATIONALIZATION SUPPORT PROJECT (NAP-SUP)



Acknowledgements and Citation

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Gender is not synonymous with women; instead, it refers to the socially constructed characteristics of men and women, and the relationship between the two (i.e., what is happening to women and men in the same context).

The authors recognize that gender is a spectrum. However, the majority of documents upon which this background report is based use a binary definition of gender, classifying all people into one of just two genders: 'male' or 'female.' Therefore, the report will primarily discuss the differences between women and men.





Foreword

“...climate change is a common concern of humankind, parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of Indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity.” – Paris Agreement on Climate Change (2015).

In its preamble, the Paris Agreement on Climate Change mentioned gender equality as an integral part of climate change responses. This was followed by the [5-year Enhanced Lima Work Programme on Gender](#) and its Gender Action Plan in 2019, *“requesting all constituted bodies to continue to include in their regular reports information on progress towards integrating a **gender perspective into their processes**”*.

At the national level, Viet Nam has implemented important policies and reforms to promote gender equality and actions to respond to climate change. Viet Nam considers promoting gender equality as the country's highest priority in strategies and development plans. Viet Nam is also an active member of international agreements to promote these interconnected goals. Decision 1055/QĐ-TTg dated 20 July 2020 of the Prime Minister, promulgating the National Adaptation Plan (NAP) for 2021-2030, with a vision to 2050 emphasized the need to enhance gender equality and women empowerment: *“raise awareness and knowledge about climate change and disasters of all levels [...], empower women and promote gender equality in climate change adaptation”*.

According to recent research, climate change causes more negative effects on certain groups of women owing to differences in terms of education, health, employment, access to and control of natural and financial resources, opportunities to participate in policy and decision-making processes, and division of labour. Climate impacts can reduce livelihood opportunities for women, coinciding with the risk of reinforcing inequalities. In addition, the role of women has not been properly recognized in climate action. Traditionally, women have been often considered as *“victims”* of climate impacts instead of *“positive change-makers”*. However, they have been making crucial contributions to the implementation of climate actions and they have the capacity to act and recover from shock and disasters. Nevertheless, the extent of their resilience will similarly depend on the social, economic and governance capacity and structures at different levels.

In this context, the United Nations Development Programme (UNDP) and the Ministry of Natural Resources and Environment collaborated on the research and are honoured to introduce this report on *Mainstreaming Gender into the National Adaptation Plan Process*, conducted under the framework of the NAP Development and Operationalization Support Project.

The report focuses on analysing the gender-differentiated impacts of climate change on five prioritized sectors of the NAP: natural resources and environment, agriculture, health, planning and investment, and transport. The recommendations section proposes a set of activities for a “roadmap to mainstream gender in climate change adaptation” that will contribute to achieving the objectives set out in Decision 1055/QĐ-TTg and guide ministries in mainstreaming gender in their sectoral plans. The recommendations contribute to enhanced recognition of women's vulnerabilities and their needs, and the fostering of an enabling environment for them to be empowered in leading climate action. The report provides information for national and sectoral policy planning, implementation, budgeting, monitoring and evaluating national and sectoral policies, and serves as the background report for the National Adaptation Plan's development.

Gender inequality is not a problem exclusive to women, it concerns the whole of society. We hope that this report will provide concrete and actionable information to ministries, local authorities, development partners, NGOs and agencies in the process of developing and implementing policies and programmes that recognize the role of women, contributing to reducing vulnerability and enhancing resilience, and increasing women's participation in climate change responses in general and climate change adaptation in particular.

A handwritten signature in blue ink, appearing to read 'Ramla Khalidi'.

Ramla Khalidi

Resident Representative
of the United Nations Development Programme

“Vulnerabilities and climate risks are often reduced through carefully designed and implemented laws, policies, processes, and interventions that address **context-specific inequities such as based on gender, ethnicity, disability, age, location and income.**”

IPCC's Sixth Assessment Report (AR6) WGII (2022)



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Acronyms

AAC	Adaptation Action Coalition
ADB	Asian Development Bank
AFB	Adaptation Fund Board
AR6	Sixth Assessment Report
CARE	Cooperative for Assistance and Relief Everywhere
CCA	Climate change adaptation
CCWG	Climate Change Working Group
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEMA	Committee for Ethnic Minority Affairs
COP	Conference of the Parties
CSOs	Civil society organizations
DARD	Department of Agriculture and Rural Development
DCC	Department of Climate Change
DOLISA	Department of Labour, Invalids and Social Affairs
DONRE	Department of Natural Resources and Environment
DRM	Disaster risk management
DRR	Disaster risk reduction
FAO	Food and Agriculture Organization
GAP	Gender Action Plan
GBV	Gender-based violence
GCF	Green Climate Fund
GDP	Gross domestic product
GIZ	German Agency for International Cooperation
GoV	Government of Viet Nam
GRB	Gender-responsive budgeting
GSO	General Statistics Office
HDI	Human Development Index
IPCC	Intergovernmental Panel on Climate Change
LRAMP	Local Road Asset Management and Residential Bridge Construction Project
LURCs	Land Use Rights Certificates
M&E	Monitoring and evaluation
MARD	Ministry of Agriculture and Rural Development
MOC	Ministry of Construction
MOCST	Ministry of Culture, Sports and Tourism
MOET	Ministry of Education and Training
MOF	Ministry of Finance
MOFA	Ministry of Foreign Affairs
MOH	Ministry of Health
MOIT	Ministry of Industry and Trade
MOLISA	Ministry of Labour, Invalids and Social Affairs

MONRE	Ministry of Natural Resources and Environment
MOPS	Ministry of Public Security
MOST	Ministry of Science and Technology
MOT	Ministry of Transport
MoU	Memorandum of Understanding
MPI	Ministry of Planning and Investment
NAP	National Adaptation Plan
NAP-Ag	National Adaptation Plan–Agriculture
NAP-Sup	National Adaptation Plan Support Programme
NbS	Nature-based Solutions
NCCC	National Committee on Climate Change
NCCS	National Climate Change Strategy
NCFAW	National Committee For the Advancement of Women
NDC	Nationally Determined Contribution
NGOs	Non-governmental organizations
NSGE	National Strategy on Gender Equality
NTP	National Target Programme
NTP-EMA	National Target Programme for Ethnic Minority Affairs
NTP-NRD	National Target Programme on New Rural Development
NTP-RCC	National Target Programme to Respond to Climate Change
NTP-SPR	National Target Programme for Sustainable Poverty Reduction
ODA	Official development assistance
OECD	Organization for Economic Cooperation and Development
PAPI	Public Administration Performance Index
RCP	Representative Concentration Pathway
SDGs	Sustainable Development Goals
SEDP	Socio-economic development plan
SRHR	Sexual and Reproductive Health and Rights
STEM	Science, technology, engineering and mathematics
TEP-A	Technical Examination Process on Adaptation
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations International Children’s Emergency Fund
VBSP	Viet Nam Bank for Social Policies
VHLSS	Viet Nam Household Living Standards Survey
VietGAP	Vietnamese Good Agricultural Practices
VWU	Viet Nam Women’s Union
WEAVE	Women’s Economic Empowerment through Agriculture Value Chain Enhancement
WGII	Working Group II
WHO	World Health Organization

EXECUTIVE SUMMARY



Viet Nam has been identified as one of the countries that is most vulnerable to climate change due to its long coastline, low-lying deltas and increasing exposure to hazards. Its extremely diverse topography, combined with heterogeneous socio-economic conditions, leads to different impact patterns across the country. The Mekong Delta and other coastal lowlands are susceptible to sea level rise and severe river floods, while drought is an increasing threat in several regions. Furthermore, extreme weather events have increased in frequency and severity.

Viet Nam is committed to the pursuit of gender equality and climate action as the country's highest agenda and is an active member of all international agreements to promote these interconnected goals. Viet Nam is now at a crossroad when it comes to climate change policy. The recent net-zero by 2050 goal and other climate commitments made by Prime Minister Pham Minh Chinh at COP26 mark a stepping stone in Viet Nam's strategy to address climate change and have the potential to propel the country to a development model of a *"green [...] sustainable, inclusive, and humanistic economy."*¹ Continuous efforts to mainstream gender equality are progressively generating tangible progress, illustrated by the National Climate Change Strategy for the period to 2050 (Decision No. 896/QD-TTg dated 26 July 2022 of the Prime Minister), which includes a task to *"ensure social security and gender equality"* focusing on raising awareness, knowledge capacity, and access to capital, as well as the inclusion of the Ministry of Labour, Invalids and Social Affairs (MOLISA) in the National Adaptation Plan 2020 (Decision 1055/QD-TTg dated 20 July 2020 of the Prime Minister).

In Viet Nam, certain groups of women are differentially affected by the impacts of climate change, owing to lower levels of education, health and employment, as well as unequal access to and control of natural and financial resources, inclusion in policy and decision-making processes, division of labour, and the burden of unpaid work, all of which further reduce livelihood opportunities for women. Climate impacts, therefore, coincide

with the risk of reinforcing these challenges. This report, however, does not associate the simple fact of being a woman as a direct determinant of vulnerability; instead, it aims to uncover the various dimensions of gender issues, as well as highlight women's abilities, to inform gender sensitive adaptation planning and reduce their vulnerability to climate change. Taking this intersectional approach would help policymakers to focus efforts on those women who are indeed the most vulnerable to climate impacts in Viet Nam.

Gender mainstreaming in climate adaptation relies on the acknowledgement that **understanding the different climate change impacts on men and women not only benefits women, but also society as a whole.** From there, understanding the diversity of vulnerabilities and risks through the collection of gender-disaggregated data, for example, improves the understanding of underlying gender challenges and informs the design and implementation of effective solutions for gender and climate change.

This report on **Mainstreaming Gender into the National Adaptation Plan (NAP) Process** aims to contribute to generating knowledge needed to effectively address women's needs in the implementation of the policies currently being revised, such as the NAP and the Nationally Determined Contribution (NDC). **The analysis is seeking to understand whether adaptation planning investments are building the resilience of women, particularly those in the most climate-vulnerable and poorest communities.** This report therefore aims to contribute to the existing body of literature by sharpening and refining our understanding of women's vulnerabilities through contextualising the discussions in five priority sectors.

¹ <https://en.baochinhphu.vn/full-remarks-by-pm-pham-minh-chinh-at-cop26-11142627.htm>

This report has revealed several challenges and bottlenecks. Firstly, limited availability of gender baseline data poses considerable challenges for policymakers, since it might prevent them from grasping the specific vulnerabilities and exposure of women. Gender analysis and gendered risk and vulnerability assessments are often found in the agricultural sectors, yet they are still rarely considered in others. Empirical studies of the interaction between climate hazards, vulnerabilities and adaptation capacity disaggregated by gender remain limited. In addition, discrepancies exist between ministries and provinces in terms of awareness, understanding and capacity to implement (joint) CCA and gender equality efforts and projects, that should be captured.

More targeted gender sensitive climate change and sustainable development programmes redressing the gender inequalities, notably in land ownership and access to credit, intersect with environmental vulnerabilities and lower levels of education in ways that undermine women's ability to effectively contribute to CCA.

Women (particularly women farmers and women in rural areas) are strongly affected by disasters. However, women, like any individuals, can never be considered solely as 'victims'; they have the capacity to adapt and recover from shock and disasters, and the extent of their resilience will similarly depend on the social, economic and governance capacity and structures at different levels.

In Viet Nam, considerable progress has been made to advance climate adaptation and gender equality. This report proposes several entry points to enhance gender mainstreaming and promote gender equality opportunities in Viet Nam's climate policies as follows:

- **Build direct linkages and establish direct connections between gender and climate governance.** There have been no formal governance mechanisms developed to accelerate the cooperation between MOLISA and other line ministries on climate change. MOLISA and the Viet Nam Women's Union (VWU) are not members of the National

Climate Change Committee, while the Ministry of Natural Resources and the Environment (MONRE) is not a member of the National Committee for the Advancement of Women (NCFAW) in Viet Nam.

- **Initiate a national "Roadmap to mainstream Gender into Climate Action" – unpacking general gender principles into policy enforcement,** coordinated governance, practical guidance for implementation, capacity building tools, innovative financial mechanisms, pilot projects, and monitoring and evaluation mechanisms.
- **Produce relevant gender guidelines geared towards the line ministries and provinces in promoting gender equality in climate change adaptation.** While 'gender equality' and 'women' are sometimes mentioned in the 'principle(s)' or 'vision' of policies, there is a lack of specific implementation guidelines and practical guidance for implementation of these principles for mainstreaming gender in climate policies from the central to the local level. Indicators to assess the differential impacts on men and women have not been developed yet. Coupled with limited awareness of decision-makers and overlapping priorities at the provincial level, this gap impedes efforts. For instance, infrastructure-related projects need guidelines for implementation that are not gender-blind and instead, help uncover opportunities for increasing equality in design and implementation. Such guidance could be developed with the technical support of both MOLISA and MONRE.
- **Establish cross-ministerial collaboration to mainstream gender equality in climate change adaptation to share and collect data effectively.** The General Statistics Office (GSO), for example, collects a considerable amount of data which is not always used by line ministries. On the other hand, ministries might benefit from joining forces in monitoring and collecting key M&E indicators related to women's empowerment.

- **Allocate financial/technical resources to collect gender-disaggregated data** and monitor the implementation of prioritized projects, starting from the most vulnerable sectors, during and after projects/programmes/efforts. Typically, these activities are either limited or altogether absent.
- **Increase the meaningful participation of women in climate-related decision-making bodies at the national, provincial and local levels** (which currently remains much lower than that of men). For instance, there are no women directors of provincial Departments of Natural Resources and Environment (DONREs) or Departments of Agriculture and Rural Development (DARDs) in any of the 63 provinces and centrally managed cities of Viet Nam.

This is only the beginning of the journey and the climate-gender nexus in adaptation planning needs to be explored and leveraged.

There is a need to increase climate finance that has gender equality as a key objective, specifically addressing women's needs. In addition, there is a need to build the capacity of grassroots women's organizations and increase their access to climate finance. Currently, most of the tools and funds offer little scope for women. Furthermore, there is a need to demonstrate and document the results and business case on the ways in which gender equality contributes to more effective climate change adaptation (CCA). Lastly, there is a necessity to strengthen the technical skills on gender for climate change and disaster decision-making bodies.

In addition, gender mainstreaming into CCA shall not be considered in silo; it responds to the same policy objectives of mainstreaming gender into socio-economic development plans and/or mainstreaming CCA into these local development plans. Arguably one of the key bottlenecks of Viet Nam's policy framework is the multiplication yet fragmentation of policies. Therefore, the efforts made over the last two decades in mainstreaming gender, for example in the National Target Programmes on Ethnic Minorities, Poverty Reduction and the New Rural Areas, should be acknowledged and leveraged.

Looking ahead, the GoV is likely to finance only one-third of the total financing needs for CCA responses identified in the NDC, while the remaining two thirds will need to be mobilized from other sources, such as international development partners and the private sector (both national and multinational firms). Therefore, any allocated budget to CCA should serve the dual objectives of advancing gender equality and climate action.

This report is a call to action for line ministries, development partners, and civil society to join forces in ensuring that no one is left behind in the fight for climate action.

The table below includes a number of recommendations geared toward a large audience starting with immediate recommendations that have been used during the formulation of the NAP. Next, the report puts forward recommendations for a joint “Roadmap to mainstream gender in climate action” utilizing the Priority Areas of the Gender Action Plan (GAP) (under the UNFCCC). The following

section highlights sectoral recommendations for the five prioritized sectors under the NAP: environment and natural resources, agriculture and rural development, health, transport, and planning and investment. Lastly, the report offers strategic recommendations related to education and communications to tackle root causes of gender inequalities. These recommendations are explained in detail under Section F.

Recommendations to mainstream gender in NAP implementation

The recommendations that follow are primarily designed to inform the revision of the National Adaptation Plan (Decision No 1055/QD-TTg dated 20 July 2020) as a starting point, but also to mainstream gender in all climate policies in order to develop a coherent framework.

Typology	Recommendations	Proposed Lead Ministry
NAP formulation, consultation and implementation (2022)	Endeavour to include Indicator 8.2 (% of people and women in vulnerable areas due to climate change who received vocational training and changed livelihoods) (Decision No. 148/QD-TTg dated 28 January 2022 of the Prime Minister) in the sectoral M&E frameworks of five prioritized ministries under the NAP-Sup Project	MONRE
	Recognize intersectionality and start disaggregating ‘women groups’ in order to identify the ‘most vulnerable groups’ of women to capture women’s needs and priorities.	MONRE and MOLISA
	Increase the number of formal consultation processes with VWU and women-led CSOs and interest groups.	MONRE and all LMs
	Present the results of the gender analysis contained in this background report to line ministries to collect feedback and adjust recommendations and initiate discussions about implementation.	MONRE
General Recommendations for a joint “Roadmap to mainstream gender in climate action”	Priority Area A: Capacity building, knowledge management and communication	
	Expand and deliver gender-responsive training to all policymakers within the ministries beyond the gender/climate focal points, including at local levels to increase overall ministerial understanding, gender awareness and consideration.	MOLISA
	Curate an information module about the impacts of climate change on gender on the Adaptation Portal set up by MONRE to raise awareness, build capacity and enhance understanding of policymakers on the nexus between gender and climate change.	MONRE

General Recommendations for a joint “Roadmap to mainstream gender in climate action” ** Following the GAP of the UNFCCC	Priority Area B: Gender balance, participation and women’s leadership	
	Enforce a quota (for example 15 percent) of women holding the positions of Director and Deputy Director of DONREs and DARDs in departments at the provincial level for specific line ministries to increase women’s meaningful participation and leadership in decision-making processes.	MONRE - MARD
	Deliver training to women in rural areas on soft skills with the Women’s Unions and leaders in communities to strengthen women’s resilience to disasters, enhance their adaptive capacity and empower them.	MOLISA - MONRE - MARD
	Priority Area C: Coherence	
	Strengthen the governance mechanisms and institutional arrangements to mainstream gender equality into CCA.	MONRE and all LMs
	Create a Technical Working Group on Gender and Climate Change (co-hosted by MONRE and MOLISA) to share knowledge, align programmes and maximize technical and financial resources.	MONRE and MOLISA
	Include gender recommendations in the Guidelines currently being developed by the Department of Climate Change of the Ministry of Natural Resources and Environment to mainstream climate change into strategies and masterplans (Revised LEP - Art 93, 2020)	MONRE
	Produce relevant gender guidelines geared towards the line ministries and provinces in promoting gender equality in infrastructure projects to uncover opportunities for increasing gender equality in design and implementation.	MONRE
	Produce relevant gender guidelines geared towards the line ministries and provinces in promoting gender equality in infrastructure projects.	All LMs
	Priority Area D: Gender-responsive implementation and means of implementation	
Conduct risk and vulnerability assessments to collect gender-disaggregated data for each subsector.	LMs	
Enforce the development of gender analysis for a minimum percentage of adaptation measures in each sector and require the mandatory development of gender analysis for ODA projects in CCA.	MPI	
Pilot Gender-Response Budgeting in sectoral plans developed by ministries and submitted to MPI (investment) and MOF (recurrent expenditures).	MPI MONRE	

General Recommendations for a joint “Roadmap to mainstream gender in climate action”	Priority Area E: Monitoring and reporting	
	Design a joint plan to support MOLISA in completing the M&E of Indicator 8.2 and 8.3 to enhance the systematic collection of sex- and gender-disaggregated data to track and measure progress in building the adaptive capacity of women.	MOLISA
	Enhance the collaboration between the research institutes under line ministries and GSO to streamline and enhance the collection of gender-disaggregated data.	All LMs
Sectoral recommendations	Natural Resources and the Environment	MONRE
	Share Viet Nam’s efforts with the UNFCCC under the 5-year Enhanced Lima Work Programme on Gender contribute to and address the objectives and activities stated in the LWPG and Gender Action Plan agreed in 2019 at COP25 through the implementation of gender-responsive adaptation at the national level.	MONRE
	Empower youth in leading climate action at the national and provincial levels by enhancing collaboration with the Ho Chi Minh Communist Youth Union to build the capacity of young women.	MONRE leads all LMs
	Increase research funding and explore the climate change-gender nexus and capture, understand and track the vulnerabilities and roles of women in biodiversity and natural resources.	MONRE leads all LMs
	Agriculture and Rural Development	MARD
	Revise/enhance the M&E framework to be gender-sensitive and collect sex-disaggregated data to measure the impacts of CCA on women.	
	Deploy inclusive climate information services that are tailored to women to enhance their adaptive capacity.	
	Scale up women-led Nature-based Solutions by strengthening community networks to increase women’s livelihoods and reduce their exposure to climate impacts.	
	Preserve ethnic minority knowledge and uphold their roles as stewards of forests to contribute to reducing their vulnerability.	
	Health	MOH
	Increase coordination with research organisations to accelerate research at the health-CCA nexus, with a focus on women’s health, to inform decision-making processes.	
	Address the needs of pregnant and lactating women in CCA measures to enhance maternal-infant health, and bolster sexual and reproductive health measures.	

Sectoral recommendations	Health	MOH
	Design and carry out massive gender-sensitive campaigns to raise public awareness on the health impacts of climate change (similar to 5K campaign for COVID-19) to facilitate behavioral change that will enhance resilience and adaptive capacity.	
	Foster inter-ministerial coordination (between MOLISA, MONRE and MOH) to accelerate the uptake of good practices and capacity building manuals/toolkits on gender equality and support the prioritization of cross-cutting measures and strategies that ensure better health outcomes for women.	
	Research, invest in, promote and develop ‘care’ through piloting initiatives in communities.	
	Revise/enhance the M&E framework of the health sector to be gender-sensitive.	
	Transport	MOT
	Conduct surveys with women’s groups to inform transportation planning to ensure that women’s needs and priorities are considered and that transport initiatives are more effective.	
	Expand research and increase communication on gender-sensitive transportation to raise awareness of policymakers on the link between gender, climate change and transportation.	
	Revise/enhance the M&E framework of the transport sector to be gender-sensitive.	
	Planning and Investment	MPI
	Develop a gender-aware budget statement and allocate a specific budget for gender mainstreaming to MOLISA and publish it with the technical report of the NAP to measure and track the number of CCA actions contributing to building women’s resilience.	
	Build the capacity and increase the role of a Gender Focal Point for Adaptation Planning and Budgeting within MPI to build the capacity of the Ministry on gender mainstreaming.	
	Pilot gender-budgeting of climate policies with the support of MPI (investment) and MOF (recurrent expenditures) to assess investment and recurrent state budget going to adaptation and pilot the tracking of funding going to women’s organizations and vulnerable women.	
	Allocate portion of the state budget to the Viet Nam’s Women Union for implementation of CCA activities in the provinces most vulnerable to climate change to channel adaptation funding to the communities on the frontlines of climate impacts.	
Revise/enhance the M&E framework to collect gender-disaggregated data related to financial access, need, decision-making and interest.		

Education and communication		
Long-term recommendations	Design and implement climate/gender educational programmes in rural areas to build women's capacity to participate in decision-making processes at the local and national levels.	All LMs
	Actively promote the enrollment of women in university degrees related to transport, engineering, sector to increase the share of women working in these sectors.	MOET
	Promote the idea that mainstreaming gender is a 'societal issue', not a 'women's issue' and explore gender social behavioural change interventions that target both men and women.	MOLISA and all LMs
	Support and create spaces to increase the visibility of women tackling climate change and leading initiatives in their communities to contribute to advocacy efforts by offering role models and stories that depict women not as 'vulnerable' but rather as climate leaders.	All LMs
	Address gender differences through, for instance, the revision of the Labour Law to tackle the root causes of vulnerabilities.	All LMs



A. INTRODUCTION AND KEY DEFINITIONS



1. Objectives, Methodology, Reader's Guide

Objectives of the Report

This gender analysis was developed to inform the formulation of the National Adaptation Plan (NAP) Technical Report and the revision of the NAP. The Report aims to complement and add to the existing body of literature assessing the gender-differentiated impacts of climate change by presenting updated knowledge on five prioritized sectors of the NAP: natural resources and the environment, agriculture, health, planning and investment, and transport. It is intended to inform policymakers and practitioners on mainstreaming gender equality in climate change adaptation (CCA) policy planning and implementation, as well as foster discussions and stimulate further research on gender mainstreaming of climate policies.

Methodology

This report was prepared from January to September of 2022 as part of the National Adaptation Plan (NAP) Development and Operationalization Support Project (NAP-Sup) implemented by the United Nations Development Programme (UNDP) and funded by the Green Climate Fund (GCF). It entailed a literature review, semi-structured interviews, questionnaires and consultations with key stakeholders. The report takes stock of current efforts to promote gender equality in CCA in Viet Nam and serves as the background report to the NAP's development.

Recognizing that the formulation of a NAP is a process, as part of the NAP-Sup Project, UNDP and the Ministry of Natural Resources and Environment (MONRE) also organized training sessions on gender and climate change which were delivered to key ministry focal points and provinces, and communications/outreach events took place both online and in-person.

The United Nations Framework Convention on Climate Change (UNFCCC) guidelines to mainstream gender into the NAP process put forward three dimensions, as follows:

"A gender-responsive NAP process shall deliver on three outcomes: (i) recognizes the gender differences in adaptation needs, opportunities and capacities; (ii) ensures the equitable participation and influence of women and men in adaptation decision-making processes; and (iii) ensures gender-equitable access to financial resources and other benefits resulting from adaptation" (UNFCCC, 2019).

With this in mind, in order to mainstream gender considerations in the NAP process, we undertook the below steps simultaneously.

Collecting data and generating knowledge:

The first step comprised desk research and a literature review to develop a thorough understanding of CCA and gender equality. This was done by (i) producing knowledge briefs articulating the linkages between gender and CCA in five sectors: natural resources and the environment, agriculture and rural development, health, transport, and planning and investment; (ii) collecting national data and baseline data for each sector on climate change and gender, which included conducting detailed analyses of the linkages between climate and gender policies in each of the five sectors, as well as collecting case studies and best practices of projects/programmes contributing to women's empowerment in Viet Nam; and (iii) reviewing international best practices in integrating gender considerations in adaptation planning, as well as deriving lessons learned and selecting the most relevant for Viet Nam.



Consultation process: Data collection and knowledge building were followed by a second set of activities: (i) interviewing line ministries to assess their knowledge, attitudes, and practices of gender in CCA to capture existing bottlenecks and potential opportunities; (ii) delivering a questionnaire to a sample of 42 provincial officials to surface insights related to the current and future implementation of tasks and activities that target women; and (iii) organizing a series of consultations with provinces, women's organizations, and women-led communities.

These first two steps helped the team to finalize the first draft background report, which was then made available (with open access) for experts and line ministries to provide comments.

Lastly, UNDP and MONRE hosted a Dialogue in December 2022 inviting the focal points of the five ministries representing the five prioritised sectors; the Ministry of Labour, Invalids and Social Affairs (MOLISA); and women-led non-governmental organizations (NGOs) and civil society organizations (CSOs) to discuss, review and build consensus around the prioritized measures - both overall and sectoral. This workshop kickstarted collaborative work for a Joint Roadmap to Mainstream Gender in the Implementation of Climate Policies, following the set of recommendations put forward on this report.

Reader's guide



Section B introduces the country's context in terms of climate change impacts (past and future) and highlights the efforts made by the Government of Viet Nam (GoV) to increase gender equality and advance climate action over the last decade. This section also outlines the differentiated impacts of climate change on women and men and explain why gender mainstreaming needs to be considered in CCA.

Section C 'connects the dots' by providing an updated and comprehensive overview of the efforts made by the Government of Viet Nam to advance gender equality and mainstream gender in climate action, as well as introduces the current governance structure of climate and gender equality in the country, analyzing gaps and bottlenecks.

Section D dives into the five prioritized sectors under the NAP-Sup programme. It firstly articulates the nexus between CCA and gender under each sector before introducing the results of the desk review conducted as part of the baseline data and vulnerability assessment, analyzing the status of mainstreaming gender into sectoral policies, then presenting the results of the survey conducted throughout this research and portraying case studies of women taking climate action. The education sector is also analysed as it plays a crucial role in accelerating gender equality and climate together (despite not being one of the prioritized sectors). While these sectors represent important starting points for the analysis, it should be noted that findings and recommendations could be applicable to other sectors. With this in mind, the authors welcome other practitioners to undertake similar endeavours in additional sectors in order to continue to generate knowledge and advance gender mainstreaming in Viet Nam.

Section E puts forward recommendations that address a large audience (policymakers, NGOs/CSOs, and development partners), starting with recommendations that shall be used during the formulation of the NAP, and general recommendations for a joint "Roadmap to mainstream gender in climate action" utilizing the Gender Action Plan (GAP) (under UNFCCC), followed by recommendations for each of the five sectors.

Carried out between January and September 2022 in Viet Nam, the research also faces limitations. Firstly, the travel restrictions associated with COVID-19 have slowed down or prevented the collection of primary data and the number of interviews and training workshops had to be reduced. Secondly, studies looking at gender differentiated impacts of specific climate risks (both fast and slow onset) in Viet Nam remain scarce. Lastly, the report is to be best of

the author's knowledge the first of its kind to take a systematic approach by conducting a gender analysis for these five sectors, therefore gaps might exist. The authors welcome comments and recommendations from readers to enhance the report and conduct further research.

2. Definitions and key terminology

Key definitions related to climate change adaptation

One of the fundamental objectives of adaptation planning is ultimately to reduce the vulnerabilities and risks to expected climate impacts in order to avoid and/or moderate harm. In the context of Viet Nam, this can be understood as ways to protect and enhance the livelihoods of the most vulnerable people. This understanding is, in turn, correlated to the concept of inequality and with 'high confidence' the IPCC stated that "*differences in vulnerability and exposure arise from non-climatic factors and from multidimensional inequalities often produced by uneven development processes.*"

These differences shape differential risks from climate change" (IPCC, 2014).

The scientific literature has long recognized gender, together with other variables, as products that shape vulnerability. With this in mind, the report examines the factorThe scientific literature has long recognized gender, together with other variables, as products that shape vulnerability. With this in mind, the report examines the factors that drive gender inequalities and women's vulnerability to the impacts of climate change, in particular for the five prioritized sectors of the NAP process in Viet Nam (Section D).

Risk is determined by 'hazards' as well as 'exposure' and 'vulnerability', as illustrated in **Figure 1**. Adaptation planning requires a thorough assessment of these three dimensions. Therefore, this section aims to provide clarity by briefly highlighting determinants of risk in relation to gender, referring to the key terminology based on the reports from the IPCC (**Table 1**).

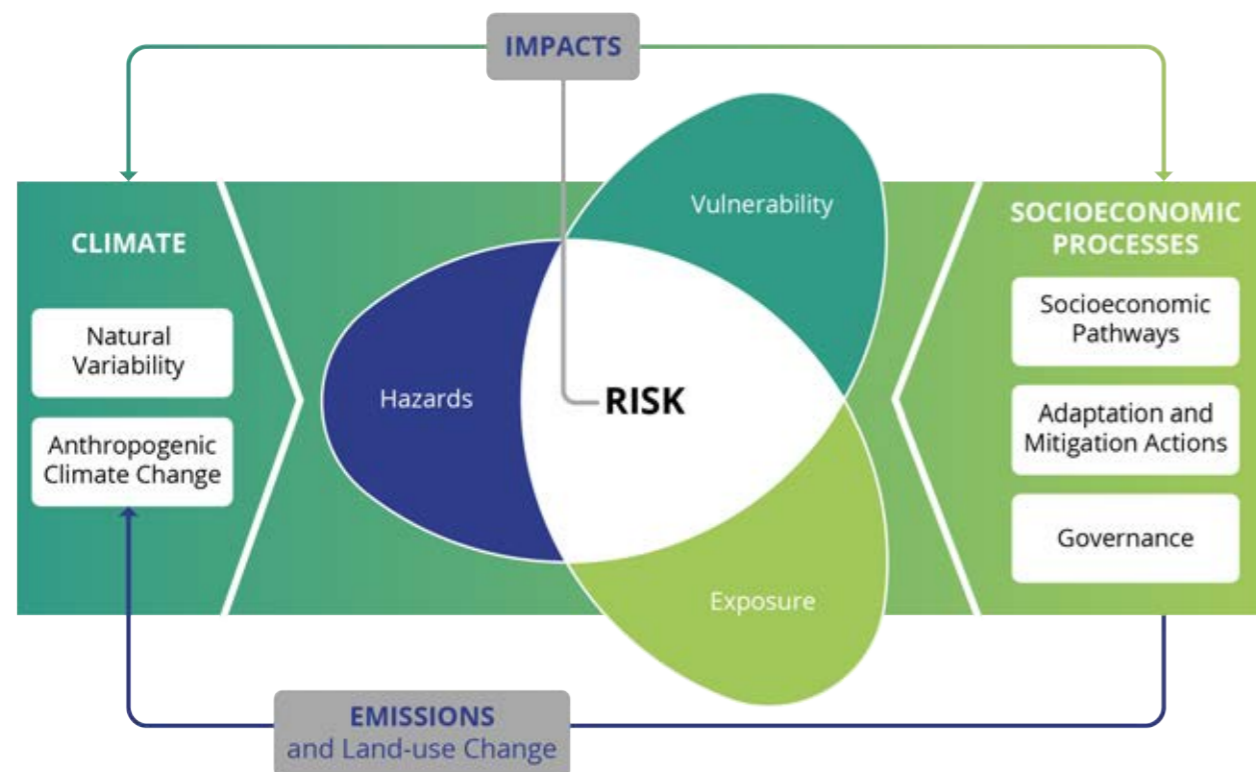
Table 1. Key terminology related to risk and climate change adaptation.

Concepts	Definitions ²
Vulnerability	The propensity or predisposition to be adversely affected. Vulnerability encompasses a variety of concepts including sensitivity or susceptibility to harm and lack of capacity to cope and adapt.
Exposure	The presence of people, livelihoods, species or ecosystems, environmental functions, services, and resources, infrastructure, or economic, social, or cultural assets in places and settings that could be adversely affected.
Hazard	The potential occurrence of a natural or human-induced physical event or trend or physical impact that may cause loss of life, injury, or other health impacts, as well as damage and loss to property, infrastructure, livelihoods, service provision, ecosystems, and environmental resources.
Impacts	Effects on natural and human systems [...] of extreme weather and climate events and of climate change. Refer to effects on lives, livelihoods, health, ecosystems, economies, societies, cultures, services, and infrastructure due to the interaction of climate changes or hazardous climate events occurring within a specific time period and the vulnerability of an exposed society or system. The impacts of climate change on geophysical systems, including floods, droughts, and sea level rise, are a subset of impacts called physical impacts.
Resilience	The capacity of social, economic, and environmental systems to cope with a hazardous event or trend or disturbance, responding or reorganizing in ways that maintain their essential function, identity, and structure, while also maintaining the capacity for adaptation, learning, and transformation.
Adaptation	The process of adjustment to actual or expected climate and its effects. In human systems, adaptation seeks to moderate or avoid harm or exploit beneficial opportunities.

² Source: IPCC, 2014: Climate Change 2014: Impacts, Adaptation, and Vulnerability. Part A: Global and Sectoral Aspects. Contribution of Working Group II to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change.

Social groups will be variably impacted by climate change, depending on the three variables illustrated in **Figure 1** below – vulnerability, hazards, and exposure. Thus, vulnerability reduction is a key element of disaster risk management (DRM) and adaptation planning.

Figure 1. Illustration of the core concept of risk (IPCC, 2014).



Maladaptation³ is a concept that has been discussed to illustrate ways in which potential adaptation measures may have unintended influences on other natural ecosystems and most vulnerable groups. Atteridge (2017) summarised recent papers that showcase the redistribution of vulnerability in complex natural and political systems. Considering that adaptation will inherently imply trade-offs and the dynamics of vulnerability are extremely complex, other authors advanced the notion that adaptation cannot be separated from the political economy of natural resource use (Adger et al., 2003). Given that adaptation activities might in some cases lead to a redistribution of risks and/or vulnerabilities, it is therefore possible that those vulnerabilities will accumulate among people and communities with lower/limited adaptation capacity; which include some women due to underlying inequalities articulated under Section B.

³ Defined as 'action taken ostensibly to avoid or reduce vulnerability to climate change that impacts adversely on, or increases the vulnerability of, other systems, sectors or social group'

Definition of gender-responsive adaptation

A gender-responsive adaptation is a process to identify **who** is benefiting from investment in disaster recovery and resilience building efforts (the prioritized adaptation measures), **who should benefit from them, and who should participate and be involved.** To understand these dimensions, gender analysis considers how current and future climate risks affect women and men differently, and the reasons for these differences. It further 'examines the relationships between females and males, their access to and control over resources, and the constraints they face relative to one another.'

Gender neutral adaptation policies will not generally result in gender neutral outcomes due to the existing differences between men and women, for instance in terms of time availability, livelihoods, ownership of land and assets, access to information and technologies, education and other social-cultural norms (SNV, 2021). **The responses to climate change (including climate policies) can be turned into opportunities for increased equality (and they can at a minimum function to ensure that existing inequalities are not exacerbated).** On the other hand, gender blind means that such an outcome is not pursued, and the outcome can go any direction.

Against this backdrop, the gender analysis in this report was also developed for five prioritized sectors under the NAP process in order to ensure that gender inequalities were *'not exacerbated by interventions, and whenever possible greater equality and justice in gender relations are promoted'* (CARE, 2018)

The Technical Guidelines developed by the UNFCCC in 2019 define key terms as follows:

- **Gender mainstreaming is defined as the systematic process of implementing gender actions by developing a gender-baseline, facilitating a participatory design process, identifying objectives and activities and developing M&E systems that are gender-responsive (NAP Global Network & UNFCCC, 2019).** Since women and men have different needs and display different capacities to undertake adaptive actions, understanding and addressing these nuances and differences hence form the backbone of the formulation of gender-responsive NAPs. The planning and policymaking processes themselves are of the utmost importance, and there is a need to allow all stakeholders, including CSOs, to have a say during consultations (through a participatory decision-making process) to ensure gender-equitable participation and influence.
- **Gender-sensitive approaches consider gender norms, roles and relations; however, they do not actively address the**

inequalities that result of these. Gender-sensitive approaches are therefore about awareness of gender differences, while gender-responsiveness is about action to address inequalities. Gender sensitivity can be viewed as a step toward gender responsiveness

- **Gender-responsive approaches examine and actively address gender norms, roles and inequalities.** They go beyond sensitivity to gender differences, actively seeking to promote gender equality, which often involves specific actions to empower women in their households and communities as well as broader policy and planning processes (UNFCCC, 2019).

B. UNDERSTANDING THE CLIMATE CHANGE ADAPTATION -GENDER NEXUS



1. Climate change impacts and projections in Viet Nam

Viet Nam has been identified as one of the countries most vulnerable to climate change due to its long coastline, low-lying deltas and increasing exposure to hazards. Its extremely diverse topography combined with heterogeneous socio-economic conditions lead to different impact patterns across the country. The Mekong Delta and other coastal lowlands are susceptible to sea level rise and severe river floods, while droughts are an increasing threat in several regions.

Extreme weather events have increased in frequency and severity over the last years. The number of strong storms making landfall in Viet Nam has increased significantly. Anomalously high and low temperatures have increased in most areas of Viet Nam, with the number of hot days increasing by three to five days per decade in most areas of the country. There is also significant variability in terms of extreme precipitation, with strong decreases observed in the Northern Delta and significant increases in the South-Central Region and Central Highlands. Between 1961 and 2018, sea level has increased by an average of 2.7mm per year (MONRE, 2020). The Mekong Delta, which is home to more than 17 million people and produces more than half of the country's rice, experiences acute saltwater intrusion.

Over the period of 1958 to 2018, annual mean temperatures increased by 0.89°C, with the Central Highlands experiencing the greatest temperature increase. Annual precipitation change differs widely between regions and agro-ecological zones. The northern parts of Viet Nam tend to experience a decrease in rainfall (1 to 7 percent), while the southern parts experience an increase (6 to 21 percent), resulting in heterogeneous patterns of drought.

Viet Nam faces future climate change impacts beyond its adaptive capacity, and several sectors, socio-economic groups and regions exhibit high levels of exposure and vulnerability. Compared to the baseline period (1986-2005) and under the Representative Concentration Pathway (RCP) 4.5 emissions

scenario, mean annual temperature nationwide will increase by between 1.2 and 1.7°C by 2050 and 1.6 and 2.4 C by 2100, and the number of hot days will increase all over the country but primarily in the North Central Coast, Northern Delta and Southern Viet Nam. Droughts are projected to increase in the North Central Region and Central Highlands and decrease in the North. Projections of future sea level suggest that they will rise by an average of 55cm (between 34 and 81cm) by 2100 under RCP 4.5 (MONRE, 2020).

Annual rainfall is expected to increase nationwide by 10 to 15 percent by 2050⁴. Maximum one-day rainfall will increase by 20 to 30 percent across Viet Nam, and by up to 30 to 40 percent in the North by 2100. Climate change will modify the frequency, intensity and patterns of extreme weather events. This is evidenced by an increase in strong storms and their concentration at the end of the storm season. The duration of droughts is generally increasing in most parts of Viet Nam.

In the past 16 years (2006-2021), climate-related disasters in Viet Nam resulted in more than five thousand deaths and missing persons, and caused property damage in excess of US\$14 billion (VNDMA, 2022). Especially, the total number of deaths and missing persons reached 436 and the estimated economic loss was more than \$2.6 billion in 2017. As forecasted by the World Bank (2022), cumulative climate change impacts could cost Viet Nam a total of \$400-523 billion by 2050. The costs of climate change impacts in Viet Nam are expected to increase from approximately six percent of gross domestic product (GDP) in 2022 to 9.8 (RCP2.6) or 12.3 percent of GDP (RCP4.5) in 2050 (World Bank, 2022). In other words, the cost of climate catastrophes may increase by about two percent per year.

Climate variability is already affecting millions of people in Viet Nam, with adverse impacts on their lives, both socially and economically. For instance, cold and heat waves have direct effects on mortality rates (GEMMES, 2021). *Climate change exacerbates inequalities and reinforces the marginalization of the most*

⁴ The following impacts are presented under the RCP4.5 scenario, compared to a 1986-2005 baseline period.

vulnerable groups of society; in other words, it acts as a multiplier of threats and inequalities (IPCC, 2022). The vulnerability of people and ecosystems is compounded by factors such as inequalities, socio-economic status and marginalization, with gender inequalities being a strong driver of vulnerability (IPCC, 2022).

The impacts of climate change on the five prioritised sectors of the National Adaptation Plan (NAP) in Viet Nam are highlighted using a gender lens in Section D.

2. Progress towards gender equality in Viet Nam

Viet Nam ranks relatively high in the Gender Development Index, which is based on the sex-disaggregated ratio of the Human Development Index (HDI).⁵ Viet Nam scores 0.703 for women and 0.705 for men, which places the country in Group 1 of those with high gender equality in HDI achievements (HDR, 2020). It ranked 65th of 162 countries in the Gender Inequality Index (0.296) which measures three categories of indicators: health, empowerment and economic activity.⁶

Representation in leadership positions

Women's participation in decision-making is critical as the country is faced with an unprecedented level of complex challenges, such as the increase in severity and frequency of climate change impacts outlined above. The female parliamentarian rate at the National Assembly has slightly increased from 26.2 percent over 1997-2002 to 30.3 percent in the term 2021-2026 (GSO, 2021). 40 percent of ministries, ministerial agencies, and government agencies had female key leaders in 2020 (GSO, 2021). However, only three women among the 27 government's members currently hold

⁵ The Gender Development Index measures gender inequalities in achievement in three basic dimensions of human development: health (measured by female and male life expectancy at birth), education (measured by female and male expected years of schooling for children and mean years for adults aged 25 years and older) and command over economic resources (measured by female and male estimated gross nominal income per capita).

⁶ The Gender Inequality Index shows the loss in potential human development due to inequality between female and male achievements in these dimensions, where 0 = high equality and 1 = high inequality.

ministerial positions (i.e., the Minister of Health, the Minister of Home Affairs and the Director of the Bank of Viet Nam).

The participation of women in decision-making bodies at the provincial levels remains much lower than that of men. None of the directors of the Department of Agriculture and Rural Development (DARD) or the Department of Natural Resources and Environment (DONRE) in any of the 63 provinces of Viet Nam were women as of June of 2022. At the local level, the proportion of women in the People's Council has also increased from 20 percent in the term 1999-2004, reaching an average of 29 percent between communes, districts and provinces in the term 2021-2026 (GSO, 2021). Whilst this progress is commendable, the results of the Viet Nam Governance and Public Administration Performance Index (PAPI) found that bias remains at the village level, where voting for women remains uncommon (PAPI, 2021). Indeed, male candidates had a two to three percent greater chance of being elected village heads than women.

Despite recent progress, the low representation of women presents bottlenecks for the formulation and implementation of gender sensitive policies and women-led local adaptation plans.

Women in the Vietnamese economy

71.8 percent of women and 81.9 percent of men participated in the labour force in 2019 (GSO, 2021). The proportion of women in management positions in economic sectors is much lower than men, especially in the domestic private sector, where in 2019 it was found that women constituted just 20.2 percent of managers (UN Women, 2021).

Overall, women are more likely to work in the informal economy and under precarious conditions; for instance, five million women worked as 'family workers' in 2019, compared to 2.7 million men (GSO, 2021). The survey results from the PAPI also found that women were more concerned about their jobs/employment than men, demonstrating the fragility of their economic situation, while men were more

concerned about the economic growth of the country (PAPI, 2021).

With respect to salary, important disparities remain, although the gender gap seems to have decreased from 33.5 percent in 2017 to 29.5 percent in 2019 (GSO, 2021).

The proportion of Land Use Rights Certificates (LURCs) with joint names increased significantly between 2004 and 2014, as reported in the Viet Nam Household Living Standards Survey of 2014 (Buchhave, 2020). In particular, the proportion of jointly titled cropland rose from 11.6 to 38.3 percent, while the rate of jointly titled residential land increased from 15.7 to 55.6 percent (Buchhave, 2020).⁷

The number of hours for unpaid domestic and care work of women is twice as much as that of men, on average. Specifically, women spent an average of 20.2 hours per week on unpaid domestic and care work (e.g., cleaning the house, washing clothes, cooking, shopping, family care and childcare) in 2019, whereas men spent only 10.7 hours per week on average on this work in the same year (ILO, 2021). This considerable difference affects the capacity of women in terms of time management, skills development, and employment opportunities and illustrates the underlying socio-cultural gender norms that persist.

On average, only 12 percent of children under three years of age are enrolled in kindergarten and day care facilities, and the rate is higher in urban areas (GSO, 2021). Women, in particular in rural areas, often bear the burden of taking care of their young children, leaving less time for paid employment.

Education

Overall, the Vietnamese population is very well educated, with a literacy rate of 95.7 percent in 2019 (GSO, 2021). Yet, 66.4 percent of adult women hold at least a secondary level of education, which is much lower than their male counterparts at 78.2 percent (GSO, 2021).

⁷ LURCs are classified into cropland, other types of agricultural land (forest land and land used for other purposes such as aquaculture farming) and residential land. LURCs with the names of both wife and husband are called jointly titled LURCs.

Noting that education levels are a key driver of adaptive capacity, this is of the utmost importance for adaptation planning. However, some groups are at risk of being left behind. For instance, it was found that in 2018, only 76.2 percent of women from ethnic minorities were literate, as opposed to 87.6 percent of men; or rural women living in the Northern Midlands and Mountains was 88 percent (98.1 per cent for men). Additionally, the literacy rate for women over 60 years old is lower than that for men in the same age group (i.e., 87.6 percent versus 95.4 percent) (GSO, 2021). Lastly, the gap in the literacy rate of men and women over 15 years old with disabilities is much higher than for men and women without disabilities, at 11.8 percent compared to 2.7 percent (GSO, 2021).

Location, ethnicity, age and disability are all compounding factors that intersect with inequalities between men and women, thereby increasing the vulnerability of women and may prevent them from accessing climate information services or learning new skills that would strengthen their adaptive capacity.

Women's health and women's roles in the household

The maternal mortality ratio is lower in Viet Nam (43/100,000) than in East Asia and the Pacific (73.1/100,000) but adolescent birth rates are higher in Viet Nam than in the same region (30.9 compared to 22.1) (HRD, 2020). Maternal health improved with the decrease in maternal mortality ratio, however, mortality ratio in the mountainous areas with poor economic conditions and limited access to quality healthcare services is still high, at 100 to 150 deaths per 100,000 live births in 2019 (UNFPA, 2021).

Gender-based violence (GBV)

Despite the progress identified by the above indicators Gender Based Violence⁸ still exists in Viet Nam. 62.9 percent of Vietnamese women had experienced a form of sexual, emotional, economic or physical violence in their lives, and 31.6 percent had experienced such violence in the last 12 months (UNFPA, 2019). GBV also includes physical violence, and 'one in 10 injuries required medical treatment being caused by physical and/or sexual violence' in Viet Nam (UN Women, 2021).

Science and technology

Men outnumber women in science, technology, engineering and mathematics (STEM) degrees. The survey interviewing 236 male students and 226 female students in Viet Nam implemented by ILO in 2016 indicated the number of men studying in engineering, building, science, mathematics, statistics and information and communication technologies was about 40% of total male students while the number of women in this sector was nearly 14% of total female students (ILO, 2016). On average, men use the internet more than women, at an average rate of 56.3 and 46 percent, respectively, in 2016 and 2018 (Nguyen, 2021). A recent study also found that women tend to use their smartphones less than men (67.5 percent for men versus 60.6 percent for women), however men display higher rates of internet use and access to technology, implying that at present, men might be able to more proactively adapt to climate change, but women were slightly more inclined to adopt 'fintech services' (Morgan, 2020). Increased internet and smartphone usage brings forward available and free resources on climate change and CCA measures. The development of science and technology may reduce gender gaps only if both women and men have equal access and capacity (i.e., digital literacy) to use such digital tools.

The profound changes brought about by the Fourth Industrial Revolution (Industry 4.0), such as technological development with the presence of machines, robots and information

technology in the workplace, requires a workforce with increased knowledge and skills to operate the machinery. At the same time, however, social norms constrain the participation of women in STEM. Therefore, the gender inequality in labour, especially in high wage jobs, might be amplified.

Viet Nam is one of the fastest aging countries in the world and is expected to be an 'aged society' by 2035 (Glinskaya, 2021). Since 2009, the population above 60 years old has increased sharply, both in absolute and relative numbers, from 7.45 million in 2009 (8.69 percent of the population) to 12 million in 2019 (12.34 percent of the population) (GSO, 2021). Projections indicate that this population will linearly increase to 30 million in 2055 and remain at this number until the end of 2069 (GSO, 2020a). Even though 35 percent of this age group are still working, most of them are considered 'vulnerable workers', and are either self-employed or family workers.

This demographic transition has profound implications for women, and further suggests that it is indispensable to take a gender-sensitive approach to policy. Firstly, age is a determinant of vulnerability, hence the requirement of specific gender-sensitive targeted adaptation actions for elderly women and men. Secondly, the elderly share of the population that is more than 65 years old is expected to reach 23 percent in rural areas and 15 percent in urban areas by 2050 (Glinskaya, 2021). In 2016, most of them lived with their children, at 70 percent in urban areas and 62 percent in rural areas (Glinskaya, 2021). This likely increases the burden on women to provide unpaid care services, which reduces their available time for paid work (Glinskaya, 2021). Indeed, all women aged 20 to 49 cite housework responsibilities as the primary reason for not working, while men cite disability and inability to find a job. Lastly, the migration of youth in pursuit of better economic opportunities often coincides with an increased burden of care on the grandparents (and women in particular), which again, prevents them from accessing non-agricultural work opportunities and reduces their ability to attend social gatherings, including training, outside the village (Glinskaya, 2021).

⁸ Violence directed towards a person because of the person's gender.

3. Impacts of climate change on women

The impacts of climate change are not gender neutral. Climate change disproportionately impacts vulnerable groups (IPCC, 2022; UNFCCC, 2022). Due to the discrepancies between women and men in terms of education, health, employment, access to and control of natural and financial resources, and inclusion in policy and decision-making processes, the current and future impacts of climate change will have more severe impacts on women. Moreover, the relative vulnerability of individuals will be determined by the resilience of their livelihoods, their ability to 'self-protect', the level of social protection they benefit from, and overall governance such as power relations and institutional environment (UN & Oxfam, 2009).

Section 2 depicted how discrepancies remain between men and women in Viet Nam in all categories that constitute 'capital assets' (socio-political, human capital, financial, familial, etc.). It is the fact that more women are represented among the poor population, means they are more likely to be affected by climate change. Women, like any individuals, can never be considered solely as 'victims'; they have the capacity to act and recover from shock and disasters, and the extent of their resilience will similarly depend on the social, economic and governance capacity and structures at different levels. (UN & Oxfam, 2009).

In rural areas of Viet Nam, a larger percentage of women are engaged in agricultural production, which is at high risk of increased drought and changes in precipitation. Furthermore, women are still lagging behind with respect to Land Tenure Certificates, which are still held primarily by men. Women farmers are heavily reliant on climate-sensitive natural resources for their livelihoods. Climate change negatively impacts progress toward gender equality development and in particular, the gender pay gap is projected to increase by 0.6 percent by 2100 under RCP 2.6, and by up to 1.9 percent by 2100 under RCP 8.5 (compared to the 1986-2005 baseline) (GEMMES, 2021). This study also found that the elderly population employed

in the agriculture, forestry and aquaculture sectors work fewer hours as a consequence of increases in temperature and/or precipitation, leading to an average decrease in their hourly wage of 20 percent. When temperatures increase, women are found to work more, yet they also earn less (GEMMES, 2021). Female-headed households in particular have less adaptive capacity to cope with climate change, as they often lag behind men in terms of access to information services, technologies and credit.

Disasters are likely to lead to an increase in the displacement of women toward the informal sector, which would worsen their economic conditions and vulnerabilities (UNDP, 2013). Despite contributing substantially to disaster relief efforts, women's roles are often not recognized. This is due to their lack of participation in leadership roles in the Commanding Committee for Natural Disaster Prevention and Control and Search and Rescue, as well as the fact that those organizations are male dominated and men are generally found to have access to more accurate and relevant information (UNDP, 2009).

Traditionally, women and girls are responsible for household water-related tasks for their families (e.g., laundry, cooking and taking care of all family members), which often involve long-distance travel to obtain clean water. As water resources become scarcer, the workload of women to deliver water for the household increases. Spending a lot of time collecting water limits their social and educational opportunities. In 2019, only 12.3 percent of rural female employees had vocational training, as compared to 17 percent of men (GSO, 2021). Women's health is also more sensitive to water shortages than men's due to their need for clean water during menstruation and pregnancy (UN Women, 2021).

Women generally possess fewer financial assets, hence, their means and adaptive capacity to cope with climate change are lower than those of men. Due to the lack of control over collateral (such as land), women face difficulties accessing loans (UN Women, 2021). The unequal division of labour, burden of unpaid work further reduce livelihood



opportunities for women and mean women do not always have equitable access to information. Since there are fewer women holding managerial positions at all policy levels, there is also the risk that CCA and disaster risk reduction (DRR) could unintentionally increase socio-economic inequalities by failing to account for their needs and issues.

Since 2009, a number of policy briefs, issue briefs and position papers have examined the nexus between gender and climate change in Viet Nam, and the ways in which climate change affects women and men differently (UN & Oxfam, 2009; UN Women, 2021; GIZ, 2022) and a report by the UN Women provides a substantive list of climate change related gender equality issues. Yet, there is still a lack of scientific research that looks at the differentiated impacts of climate change on men and women. Most of the reports and literature reviewed are qualitative studies, small-scale surveys (project), case studies and stories.

Furthermore, significant disparities exist depending on the ethnicity, age, locality and education level of households; indeed, exposure and vulnerability are compounded by other characteristics in addition to gender, and it is essential to formulate a nuanced and accurate analysis of climate impacts in vulnerability assessments (Kuran, 2020).

4. Impacts of climate change on ethnic minority groups

The IPCC brought forward the concept of 'intersectionality' of socio-economic factors that contribute to driving vulnerabilities, enhancing exposure and forging the adaptation capacities of individuals as early as 2012 (IPCC, 2012). It reiterates the importance of addressing the gender-based differences, the differences within groups, and those in association with other variables. The section below therefore highlights specific barriers faced by women from ethnic minorities that contribute to their vulnerability.

Viet Nam is home to 54 ethnic groups, with Kinh being the major group. 53 ethnic minority groups accounted for 14.1 million people in 2019, which corresponded to 14.7 percent of Viet Nam's population that year (GSO, 2020c). The overwhelming majority of those living in extreme poverty in Viet Nam belong to ethnic minority groups. While only 2.8 percent of Kinh were considered multi-dimensionally poor in 2020, large discrepancies exist among ethnic minority groups (e.g., 1.6 percent of Thai and 45.1 percent of H'Mong in 2020) (UNDP, 2021).

The majority of ethnic minority groups live in the most climate affected provinces and in remote areas with little access to basic infrastructure. It is likely that climate change

impacts will reinforce structural socio-economic vulnerabilities. Ethnic minority groups lack tenure rights over forests and productive lands. Disasters and extreme weather events such as flash floods, storms, droughts and slow onset climate change such as salinity intrusion and erratic weather patterns jeopardize food security, especially for smallholder farmers. In the aftermath of disasters, EM women often bear the burden of post-hazard recovery. Climate change is accelerating this negative cycle, which has been identified as one of the key underlying causes of poverty experienced by ethnic minority groups (World Bank, 2009). Their adaptive capacity to overcome the loss of livelihoods caused by disasters or slow onset events puts them at risk of falling into extreme poverty and continues to prevent them from climbing the economic ladder. They also have limited access to markets and financial services, hindering potential quick recovery and limiting their adaptation strategy options.

The National Target Programmes on Sustainable Poverty Reduction period 2016-2020⁹ and 2012-2015¹⁰, (targeted the poorest communes located in ethnic minority and mountainous areas), included the need to give priority to women as a basic principle. This is reflected in the design of the programme whereby the content mentions women as 'prioritised beneficiaries', specifically as follows: 'priority given to poor ethnic minority households and women of poor households.' While these National Target Programmes are considered 'gender sensitive', albeit lacking gender mainstreaming mechanisms, the National Target Programme for Ethnic Minority Affairs period 2021-2030¹¹ constitutes a major advancement as one of the ten projects therein aims to 'Realize gender equality and solving urgent problems of women and children' (CARE, 2020).

9 <https://thuvienphapluat.vn/van-ban/Van-hoa-Xa-hoi/Quyet-dinh-1722-QD-TTg-Chuong-trinh-muc-tieu-quoc-gia-Giam-ngheo-ben-vung-giai-doan-2016-2020-321229.aspx>

10 <https://thuvienphapluat.vn/van-ban/Van-hoa-Xa-hoi/Quyet-dinh-1489-QD-TTg-nam-2012-phe-duyet-Chuong-trinh-muc-tieu-quoc-gia-149216.aspx>

11 https://thuvienphapluat.vn/van-ban/Dau-tu/Quyet-dinh-1719-QD-TTg-2021-Chuong-trinh-phat-trien-kinh-te-xa-hoi-vung-dan-toc-thieu-so-491217.aspx?anchor=muc_2

Cultural, economic, social and institutional factors, combined with inequalities, mean that most ethnic minority women are more vulnerable to climate change and disasters than ethnic minority men and Kinh. Ethnic minority women display lower levels of literacy and knowledge of the Vietnamese language than Kinh women (World Bank, 2017). Mostly living in rural and remote areas, ethnic minority women are particularly affected by the scarcity of natural resources, which further burdens them, since they are typically the ones responsible for collecting water and firewood in the poor groups. Furthermore, their education and/or language levels may prevent them from attending training organized by mass organizations and NGOs, often administered in Kinh language.

Early marriage and lower education levels remain common among some ethnic minority groups. 12.6 percent of women aged 20 to 24 have been married or cohabited with a partner before the age of 18 in rural areas, compared to 3.7 percent in urban areas (GSO, 2019). Early marriage rates are prevalent among some ethnic minority groups with a rate higher than 40 percent such as Hre, Lo and Xinh Mun. Early marriage is considered as a solution to cope with financial problems (UNICEF & UNFPA, 2018). Therefore, there is a risk of seeing an increase in the occurrence of early marriage in the context of climate change jeopardizing livelihoods. For 31 of 53 ethnic minorities, most persons who marry as children do not have professional and technical qualifications (CEMA, 2019), which may prevent them from accessing climate change information sources and climate services, and thus, from being aware of climate change risks. Restricted knowledge of the heads of households means their response capacity to support both themselves and their family members in climate and disaster events is low, as is the propagation of climate information from the heads of households to their family members, which in turn makes the household, as a whole, more vulnerable to the impacts of extreme climate change events.

5. Why does climate change adaptation need to be gender mainstreamed?

Internationally, Parties to the UNFCCC have also recognized the importance of involving women and men equally in the UNFCCC processes and in the development and implementation of national climate policies that are gender-responsive by establishing a dedicated agenda item under the Convention addressing issues of gender and climate change.¹² Here, we highlight the Paris Agreement (2021) Preamble about the approach that Parties should take in order to respect the rights of vulnerable groups in **all climate action policies**:

“Acknowledging that climate change is a common concern of humankind, Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of Indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity.”

The nexus between gender equality and climate change also became a central topic in climate change policy frameworks and dialogues. **Over 97 percent of the NAPs submitted by countries to the UNFCCC refer at least once to ‘women.’**

The IPCC is recognizing that differences between adaptive capacities of men and women are the product of social, environmental, economic and cultural inequalities. Analysing these will help understand, explain and capture the exposure to risks and vulnerabilities. Therefore, the activities undertaken to respond to climate impacts defined as ‘adaptation actions’, either at the policy level or in the communities, must be gender responsive. If they do not take gender considerations into account, they run the risk of not being effective.

¹² All UNFCCC documents related to gender and climate change are accessible [here](#).



Acknowledging the different climate change impacts on men and women, not only benefits women, but society as a whole. Understanding the diversity of vulnerabilities and risks through the collection of gender-disaggregated data, for example, improves efficiency. For instance, a recent study looking at the linkages between hospital admissions for mental disorders and heatwaves found that the proportion of admissions for mental disorders was three times higher for men than women during heatwaves (it was also higher for people in rural areas and the elderly). These significant gender differences are caused in part by factors such as the increased time spent outdoors by men, as well as increased alcohol consumption and brain damage (the later due to a higher number of traffic accidents) (Trang, 2016).

Some sectoral strategies and plans might be designed without considering women’s needs, when this is the case, they are gender neutral. However, the current norm is ‘male’, so neutrality means gender-blind, which takes the risk of worsening gender inequalities (Perez, 2019). Agricultural or transport policies are shaped by institutions and processes that are

not gender-equal (i.e., where the proportion of women in leadership positions is lower than men), and they build on a body of scientific literature that has been dominated by male researchers.

Climate change will undermine socio-economic development and have profound impacts across all SDGs, including SDG5 on Gender equality. In this context, adaptation actions hold the potential of delivering several co-benefits in terms of employment, health, gender equality and biodiversity restoration, to name a few.

In Viet Nam, as early as 2008, the National Target Programme to Respond to Climate Change (NTP-RCC) highlighted that

“Responding to climate change is conducted on the principle of sustainable development, ensuring systematic, integrated, sectoral, inter-sectoral, regional, inter-regional, gender equality, hunger eradication and poverty reduction.”

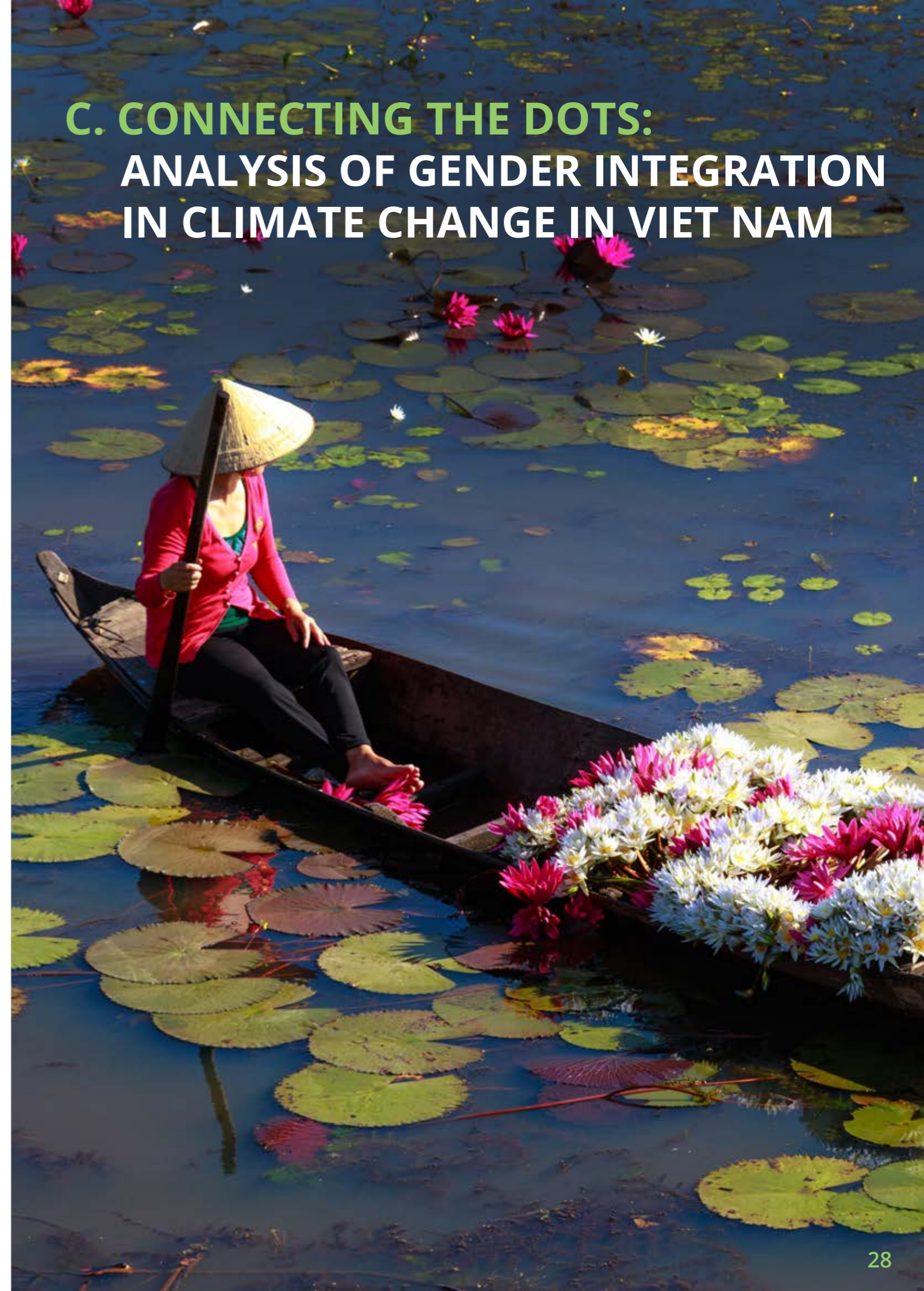
There are still considerable gender gaps between men and women in terms of access to education, literacy, unequal division of labour, and income-generating opportunities. This presents structural barriers which, in addition to traditional norms and beliefs, increase the vulnerability of women to the impacts of climate change and undermine their adaptive capacity. Unequal access between women and men in terms of **land ownership and access to credit intersect with environmental vulnerabilities** in ways that undermine women’s ability to effectively contribute to CCA. This is especially true for rural women whose livelihoods are heavily dependent on natural resources and women-headed households who bear the brunt of family tasks in addition to their livelihoods and income-generating activities (UNDP, 2019). These gaps must be overcome for women and girls to realize their potential as agents of change in CCA.

Most of the policy makers from line departments participating the survey in during two NAP workshops (on 24 May 2022 and 1 June 2022) realized that *“Vulnerabilities and climate risks are often reduced through carefully designed and implemented laws, policies, processes, and interventions that address context-specific inequities such as those based on gender, ethnicity, disability, age, location and income.”* (WGII, 2022) (the detailed information and analysis was shown in **Annex 6**). However, not all of them understood the gender equality statement and gender differential climate change impacts. As a result, mainstreaming gender equality in the NAP process at provincial level might be challenging.

In addition, funding for CCA activities remains limited in Viet Nam and *it is estimated that the country’s state budget will only cover approximately 30 percent of the financial resources needed to put effective adaptation measures in place.* The financial demand for constructing and upgrading disaster prevention and adaptation facilities is high and rising. Yet, the cost of CCA is estimated to exceed three to five percent of the country’s GDP by 2030.

According to Viet Nam’s Nationally Determined Contribution (NDC) Technical Report (2020), if Viet Nam spends 1.5 percent of its GDP on CCA over the period from 2021-2030, the country would need to mobilise about \$3.5 billion annually (on average), in addition to state resources. Acknowledging the growing need for adaptation funding and the budgetary constraints of the GoV, the allocation and use of such budget should not be ‘gender-blind’ and neglect to consider the specificities of 50 percent of the population. The participatory nature of the budget allocation processes will result in more inclusive and therefore more effective policy outcomes. Thus, adequate budgeting is crucial in ensuring that women have a seat at the table and a voice that is proportionate to the impact of the issues on their lives. In addition, opportunities should be further explored to stimulate different economic sectors, including the business sector, to invest in CCA activities in order to supplement state resources.

C. CONNECTING THE DOTS: ANALYSIS OF GENDER INTEGRATION IN CLIMATE CHANGE IN VIET NAM



Gender equality is entrenched into international agreements to which Viet Nam is a signatory. In 1992, Viet Nam ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), which affirms gender equality as a human right. Viet Nam also adopted the Sustainable Development Goals (SDGs) framework in 2015, committing to *“Achieve gender equality and empower all women and girls”* as part of SDG5 (Gender equality). The Law on Marriage and Family (2000), the Law on Gender Equality (2006), the Law on Domestic Violence Prevention and Control (2008) mark critical milestones for Viet Nam. Viet Nam’s updated Constitution (2013) also mentions the prohibition of discrimination between men and women.

The Beijing Declaration and Platform for Action (1995) adopted by 189 countries in 1995, including Viet Nam, is considered as the most comprehensive framework for women’s rights. It has been critically important in drawing global attention to the roles women play as agents of change, holders of knowledge and stewards of environmental protection, and made pledges to foster opportunities for them to join decision-making processes.

1. Commitments of the Government to mainstream gender in climate policies

Viet Nam has recognized gender inequality in addressing climate change since 2008 in the NTP-RCC. Gender equality is often mentioned as a guiding principle of policies in their objectives. In some cases, the specific vulnerabilities of women and gender-differentiated impacts are highlighted. However, targeted efforts to address women’s vulnerabilities remain sparse (UN & Oxfam, 2009).

The National Strategy on Climate Change 2011-2020, issued in December 2011 by the Prime Minister, supported the development and implementation of all major climate change-related initiatives in the country.¹³ Gender equality is considered as one of its objectives:

“Ensuring food security, energy security, water security, hunger eradication and poverty reduction, gender equality, social security, community health, improvement of living standards, and protection of natural resources in the context of climate change.”

The National strategy on climate change for the period to 2050, issued in July 2022 by the Prime Minister, includes specific tasks to *‘ensure social security and gender equality’*, focusing on raising awareness, knowledge and capacity of women for DRR and CCA, as well as strengthening the role and participation of women, in addition to developing policies on mobilizing and managing financial resources to encourage and strengthen the participation of businesses and people, especially women.¹⁴

The National Strategy on Gender Equality for the period 2021-2030 gives specific indicators in politics, education, healthcare, economics and labour, including the agriculture sector. Some of them (e.g., the ratios of women leaders, wages, education and time for unpaid work) relate to women’s needs, access to resources and decision-making for CCA.

The Law on Natural Disaster Prevention and Control (2013)¹⁵, issued by the National Assembly, regulates disaster prevention and control activities and the rights and obligations of agencies, organizations, households, individuals and international organizations in disaster prevention and control. Gender equality is considered as one of the basic principles of disaster prevention and control: *“Humanity, fairness, transparency and gender equity must be guaranteed in natural disaster prevention and control.”*

The revised Law on Environmental Protection (2020)¹⁶ mentions that *“Environmental protection is in harmony with social security, children’s rights, gender equality, ensuring everyone’s right to live in a healthy environment”* in Article 4.

¹⁴ <https://thuvienphapluat.vn/van-ban/Tai-nguyen-Moi-truong/Quyết-dinh-896-QĐ-TTg-2022-phe-duyet-Chien-luoc-quoc-gia-bien-doi-khi-hau-den-2050-523527.aspx>

¹⁵ https://data.vietnam.opendevloppementmekong.net/laws_record/lu-t-s-33-2013-gh13-c-a-qu-c-h-i-lu-t-phong-ch-ng-thien-tai

¹⁶ <https://thuvienphapluat.vn/van-ban/Tai-nguyen-Moi-truong/Luat-so-72-2020-QH14-Bao-ve-moi-truong-2020-431147.aspx>

The updated NDC (2020) makes multiple references to the impacts of climate change on women, stating that *“Climate change, increasing natural disasters and extreme climate have different effects on women and men.”* The landmark document dedicated a specific section to gender and highlights a nuanced understanding of those impacts on women, with a focus on the nexus between increased temperatures and prolonged heat waves, air pollution and other climate extremes and human health. Such climate change impacts have adverse effects on public health, leading to increased vulnerability, especially among the elderly and women.

In the NAP for 2021-2030 with a vision to 2050, enacted in 2020 by the Prime Minister (Decision No. 1055/QĐ-TTg dated 20/07/2020 of the Prime Minister)¹⁷, gender is considered by enhancing women’s capacity, developing female human resources to participate in the process of adapting to climate change and serving the second goal of the NAP. Specifically, the NAP aims to *“raise awareness and knowledge about climate change and natural disasters of all levels of government, social organizations and communities; capacity building, developing female human resources, promoting gender equality in climate change adaptation”*, in order to implement the goal of *“Strengthening resilience and building adaptive capacity of communities, economic sectors and ecosystems through investment in adaptation actions, science and technology, raising awareness to be ready to adjust to climate changes.”* Gender equality is also mentioned in Phases II and III of the NAP for after 2030 until 2050, promoting the results achieved in the period from 2021-2030 to resolve many issues, including gender inequality.

Importantly, in the NAP, three tasks have been assigned to MOLISA to enhance women’s capacity, as follows:

1. *Formulate specific policies to support vulnerable people, gender mainstreaming in the implementation of climate change adaptation activities;*

¹⁷ <https://thuvienphapluat.vn/van-ban/Tai-nguyen-Moi-truong/Quyết-dinh-1055-QĐ-TTg-2020-Ke-hoach-quoc-gia-thich-ung-voi-bien-doi-khi-hau-2021-2030-447740.aspx>

2. *Formulate a communication scheme for promoting green growth, including Gender and climate change, Gender equality and climate change; and*
3. *Provide soft skills training for women engaging in new economic sectors towards climate change adaptation.*

The National Monitoring and Evaluation System for Climate Change Adaptation Activities (Decision No. 148/QĐ-TTg) issued by the Prime Minister in January of 2022¹⁸ introduces two gender indicators for effectiveness assessment of CCA activities, listed as follows:

- a. *Percentage (%) of people and women in vulnerable areas due to climate change impacts who received vocational training and changed livelihoods (indicator 8.2).*
- b. *Percentage (%) of people and women in vulnerable areas due to climate change impacts who are trained in soft skills on climate change adaptation, natural disaster prevention and control (indicator 8.3).*

Currently, the Department of Climate Change (DCC) under MONRE has the responsibility to guide and monitor the implementation of the NAP (Decision No. 1266/2017/QĐ-BTNMT dated 25/10/2022 of MONRE) and CCA activities within MONRE based on Decision No. 148/QĐ-TTg.

In the aftermath of the 2021 United Nations Climate Change Conference of the Parties (COP26), Viet Nam’s commitment to achieve net-zero greenhouse gas emissions by 2050 through the *‘transitioning of the development model towards a green, circular, sustainable, inclusive, and humanistic economy’* was announced, a new platform to achieve a just energy transition has been discussed to implement the commitment. This includes realigning some of the key climate policies and strategies (including the National Climate Change Strategy (NCCS) and the NAP) with the pledges made at COP26. Indeed, a just transition has been considered a key ‘vehicle’ for gender equality in the transition to a low-carbon economy as just transition policies can support gender-sensitive climate action (ILO, 2022).

¹⁸ <https://vanban.chinhphu.vn/?pageid=27160&docid=205280>

2. Progress and gaps in mainstreaming and integrating climate change and gender equality

a) Progress and gaps in policies

Recent policies have taken decisive steps and progress have been made in mainstreaming and integrating climate change and gender equality. Enacted in January of 2022, Decision No. 148/QĐ-TTg¹⁹ marks a critical milestone in such integration. Indeed, the M&E system for activities tasked MOLISA with the implementation of specific activities and gave the Ministry a subsequent role in the collection of two indicators. Furthermore, the Decision to Implement COP26 commitments in Viet Nam established the task of 'Developing models of **social security and fair transformation** suitable to natural, ecological and social conditions of different regions' (Decision No. 888/QĐ-TTg of the Prime Minister dated 25 July 2022), and the NCCS for the period to 2050 also put forward the task of 'Ensuring social security and **gender equality** including by training women, raising awareness, promoting participation in DRR, etc.' (Decision No. 896/QĐ-TTg dated 26 July 2022 of the Prime Minister).

Climate policies in Viet Nam regularly mention gender equality and women empowerment, however, the realization of the goals and pathways to implement adaptation actions that will contribute to tackling inequalities and building the adaptive capacity of women remain unclear so far.

Institutional gaps remain with respect to integrating climate change considerations within the gender equality framework, and vice versa and there are limited institutional arrangements to ensure coordination between technical institutions and ministries working on climate and gender issues. For example, MONRE is not a member of the NCFAW (Decision No. 114/QĐ-TTg dated 22/08/2008 of the Prime Minister)²⁰. In addition, neither MOLISA nor VWU participate in the NCCC (MPI & UNDP, 2022). These gaps lead to bottleneck for effective

¹⁹ <https://baotintuc.vn/chinh-tri/thanh-hoa-truy-tang-148-me-danh-hieu-ba-me-viet-nam-anh-hung-20190111120812871.htm>

²⁰ <https://vbpl.vn/bolaodong/Pages/vbpq-toanvan.aspx?itemID=23956>

integration of gender mainstreaming in CCA. Some progress have been made recently to increase the governance mechanisms developed to accelerate the cooperation between MOLISA and other ministries on climate change, such as with the inclusion of MOLISA in the Steering Committee of COP26.

b) Gaps and progress in current governance systems on CCA and gender equality

Viet Nam has made substantial efforts to establish climate change governance systems since the NTP-RCC was enacted in 2008 (Decision No. 158/QĐ-TTg dated 02/12/2008 of the Prime Minister). Similarly, progress on gender equality has been made with the establishment of the National Committee for the Advancement of Women (NCFAW) at all levels since 2008. In Viet Nam, climate and gender governance include three types of actors, namely government agencies, enterprises and social political organizations such as the Viet Nam Women's Union (VWU) and NGOs (Figure 2 & Figure 3). The management systems span from national to local levels, and the roles and responsibilities of all stakeholders are indicated in Table 2.

MONRE hosts the Standing Office of the National Committee on Climate Change (NCCC) (Decision No. 43/QĐ-TTg dated 09/01/2012 of the Prime Minister) and is the agency tasked with coordinating the development of climate change policies. MONRE is the Standing Agency of the National Steering Committee for the implementation of Viet Nam's commitments at COP26 (Decision No. 2157/QĐ-TTg dated 21/12/2021 of the Prime Minister). Meanwhile, MOLISA is the line ministry in charge of formulating and implementing gender equality in cooperation with other ministries. Accordingly, MOLISA had developed the National Strategy on Gender Equality (NSGE) for 2021-2030 which was promulgated in Resolution 28/NQ-CP dated 03/03/2021 by the Government. The strategy sets out objectives and targets and details the implementation responsibilities of GoV agencies. Formulated in the Law on Gender Equality, this is the baseline for implementation of gender equality across ministries.

Figure 2. Stakeholders involved in climate change in Viet Nam.

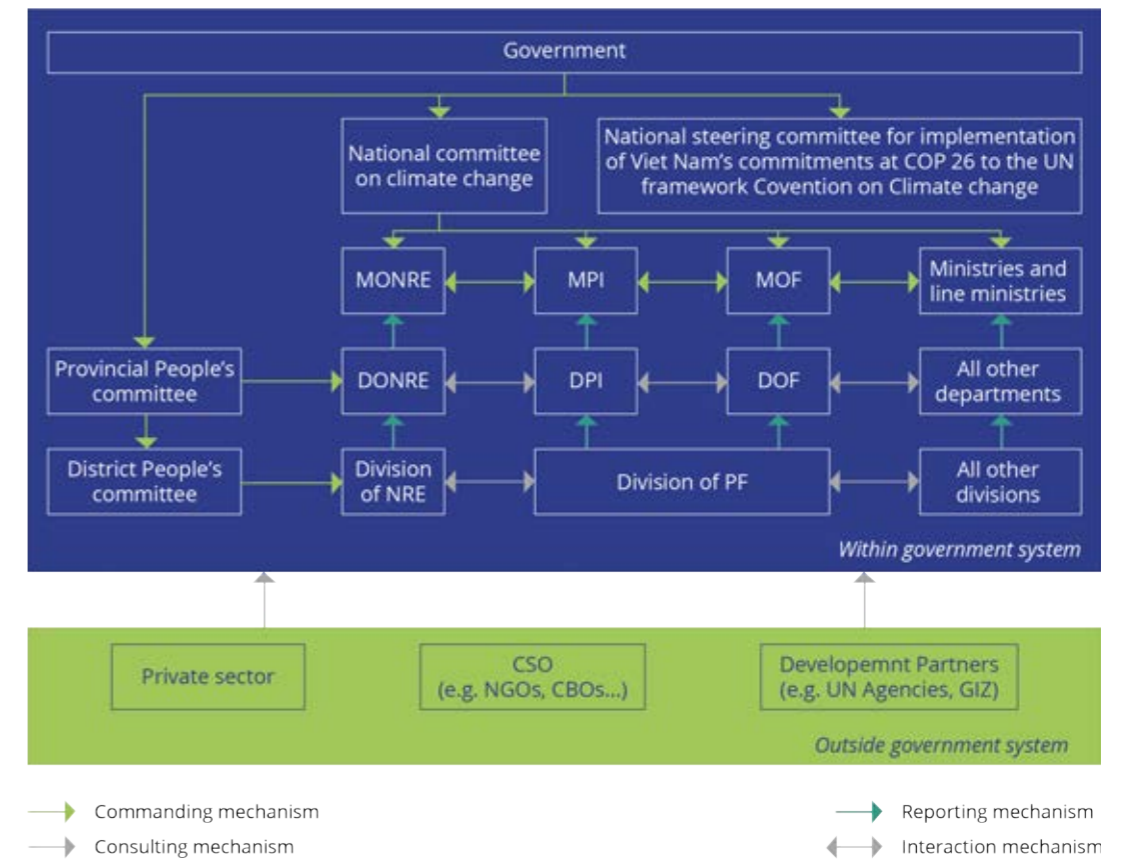


Figure 3. Stakeholders involved in gender equality in Viet Nam.

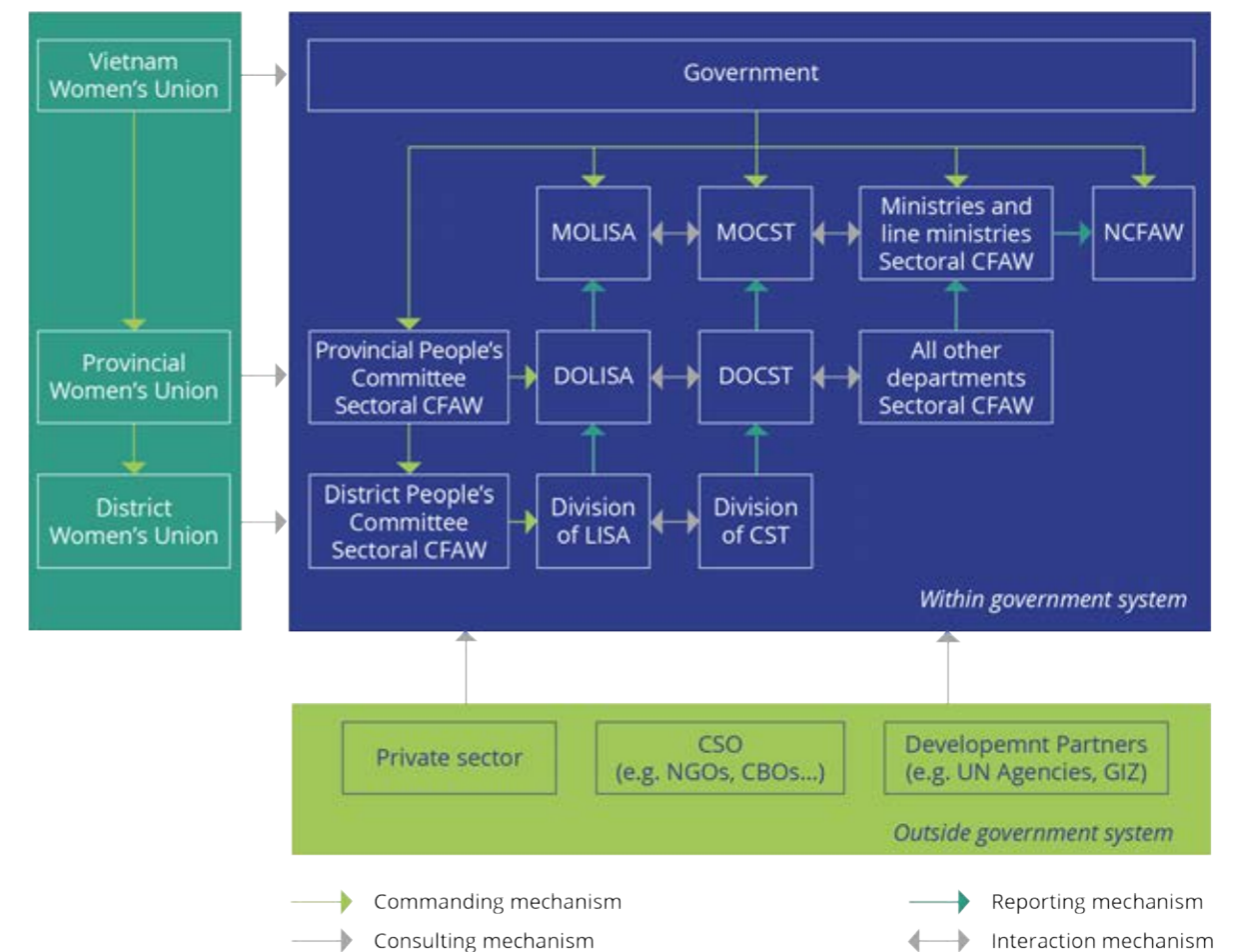


Table 2. Functions of key stakeholders in Viet Nam on gender and climate change adaptation.

Organization	Roles and responsibilities on CCA of the NAP	Roles and responsibilities on gender equality
NCCC	<ul style="list-style-type: none"> - Consult with and assist the Government and the Prime Minister in researching, proposing, directing, regulating, coordinating, and urging the settlement of important and interdisciplinary fields and programmes of the National Strategy and processes on climate change - Direct and organize the implementation of international cooperation on climate change <p><i>The Standing Office of the NCCC is at MONRE.</i></p>	
National Steering Committee for the implementation of Viet Nam's commitments at COP26	<ul style="list-style-type: none"> - Research, direct, and coordinate to deal with important and interdisciplinary work related to the implementation of Viet Nam's commitments at COP26 - Coordinate activities to respond to climate change among ministries, sectors and localities, and facilitate cooperation between Viet Nam and international organizations, development partners and countries - Direct reviewing and completing synchronously mechanisms, policies, laws, strategies and planning - Direct the implementation of programmes, projects and prioritized tasks to respond to climate change and energy 	
NCFAW		<ul style="list-style-type: none"> - Assist the Prime Minister with research and coordination efforts to solve interdisciplinary issues related to the advancement of women nationwide - Study and propose to the Prime Minister directions and solutions to solve interdisciplinary problems related to the advancement of women - Coordinate and urge ministries to disseminate and mobilize the people to implement the Party policies and state laws related to the advancement of women. <p><i>The Standing Office of NCFAW is at MOLISA.</i></p>

MONRE	<ul style="list-style-type: none"> - Perform regular online M&E of the implementation of the NAP to ensure its effectiveness - develop and manage a database on the M&E system (implementation progress and results) and report to the Prime Minister for consideration and adjustment in accordance with actual requirements - Support the Ministry of Planning and Investment (MPI) to develop mechanisms and policies to support and attract investment for CCA activities, to strengthen the insurance system, and to share information about climate and disaster risks - Implement the tasks assigned in the NAP 	<ul style="list-style-type: none"> - Coordinate and integrate related activities, contributing to the effective implementation of the objectives of the programme on "Strengthening the equal participation of women in leadership and management positions at all levels of policymaking in the period 2021-2030" - Based on their actual conditions and situation, develop implementation plans or integrate programmes, plans and tasks of their units to carry out gender equality work, including that which is related to climate change
MPI	<ul style="list-style-type: none"> - Review and integrate investment projects into the medium-term public investment plan proposed by ministries and provinces to submit to authorities - Review socio-economic development master plans and plans to ensure integration of the NAP and consistency between the master plans and plans - Develop mechanisms and policies to support and attract investments for CCA activities 	<ul style="list-style-type: none"> - Coordinate and integrate related activities, contributing to the effective implementation of the objectives of the programme on "Strengthening the equal participation of women in leadership and management positions at all levels of policymaking in the period 2021-2030"
Ministry of Finance	<ul style="list-style-type: none"> - Balance and allocate funds from the central budget to carry out the NAP - Implement the assigned tasks of the NAP 	<ul style="list-style-type: none"> - Ensure funding from the state budget for the implementation of programmes and projects on gender equality after being approved - Guide, inspect and examine the use of funds for the implementation of approved gender equality programmes and projects in accordance with the Law on State Budget and other relevant laws
Ministry of Agriculture and Rural Development, Ministry of Construction, Ministry of Transport, Ministry of Industry and Trade, Ministry of Science and Technology, Ministry of Education and Training (MOET) and the Ministry of Health	<ul style="list-style-type: none"> - Implement the assigned tasks in the NAP, mobilize and arrange resources to perform tasks, ensure quality and schedule as required - Review sectoral, regional and local development master plans, plan ways to integrate them with the activities of the NAP, and ensure coherence between plans - Attract the participation of stakeholders to invest and support the NAP implementation - Raise awareness on CCA - Periodically report on the implementation of the plan to MONRE - Organize the M&E of CCA activities within the scope of management - MOET is mentioned but hardly featured in the NAP 	<ul style="list-style-type: none"> - Coordinate and integrate related activities, contributing to the effective implementation of the objectives of the programme on "Strengthening the equal participation of women in leadership and management positions at all levels of policymaking in the period 2021-2030"

MOLISA	<ul style="list-style-type: none"> - Implement the assigned tasks in the NAP, mobilize and arrange resources to perform tasks, ensure quality and schedule as required - Review sectoral, regional and local development master plans, plan ways to integrate them with the activities of the NAP, and ensure coherence between plans 	<ul style="list-style-type: none"> - Primary government agency in charge of state administration of gender equality since 2008. - Submit to the Government and Prime Minister for promulgation strategies, policies, programmes, plans and national targets on gender equality, and measures to promote gender equality.
	<ul style="list-style-type: none"> - Attract the participation of stakeholders to invest and support the NAP implementation - Raise awareness on CCA - Periodically report on the implementation of the plan to MONRE - Organize the M&E of CCA activities within the scope of management 	<ul style="list-style-type: none"> - Guide gender equality activities, provide skills to integrate gender equality issues in the organization and operation of agencies and organizations and assess the integration of gender equality issues in the development of normative legal documents. - Lead the implementation of the Beijing Platform for Action and CEDAW. - Coordinate and integrate related activities, contributing to the effective implementation of the objectives of the Programme on “Strengthening the equal participation of women in leadership and management positions at all levels of policymaking in the period 2021-2030” .
Ministry of Culture, Sports and Tourism	<ul style="list-style-type: none"> - Implement the assigned tasks in the NAP, mobilize and arrange resources to perform tasks, ensure quality and schedule as required - Review sectoral, regional and local development master plans, plan ways to integrate them with the activities of the NAP, and ensure coherence between plans - Attract the participation of stakeholders to invest and support the NAP implementation - Raise awareness on CCA - Periodically report on the implementation of the plan to MONRE - Organize the M&E of CCA activities within the scope of management 	<ul style="list-style-type: none"> - Be primarily responsible for and coordinate with ministries, ministerial-level agencies, government-related agencies and Provincial People’s Committees in organizing the implementation of legal documents, programmes and plans on domestic violence prevention and control - Guide the synthesis and analysis of domestic violence prevention and control, direct the implementation of the statistical reporting regime on domestic violence prevention and control, and direct the summarization of practical experience and replication of domestic violence prevention and control models
Provincial People’s Committees	<ul style="list-style-type: none"> - Allocate funds for the implementation of activities and tasks of the NAP assigned to provinces for implementation from local budget sources as prescribed 	
DONRE	<ul style="list-style-type: none"> - Follow the direction of the People’s Committee on the implementation of the provinces NAP tasks 	

Department of Labour, Invalids and Social Affairs		<ul style="list-style-type: none"> - Under the direction of the People’s Committee on the implementation of provinces’ gender tasks - Guide and mainstream gender equality considerations in the formulation and implementation of local socio-economic development strategies and plans - Advise on measures to promote gender equality in line with local socio-economic conditions
Department of Culture, Sport and Tourism		<ul style="list-style-type: none"> - Implement the Law on Domestic Violence Prevention and Control (2007) at the sub-provincial level - Develop programmes and plans on domestic violence prevention and control, provide counselling services for families on domestic violence issues and deliver training courses for staff and social workers at the sub-provincial level
Women’s Unions at national, provincial, district and ward levels	<ul style="list-style-type: none"> - Represent, care for and protect the legitimate and justifiable rights and interests of women of all strata, participate in and contribute to the Party and participate in state management including on CCA 	<ul style="list-style-type: none"> - Represent, care for and protect the legitimate and justifiable rights and interests of women of all strata, participate in and contribute to the Party and participate in state management including on gender equality - Unite and mobilize women to implement the Party’s guidelines and the state’s policies and laws, including social mobilization to help realize gender equality
UNDP, UN Women and other inter-governmental organizations	<ul style="list-style-type: none"> - Provide technical and financial support, carry out research, contribute to think tanks and provide recommendations on CCA 	<ul style="list-style-type: none"> - Provide technical and financial support, carry out research, contribute to think tanks and provide recommendations on gender equality
International/ local NGOs and Climate Change Working Group	<ul style="list-style-type: none"> - Carry out research, contribute to think tanks and provide recommendations on CCA to advance gender mainstreaming in climate policies 	<ul style="list-style-type: none"> - Carry out research, contribute to think tanks and provide recommendations on gender equality
Private sector	<ul style="list-style-type: none"> - Provide financial support for implementing CCA projects - Participate in and support the formulation of policies and the implementation of public-private partnership projects on CCA 	<ul style="list-style-type: none"> - May deliver funding through corporate social responsibility - Invest in value chains to become more resilient - May be requested by the GoV to make certain CCA investments that would benefit the whole community (e.g., build coastal protection near tourist resorts)

Sources: (UN Women, 2021), (Strauch, 2018) and (United Nations & CCWG, 2017).

c) Gaps and progress in mainstreaming and integrating climate change and gender equality

Overall, it was found that the provincial governments comply with the request of formulating climate plans stemming from the national level. However, gaps remain when it comes to integration into socio-economic development plans (SEDPs) and implementation. This presents an opportunity for including requests in the NAP at the national level that will drive gender equality (e.g., through indicators, tasks and actions) since compliance at the sub-national level is very high. Conversely, since the Ministry of Planning and Investment (MPI) is the state agency tasked with the allocation of climate finance. The collaboration between the Gender Equality Department (under MOLISA) and MPI needs to increase to ensure that women will also reap the benefits of investments in CCA (see Section D).

Cooperation mechanisms between climate line departments and women-led organizations is still insufficient in the implementation of climate change policies, i.e., less than 21 percent of respondents mentioned the existing of the cooperation in the research groups' survey in May and June, 2022. This lack of cross-ministerial collaboration can also be explained by the absence of guidance on gender mainstreaming from the national level and limited awareness on gender mainstreaming and the necessity of cooperation in implementing climate change policies of decision-makers at the provincial level. This is a clear gap that should be addressed in the implementation of the NAP.

In addition, development partners and NGOs have been working towards the integration of climate change, notably with the set-up of the Climate Change Working Group (CCWG), which gathers national and international NGOs and development partners in collecting and disseminating knowledge and resources, collectively drafting policy papers and/or contributing to policy formulation and the implementation of various projects and activities in Viet Nam. Working directly with the DCC (MONRE), MOLISA and VWU, gender

mainstreaming is at the core of the CCWG's advocacy work.

In addition, women's representation in decision-making positions remains low. The implementation of gender strategies and action plans is still weak due to the absence of guidelines and the lack of sex-disaggregated data to provide further analysis and evidence on various aspects of gender equality (UN Women, 2021).

Technical capacities, budget and financial incentives to mainstream gender in climate policies are also lacking. It should be noted that although government agencies face similar barriers, the level of awareness, understanding, and capacity to implement CCA and gender equality efforts and projects differ between ministries. For instance, the Ministry of Agriculture and Rural Development (MARD) has already received substantial support from UNDP through the National Adaptation Plan-Agriculture (NAP-Ag) project and from other development partners and CSOs to advance CCA and in the process, integrate gender equality. Others, such as the Ministry of Health (MOH) and MONRE, have only recently started working on CCA. On the other hand, although a large amount of state funding to transport (roads and bridges) has been linked to CCA, the Ministry of Transport (MOT) has not yet conducted substantive work on gender equality mainstreaming in transportation policies or the CCA elements of transport.

D. GENDER ANALYSIS IN KEY PRIORITIZED SECTORS IN THE NAP



The NAP-Sup Project focused on five key sectors: natural resources and environment under MONRE, agriculture and rural development under MARD, health under MOH, transport under MOT and planning and investment under MPI. As such, the following sections present the gender analysis for these five prioritized sectors and the education sector (instrumental to raising awareness of climate

change and changing gender norms). While these sectors represent important starting points for the analysis, it should be noted that findings and recommendations could be applicable to other sectors. With this in mind, the authors hope other practitioners will undertake similar endeavours in new sectors in order to continue to generate knowledge and advance gender mainstreaming in Viet Nam.

Table 3. Summary of policies reviewed in this research.

Ministries taking the lead in the implementation of policies	No. of climate change-related policies reviewed	No. of climate change-related policies that include gender considerations	
		Indirectly through the mention of 'social groups'*	Directly
MONRE	17	2	7
MARD	8	2	4
MOH	1	0	1
MOT	6	0	0
MPI	4	1	3

* 'Social groups' are defined as 'vulnerable groups', 'vulnerability of people', 'equality', 'organizations and individuals' or 'subjects at risk' in Vietnamese as "nhóm đối tượng dễ bị tổn thương", "Tính dễ bị tổn thương của con người", "bình đẳng", "tổ chức và các nhân" hay "đối tượng có nguy cơ rủi ro".

Article 3 of the Law on Natural Disaster Prevention and Control (2013), which was revised in 2020, defines vulnerable people as "... groups of people whose characteristics and circumstances make them more likely to suffer adverse impacts from disasters than other groups in the community. Vulnerable people include children, the elderly, pregnant or nursing women with child under 12 months old, people with disabilities, people with serious illnesses and the poor."²¹

²¹ Original citation in Vietnamese "Đối tượng dễ bị tổn thương là nhóm người có đặc điểm và hoàn cảnh khiến họ có khả năng phải chịu nhiều tác động bất lợi hơn từ thiên tai so với những nhóm người khác trong cộng đồng. Đối tượng dễ bị tổn thương bao gồm trẻ em, người cao tuổi, phụ nữ đang mang thai hoặc đang nuôi con dưới 12 tháng tuổi, người khuyết tật, người bị bệnh hiểm nghèo và người nghèo."

1. Environment and natural resources

MONRE is the state agency tasked with performing state management in the following fields: land, water resources, mineral and geological resources, environment (including biodiversity), waste pollution control, environmental protection, and sea and islands.

a) Why do gender considerations matter in CCA in the natural resources and environment sector?

Women and men do not interact with natural resources in the same ways, both with respect to their employment and income-generating activities (e.g., land titles and formal and informal employment structure), as well as in relation to unpaid and household activities as mentioned in Section B (e.g., use of water and forests and management of household waste). In rural areas, the burden of unpaid care work and traditional roles means that women are more sensitive to the availability and quality of natural resources. Women and men traditionally perform different activities in forest and biodiversity management, however since women have less control over land, they may be less involved in tree planting schemes, for example.

Soil degradation, forest fires and localized environmental deterioration all leave the rural population increasingly exposed to such hazards, and their vulnerability will depend on exposure and capacity to adapt.

Since generally women earn less than men, special attention must be paid to ensure that natural ecosystem continues to provide services to the households disproportionately reliant on them, which are often found to be those headed by women.

Furthermore, there are still considerable disparities in the decision-making process at all levels (policy and private), for instance in terms of rights to water and on-farm decisions (Cuc Thong ke, 2012). Women are less likely to participate in community meetings and decision-making structures, which leads to a lack of gendered perspectives in local CCA plans.

However, given that many women work with natural resources on a daily basis, it is essential for them to have influence over their use and management.

Women play a pivotal role in natural resources management, especially under adverse impacts of climate change, since they actively contribute to the uptake of adaptive livelihood strategies and already actively mobilize communities in the different phases of the risk management cycle. The rationale to mainstream gender into the natural resources and environment sector is also based on the fact that everyone deserves short- and long-term protection and enhanced resilience through DRR and CCA (UN Women, 2021).

b) Baseline data and vulnerability assessments

Access to water

Viet Nam faces multiple severe water-related issues, such as reduced water quality, water shortages, floods and flash floods and water insecurity, all of which have increased in scope and severity over the last several decades, due to the impacts of climate change.

In Viet Nam, 96 percent of households had access to hygienic water sources in 2021 (GSO, 2021), 89 percent of the urban population was supplied with clean water through a centralized water supply system (GSO, 2019), and the clean water access rate in rural areas was 51 percent by 2020 (World Bank, 2020).

However, the percentage of households with access to tap water is only about 52 percent (Hung, 2022). In addition, the rate of access to clean water in Viet Nam varies largely between provinces. While in the major cities such as Ho Chi Minh, Hue and Hai Phong, more than 80 percent of households have access to clean water, other provinces such as Lam Dong, Nghe An and Thanh Hoa lag behind, with less than 50 percent of households having access to clean water. Water insecurity as a result of climate change increases the workload of women.



Biodiversity loss

Viet Nam is one of 12 centres of biodiversity in the world, with rich biodiversity potential, highly diverse ecosystems, rare species and ample genetic resources. However, according to the NDC Technical Report of Viet Nam (2020), biodiversity is one of the areas with a high level of risk due to climate change.

Increasingly rapid and severe biodiversity degradation has been taking place due to climate change-related impacts such as floods, droughts, forest fires, erosion and landslides. The increased frequency and irregularity of climate change and extreme weather events will negatively affect all types of forests, shrinking the forest area, reducing the richness of flora and fauna and decreasing the area of mangrove forests. Climate change also reduces biodiversity in coastal areas as it changes the ecology of low-lying riverside areas and affects biodiversity in mountainous areas on a very large scale, adversely impacting poor farmers and ethnic minority groups in particular. Threats from biodiversity loss and ecosystem degradation can reduce the livelihoods of communities in coastal and mountainous areas, increasing burdens on and inequalities for women. Estimated losses and damages due to the impacts of climate change in 2030 on the field of biodiversity amount to 0.1 percent of GDP (NDC Technical Report of Viet Nam, 2020).

Waste management

In the waste sector, women form the majority of the informal workforce, comprising up to 95 percent of the Ve Chai (informal waste workers) in Ho Chi Minh City alone. Since they often do not have the Ho Khau (proof of residency), they lack access to social security, and by extension, access to basic services such as healthcare and rental housing (UNDP, 2022).

Female workers in waste management make up most of the informal workforce (43.5 percent of the total 18 million people) in the recycling and plastic waste management sectors. 90 percent of street collectors and informal waste workers are women, carrying out waste sorting, cleaning and segregation with low wages

and no access to social and health insurance, and limited information about labour rights, workplace hygiene, and safety regulations, or registration for insurance. Women working in the plastic waste value chain expose their bodies to toxic gases, bacteria, parasites and dust at levels that are three to seven times higher than the legal limit. 52 percent of waste collectors suffer from health conditions such as dengue, the flu and dermatological problems, and 28.6 percent are prone to bronchitis and lung disease (UN Women, 2021).

Minerals and geology

Viet Nam is considered a country with diverse mineral resources, with more than 5,000 mines of 60 types of minerals. Some types of minerals include oil and gas, bauxite, titanium, coal and rare earth, all of which have significant reserves and the potential to be developed into industries (Resource Hub, 2022). Rising sea levels and storms will cause difficulties for the mining industry and may increase landslides, affecting building structures, soil stratigraphy, ground stability and capacity to store, absorb and drain water in the area and ability to prevent landslides and saline intrusion (MONRE, 2022). Currently, MONRE has just promulgated Circular 01/2022/ BTNMT-TT (2022) on detailed provisions for the implementation of the Law on Environmental Protection in which there is one chapter to guide ministries and provinces to assess climate change impacts on their own respective field. However, considerable time is required to carry out the assessments. Therefore, until now, there have not been any comprehensive studies assessing CCA solutions in the fields of mineral extraction and geomorphology, biodiversity, sea, water resources or land resources that examine gender considerations and identify gaps that need to be addressed.

Sea and islands

Viet Nam has a coastline that is approximately 3,260km long. 28 of 63 provinces in the country are coastal provinces, with 125 coastal districts and 12 island districts. Under the impacts of climate change, coastal and island districts, especially those in the Southern Delta, have an extremely low altitude above sea level. Thus,

they can easily be submerged by tides, causing land loss and salinity intrusion. For example, in Ho Chi Minh City, 40 to 50 percent of the land has an altitude less than one meter above sea level, and 13 to 20 percent of the land is in the range of one to two meters above sea level. Thus, many coastal residents, in particular women, are faced with the difficult choice of learning to live with flooding events and the risk of losing their livelihoods or migrating to less disaster-prone locations.

c) Status of gender mainstreaming into climate policies of MONRE

The GoV has established various policies and programmes on CCA, which address gender equality both indirectly and directly, as follows:

The Law on Water Resources (2012) indirectly stipulates the participation of women in water resource management in Article 6: *“Collect opinions of the residential community and relevant organizations and individuals in exploitation and use of water resources and discharge of wastewater into water sources.”* Accordingly, representatives of the community and relevant organizations and individuals in the affected areas, including women, need to be able to contribute ideas for construction projects to exploit and use natural water resources or safely discharge wastewater, both of which greatly affect production and lives in the area. People will provide their opinions on the plan for exploitation and use of water resources and discharge of wastewater into the water source of the project. Based on these opinions and ideas, the project investor must summarize, absorb, explain and attach such opinions to the project’s dossier when submitting it to a competent state agency for investment decision.

Article 53 of the **Law on Projects to Build Reservoirs on Rivers and Streams (2012)** states that *“during the planning process, it is necessary to organize consultation with beneficiaries and subjects at risk in the exploitation and use of water resources caused by the construction of the reservoir proposed in the planning. All comments and suggestions must be explained and absorbed in the report sent to the state agency competent to appraise the planning.”*

Article 25 of the **Law on Responsibility to Protect Water Resources (2012)** states that *“Organizations and individuals have the responsibility to regularly protect the water sources they exploit and use, and at the same time have the right to supervise the acts and phenomena that cause pollution, degradation or depletion of water sources of organizations and individuals.”* However, they do not directly mention the involvement of women or women-led organizations. As a result, the planning process can ignore the different needs of women and men and limit the contribution of women in using, monitoring and protecting water resources.

Although the 2013 Land Law stipulates the right for women to legally register LURCs with their husbands, in the majority of cases, solely the husband’s name appears on the certificate (UN Women, 2021). In the Kinh village of Trang Tri, about 80 percent of households are headed by men holding LURCs. Limited land rights, lack of access to necessary tools, financial and material resources, and a deficiency of available information regarding legal procedures to access land rights further limit their ability to adapt to climate change (MONRE, 2016).

The Law on Biodiversity (2018) of the National Assembly is also gender-blind. It only indirectly mentions women’s participation in the protected areas or proximity to protected areas during the preparation and appraisal of projects to establish protected areas at the national level (Article 22) and at the provincial level (Article 24). Yet, protected biodiversity areas may have unintended impacts on women: *“...forest protection and conservation measures make it more difficult for poor women to collect fuel-wood and non-timber forest products for daily subsistence. Women in Ca Mau for instance mentioned that it is much harder nowadays to collect crabs or kèo fish (Goby fry) since it is now forbidden”* (CBD, 2021).

Policies related to natural resources and the environment and climate are summarised in **Table 4.**

Table 4. Cross-cutting objectives in natural resources, environment and climate policies.

Regulations	Implications for gender equality	Implications for climate change
Gender equality		
Decision No. 1491/QD-BTNMT dated 28/07/2021 of MONRE on Promulgating the Action Plan of Resolution No. 28/NQ-CP of the Government promulgating the NSGE for the 2021-2030 period (2021)	None	All departments of MONRE, based on their actual conditions and situation, develop implementation plans or integrate programmes, plans and tasks of their units to carry out gender equality work, including that which is related to climate change
Document No. 1722/TNMT-TCCB dated 06/04/2022 of MONRE on the implementation of gender equality in 2022 and the following years	All departments of MONRE actively integrate communication about gender equality into programmes, schemes, plans and projects related to their functions, including the DCC	CC is included in the function of DCC
Climate change		
Resolution No. 24-NQ/TW dated 03/06/2013 of the Party Central Committee on proactively responding to climate change, strengthening natural resource management and environmental protection (2013)	None	Proactively responding to climate change, strengthening natural resource management and environmental protection
Law No. 72/2020/QH14 dated 17/11/2020 approved by the National Assembly on Environmental Protection (2020)	Article 4 on the principles of environmental protection of the Law mentions that <i>“Environmental protection needs to be combined with social welfare, children’s rights, gender equality promotion, and ensure people’s right to live in a safe and healthy living environment”</i>	Articles 90-96 in Chapter VII on Climate Change Response mention requirements and identify responsibilities of state agencies for responding to climate change, supplementing regulations on integrating CCA, mitigating greenhouse gas emissions and protecting the ozone layer
Decision No. 1746/QD- TTg dated 04/12/2019 of the Prime Minister on National Action Plan on Marine Plastic Debris Management for 2020-2030 (2019)	Article 6, Section III on implementation organization mentions the need of Women’s Unions, together with other socio-political organizations, to continue their campaigns and communication efforts related to reducing plastic waste and disseminating policies to all members of society	None

Decision No. 1055/TTg dated 20/07/2020 of the Prime Minister on the promulgation of the NAP to Adapt to Climate Change for the period 2021-2030, with vision to 2050 (2020)	Three tasks have been assigned to MOLISA focusing on enhancing women’s capacity including: (i) “revise and complete policies to improve capacity for entities more vulnerable to climate change in order to reduce impacts of climate change on employment opportunities of people and gender equality status”; (ii) formulate a communication scheme for promoting green growth, including “Gender and climate change” and “Gender equality and climate change”; and (iii) “provide soft skills training for women engaging in new economic sectors towards climate change adaptation”	The NAP identifies three groups of tasks and solutions, focusing on seven priority groups and fields to implement Viet Nam’s NDC commitments on CCA, and to contribute to the achievement of the SDGs
Decision No. 672/QD- BTNMT dated 31/03/2017 of MONRE on the Action Plan to respond to Climate Change for 2016-2020 (2017)	None	Enhancing capacity in terms of forecasting, providing early warning of disasters, managing and monitoring climate change and building capacity to respond to climate change for all sectors within MONRE for 2016-2020, contributing to the implementation of the NSCC

All 63 provinces and centrally managed cities, as well as line ministries, have completed and started to implement the Action Plan to Respond to Climate Change, but not all of them have considered gender equality in adaptation in a comprehensive manner. Provinces have focused on developing and diversifying livelihoods through activities such as restructuring crops and livestock, changing the scope and scale of production and applying for technology transfer. Yet, many community livelihood models with women’s participation have been piloted in localities across the Northern, Central and Southern Regions, which could be scaled-up (AFD, 2020).

The review of major climate change policy documents uncovered three types of challenges for gender mainstreaming in CCA. Firstly, the terms ‘gender equality’ and ‘women’ are sometimes mentioned in the principle(s), but there are often no indicators to assess the differential impacts on men and women. Secondly, the documents do not include specific guidelines for implementing gender-responsive CCA solutions in the field of natural resources and the environment. Lastly, financial resources to collect gender-disaggregated data and monitor the implementation of activities during and after projects/programmes/efforts end are typically either limited or altogether absent. As of now, the policies formulated in the water sector present limited integration of gender considerations, which might concur the risk of failing to address the specific needs, sensitivities, and exposure of women.

d) Gender gaps and challenges, and results of the survey

Major challenges remain in ensuring gender equality in the leadership roles and decision-making processes related to climate change.

DONREs coordinate climate change action at the provincial levels and are the local provincial focal points in advancing various national climate change policies in the provinces. However, our research found that *as of June 2022, there are no women Directors of DONRE in any of the 63 provinces of Viet Nam. Only 17 women hold the position of 'Deputy Director' out of a total of 187 Deputy Directors, accounting for only 6.8 percent of all leadership positions.*

In addition, holding high level positions in the provinces requires a considerable time investment and participation in socialization activities that can be perceived as 'masculine.' Such perception overlooks the fact that due to existing social norms on gender roles, the burden of unpaid care and domestic work on women is significantly higher compared to men, which leaves them much less likely to have time to attend consultations or otherwise actively participate in policymaking processes. *During the data collection process, an officer explained this lack of representation by the following reason: "This work is hard and tiring, women don't want to do it."* Without generalizing, such reasons often surfaced during consultations and discussions with stakeholders. Women are still considered to be primarily responsible for family activities and prioritizing work is thought to result in neglecting the family and domestic responsibilities. These attitudes illustrate the existing social norms and potential

of lack of support faced by women if they do actively participate in policymaking, resulting in potential judgements from their families and communities, as well as the reinforcement of their lack of self-confidence.

In 2021, Decision No. 2282/2020/QD-TTg was issued with the objective of strengthening the equal participation of women in leadership and management positions at all levels of policymaking in the period from 2021 to 2030. It indicated the following target:

"By 2025 for 60% and by 2030 for 75% of state management agencies and local authorities at all levels to have key female leaders. For some specific industries and fields where the percentage of female cadres, civil servants and public employees is less than 30 percent, the target can be adjusted to suit the reality of the agency or unit."

However, a large gap between the current number of women leaders and the targets remains.

Existing budgeting and planning processes have not necessarily represented gender priorities for adaptation in the sector. It was found that the climate budget represented a relatively large proportion of the provincial budget over the 2016-2020 period (between 16 and 21 percent) in the 29 provinces studied by the [Climate Public Expenditure and Investment Review](#). Moreover, adaptation accounted for 90 percent of the climate budget during this period. Despite the availability of a substantial climate budget, the lack of representation of gender priorities hampers the advancement of gender integration into CCA ([MPI & UNDP, 2022](#)).

However, the amount of official development assistance (ODA) flowing to provinces is increasing, which therefore presents an opportunity to strengthen requirements related to gender analysis and integration at the local level, since gender equality is increasingly put forward by major donors.

There is a need to improve existing guidelines for gender mainstreaming in the assessment of impacts and vulnerabilities of social groups in the sector's policies. In collaboration with UNDP, MONRE started working on developing technical guidelines on integrating climate change into master plans and strategies of all sectors as requirements of the Law on Environmental Protection of 2020. However, there has been no mention yet of gender considerations in these guidelines.

In addition, monitoring tools that can track the key gender issues of the sector due to climate change, with a prime example being access to early warning systems and climate information services, are needed. Besides monitoring two indicators based on Decision No. 148/QD-TTg dated 28/01/2022 of the Prime Minister, MONRE has the monitoring mechanism based on Decision No. 672/QD-BTNMT (2017) on the Action Plan to Respond to Climate Change of MONRE for 2016-2020. Following Decision No. 672/QD-BTNMT, the Department of Meteorology-Hydrology and Climate Change (now the DCC) and the Department of Planning (now the Department of Planning and Finance) have taken the responsibility of monitoring, evaluating and reporting on the results of the Action Plan. There was one task, namely to *"disseminate knowledge to enhance community*

responsibility for climate change adaptation," covering women's awareness of CCA. Yet, there is no specific indicator for evaluation; instead, there is consideration of the progress made in terms of implementing assigned tasks and results, lessons learned and challenges to overcome based on available reported data from implementation departments.

e) Case studies of women contributing to climate change adaptation in the environment and natural resources sector

Coastal Resilience Project

The GCF-financed and UNDP-supported project entitled "Improving the resilience of vulnerable coastal communities to climate change-related impacts in Viet Nam" aims to build the resilience and enhance the adaptive capacity of the highly disaster-exposed coastal provinces of Viet Nam. Component 2 of the project, which has been carried out in the five coastal provinces of Nam Dinh, Quang Nam, Quang Ngai, Ca Mau and Thanh Hoa, ambitions to strengthen the ability of coastal communities to protect their natural resources through the plantation and regeneration of more than 4,000 hectares of coastal mangrove forests ([UNDP, 2020](#)). At the same time, it is building sustainable livelihoods and promoting economic growth through effective livelihood interventions, which further incentivizes the protection of the mangroves. To date, this project has supported 42 livelihood models in apiculture, aquaculture, crop production and livestock raising, many of which directly benefit women headed households.



In recognizing the differential vulnerability of women to climate change- and disaster-associated risks and in acknowledging that climate change impacts are not gender neutral, this project's design has prioritized vulnerable women whose livelihoods have been disrupted by the mangrove regeneration work. Within the framework of this project, VWU at the national and provincial levels is responsible for the implementation of the project's Gender Action Plan and for ensuring effectual monitoring and gender mainstreaming throughout the project's duration. To date, the GAP has overall been effectively implemented with high engagement of women; in 2021, for example, women accounted for 45.6 percent of all local people who were employed in mangrove plantation, regeneration and protection activities. In addition, women also represented 37.4 percent of those who participated in livelihood training and implementation.²²

Such gender responsive CCA and female empowerment project is promoting gender equality, and at the same time, presents new opportunities to purposefully leverage the potential of women and girls as powerful agents of change for improved CCA. To circumvent gender blindness in the process of developing and implementing solutions for CCA in the environment and natural resources sector, such as mangrove regeneration and the implementation of sustainable livelihood models under Component 2 of the Coastal Resilience Project, it is necessary to provide targeted technical and financial support that further empowers women and builds their capacity. What is more, this project has demonstrated that promoting women's leadership and women-led initiatives, as well as their decision-making roles in CCA efforts in this sector, is integral to meaningfully integrating gender into CCA and ensuring that it is done in a manner that is equitable, sustainable and viable in the long term.

Since 2010, VWU has launched several campaigns to contribute to CCA, climate change mitigation, environmental protection and the development of new rural areas and

sustainable cities by piloting grassroots models. These include women's groups performing waste collection and awareness raising campaigns to reduce plastic pollution, enhance food security, supervise agricultural production to ensure environmental safety and support women affected by disasters, to name a few. Such activities have received positive response, voluntary and great sharing from women across the country (MONRE, 2017).

Over recent years, UNDP, UN Women, and the CCWG including NGOs and VWU have collaborated to address gender equality in CCA and DRR (CTSEN, 2020), supporting the localization of global targets and setting out action plans for implementation. This is done by carrying out important research on gender and CCA, developing adaptation models to support women to ensure their livelihoods and providing evidence for the Government in mainstreaming gender equality into climate change policies in Viet Nam.

2. Agriculture and rural development

The agricultural sector is one of the most vulnerable to the impacts of climate change due to its high exposure to increases in temperature, sea-level rise and rainfall changes. "Agriculture remains the backbone of the Vietnamese economy and is pivotal for poverty alleviation in Viet Nam, especially in rural provinces where 66 percent of the population lives," as stated by the Vice Minister of MARD, Mr. Nguyen Hoang Hiep (UNDP, 2019). According to the World Bank (2020), climate change impacts on agriculture can lead to a reduction in Viet Nam's GDP of 2.4 percent by 2050 without substantial adaptation measures. Therefore, it is necessary to introduce adaptation actions in the agricultural sector as early as possible.

a) Why do gender considerations matter in climate change adaptation in the agricultural sector?

There are several factors that make women particularly vulnerable to the impacts of climate change in the sector, such as their higher dependency on natural resources for

income generation, their concentration in the informal sector, household responsibilities that may prevent them from joining community gatherings, low ownership of land and their limited decision-making capacity both within the household and the broader community (UNDP, 2019).

Article 14 of CEDAW (1979), adopted by Viet Nam in 1992, highlights the nexus between gender and agriculture as below, laying the ground for a better understanding of the relationship between climate and gender.

1. States Parties shall take into account the particular problems faced by rural women and the significant roles which rural women play in the economic survival of their families, including their work in the non-monetized sectors of the economy, and shall take all appropriate measures to ensure the application of the provisions of the present Convention to women in rural areas.
2. States Parties shall take all appropriate measures to eliminate discrimination against women in rural areas in order to ensure, on the basis of equality of men and women, that they participate in and benefit from rural development.

The Convention further requests Parties to take appropriate measures to ensure women's access to a number of rights that relate directly to CCA, such as "participation in development planning, access to training and education, and benefit to extension services to increase their technical proficiency, equal access to economic opportunities, and agricultural credit and loans, equal treatment in land reforms."

Gender equality is a key target identified by the SDGs and agriculture has been identified as the sector that offers the most opportunities to reduce the vulnerability of women and empower them (FAO, 2016). Policymakers in the agricultural sectors have an obligation to ensure that women are able to fully participate in and benefit from the process of agricultural development (FAO, 2011). A report produced by the Food and Agriculture Organization (FAO) in 2011 highlighted a number

of social, economic and environmental gains that would result from 'closing the gender gaps' (FAO, 2011). It was found that if women had the same access to productive resources as men, they would be able to increase the yields on their farms or lands by 20 to 30 percent. FAO further calculated that this increase would help raise total agricultural output in developing countries by 2.5 to 4 percent, leading to a reduction in the number of people suffering from hunger globally by 12 to 17 percent.

b) Baseline data and vulnerability assessments

The population employed in the agricultural sector notoriously display a higher level of vulnerability, owing to lower education, incomes levels and access to 'safety nets', yet it also represents the second largest sector employing women, after the service sector, with 35.9 percent of working women employed in this sector (GSO, 2021). The sector employs more women than men, despite a continuous decrease in the global share of the labour force (for both groups). In rural areas, the majority of women (63.4 percent) work in the agricultural sector (Viet Nam Social Security, 2018).

Considerable differences between women and men remain. The ratio of women in subsistence agriculture²³ is much higher than men (85.9 percent versus 59.2 percent) (GSO, 2021). Furthermore, men are in excess of five times more likely to be members of cooperatives than women (GSO, 2021). The monthly average salary of a female member of a cooperative reaches approximately 3.1 million VND/month, while the average wage of men is 5.5 million VND/month (GSO, 2021). The proportion of trained men (4.9 percent) is more than 1.5 times higher than the proportion of trained women (3.1 percent), while for industry and construction it was found to be 18 percent and for service, it was found to be 44.7 percent on average (GSO, 2021).

22 Source: 2021 Annual Performance Report for FP013: Improving the resilience of vulnerable coastal communities to climate change-related impacts in Viet Nam.

23 A form of farming in which crops and livestock are raised for domestic use mostly.

The average income of agricultural workers is the lowest of the three main economic sectors²⁴ at 3 million VND/month (GSO, 2021). Although agricultural workers contribute 34 percent of the workforce, only 0.8 percent of them have purchased social insurance (GSO, 2021). Notably, women are increasingly moving from the agricultural sector, which experienced a sharp decrease from 41.3 percent in 2017 to 35.9 percent in 2019, to start new jobs in the industry/construction and service sectors. Women working in the agriculture, forestry, and aquaculture sectors experience the highest gaps in salary up to 57.1 percent in 2019) (GSO, 2021).

With differences in decision-making power and access to resources, Vietnamese women and men take on different roles and responsibilities in agriculture.

Gender equality, or lack thereof, remains a major concern in low-income families, many of which are also agricultural households (even though the role of women in decision-making and their access to resources has been improved, especially in high-income families in recent years) (UN Women, 2021). Due to cultural norms, men are often the primary decision-makers in the family for key financial decisions, while women are often in charge of the daily financial decisions related to household spending. Yet, the power differences vary greatly among socio-economic and ethnic groups, which may serve as a good basis for future empowerment of women. Although they are primarily responsible for production, women have limited access to and use of new technological solutions for higher productivity or crop adjustment, resources and training. In community activities, men tend to participate in activities related to law, security and agriculture/forestry extension more than women (MARD, 2018a).

The limited self-determination and decision-making capacity of women affects their ability to adapt to climate change. Unequal access to knowledge, resources and training further disadvantages women (Ylipaa, 2019). These inequalities can broaden the gender gaps and negatively impact the results of the NAP.

²⁴ The other two sectors are industry and construction and service.

The productive and reproductive burden on rural women is likely to increase, in particular with women's limited access to and control of assets and resources, lower levels of education and mobility, fewer alternative livelihood opportunities and lack of decision-making power. As a result, **the potential of women to adapt to the changing climate and intervene in climate change-related strategies and policies is likely to decline.**

Land use certificates

Even though the rate of Land Use Rights Certificates (LURCs) titled solely to men dropped significantly in the ten-year period from 2004 to 2014, men are still more likely to be the sole land and/or house owner compared to women (Buchhave, 2020). Across Viet Nam in 2020, 58.1 percent of adults of agricultural households had ownership or the right to transfer or inherit agricultural land, but this value was 62.5 percent for men and 53.8 percent for women (GSO, 2020b). This inequality in terms of land-use titles has strong implications for women's ability to borrow funds and make decisions on land, and for their overall economic stability, which in turn undermines their adaptive capacity. The women whose names are not included on LURCs have less access to finances and healthcare services (Buchhave, 2020). They are also more dependent on their husbands, have less decision-making power and are at higher risk of domestic violence - especially economic violence. In some cases, it appears that husbands restrict their wives' expenditure or even altogether refuse to give money to their wives as a 'punishment' for the refusal to perform household duties. Women's autonomy and status in households and communities are expected to increase if they have land-use rights and control over assets.

Impacts of water on women's wellbeing

Women's economic wellbeing can be adversely impacted by a shortage of water. Collecting water requires time and effort that could otherwise be channelled into increasing productivity and income. At the same time, the majority of water resources (73.1 percent) are used for agriculture and aquaculture in Viet Nam

(MARD, 2021). Since majority of rural women work in the agricultural sectors, climate-induced water scarcity puts women at risk of losing their crops, which ultimately leads to a decrease in or even a complete loss of livelihoods.

Furthermore, the majority of ethnic minority groups rely on subsistence farming for their livelihoods; using low-technology agriculture, they are heavily dependent on the availability and quality of natural resources (CEMA, 2019). Additionally, the ethnic minority groups are mostly located in mountainous and remote areas where the irrigation systems and clean water supply systems are difficult to reach (UNFPA & MOH, 2017). Therefore, droughts, forest fires, landslides and extreme floods during the rainy season have severe implications on the agricultural activities and by extension, the livelihoods of ethnic minorities. Lastly, early marriage may be considered a mechanism to enhance economic and living conditions, particularly among ethnic minority populations living in rural areas (CEMA, 2019).

c) Status of mainstreaming gender into climate policies of MARD

Gender integration into the NAP-Ag

As part of the joint UNDP and FAO project on 'Integrating Agriculture in National Adaptation Plans', MARD had promoted mainstreaming gender into the NAP-Ag in 2020.²⁵ The review of gender integration in the NAP-Ag programme allows for some key findings and lessons learned to be derived. The programme implemented in cooperation with UN Women and VWU, has organized a workshop on gender mainstreaming in agriculture and rural development and suggested solutions to enhance with gender mainstreaming under different climate change scenarios for the agriculture sector (MARD, 2018b). Gender disaggregated indicators have been included in the NAP and M&E indicators in the agriculture sector (Table 5).

²⁵ <https://www.adaptation-undp.org/naps-agriculture>

Table 5. Proposed indicators to track gender equality in the NAP-Ag process (2018).

No.	Indicators
1	Number of women in Steering Committee for Natural Disaster Prevention and Control at the province and district levels
2	Ratio of climate change response budget spent on improving management capacity, policies on climate change and the capacity of women
3	Ratio of climate change response budget spent on protecting vulnerable groups (i.e., women, ethnic minorities, poor people, etc.) to disasters and climate change
4	Number of women-led agricultural enterprises that applied CCA models
5	Number of women-led households that applied CCA models

Overall, gender considerations have been included in the NAP-Ag process, as illustrated by the proposed gender-responsive indicators for M&E of NAP-Ag implementation. However, climate vulnerability and risk assessment are not gender-sensitive, and the current methodology only focuses on the economic damages to crops, livestock and aquaculture. Meanwhile, the contributions of women and men to these sectors are different, and the impacts of climate change on each group should be carefully considered. Only two of five gender indicators to monitor and evaluate the NAP implementation given in NAP-Ag were collected by DARDs in the pilot provinces. Therefore, the indicators need to be feasible based on data availability, as well as human and financial resources for data collection.

Gender considerations in MARD's policies

The policies in agriculture and climate are cross-cutting, as shown in Table 6. The policy review indicates that gender equality is well formulated and overall, is mentioned in the 'principle' or 'point of view' sections. However, gender considerations are not included systematically in plans and projects. This indicates that gender equality has not been integrated to its full potential in the agricultural and rural development sector. There have been no published guidelines on gender mainstreaming in agricultural climate responses yet, and this lack of guidelines may explain the gap that exists between policies and implementation.

Table 6. Cross-cutting objectives in agriculture and climate policies.

Regulations	Implications for gender equality	Implications for climate change
Gender equality		
Law No. 73/2006/QH11 dated 29/06/2006 approved by the National Assembly on Gender Equality Law (2006)	Gender equality between women and men in politics, economics, healthcare, society and cultural information is required. "Female workers in rural areas are supported with credit, agricultural, forestry and fishery extension according to the provisions of law"	Climate change is not mentioned in the strategy. However, gender equality in different sectors (e.g., in terms of leadership, wages and time for unpaid work) ensures that women have sufficient capacity to adapt to climate change.
Resolution No. 28/NQ-CP dated 03/03/2021 of the government promulgating NSGE 2021-2030 (2021)	Explicitly mentioned in national objectives and indicators in politics, education, healthcare, economics and labour, including the agriculture sector. "Target 2: Reduce the proportion of female employees working in the agricultural sector in the total number of female employed workers to less than 30% by 2025 and less than 25% by 2030."	Climate change is not mentioned in the strategy. However, the indicators (e.g., the ratios of women leaders, wages, education and time for unpaid work) relate to women's needs, access to resources and decision-making for CCA.

Climate change		
Law No. 33/2013/QH13 dated 19/06/2013 approved by the National Assembly on Natural Disaster Prevention and Control (2013)	Women are determined as one of the vulnerable groups in Article 3. Gender equality is considered as one of the basic principles in disaster prevention and control (Article 4).	Climate change is mentioned in the principle of disaster prevention and control. The Law also requires the national disaster prevention and control strategies and plans; provincial and ministry disaster prevention and control plans must consider climate change
Decision No. 04/QD-TWPCTT dated 22/04/2021 of TWPCTT approving members of the Central Steering Committee for Natural Disaster Prevention and Control under Decision No. 04/QD-TWPCTT (2013)	The decision affirms the Union Vietnamese women are official members of Committees for flood and storm control at all levels.	Climate change is not mentioned in the decision. However, the participation of VWU in the committee increase the women's access to decision-making for CCA.
Law No. 08/2017/QH14 dated 19/06/2017 approved by the National Assembly on Irrigation (2017)	None	Climate change is given all through the document, i.e., in the definition of irrigation in Article 1, Principle of irrigation operation in Article 3, Regulatory policy framework for irrigation operations in Article 4, Science and technology in irrigation activities, Irrigation basic Investment in Article 9, Principles of setting up an irrigation plan in Article 12, Inclusions of an irrigation planning in Article 13, Rules of investment in construction of irrigation works or facilities in Article 15, Operation of hydropower reservoirs or operation of interconnected multiple reservoirs for water uses in Article 18.
Decision No. 1308/QD-BNN-KH dated 13/04/2018 of MARD promulgating Action Plan to implement the 2030 Agenda for the sustainable development of agriculture and rural development under (2018)	Women is indirectly mentioned through the vulnerable group in the plan. Objective 1.4: "To 2030, increase resilience and recovery capacity for poor people and vulnerable groups, reduce risk and their vulnerability to extreme weather events and disaster." Objective 2.1: "To 2030, end hunger and ensure that all, especially the poor and vulnerable including the elderly and infants, have access to safe, nutritious and adequate food during the year"	Climate change is given in the objective of the action plan.

Decision No. 891/QD-BNN-KHCN dated 17/03/2020 of MARD promulgating the implementation plan of the Paris Agreement on Climate Change of the Ministry of Agriculture and Rural Development for the period of 2021-2030 (2020)	None	Climate change response is the objective of the plan.
Decision No. 1662/QD-TTg dated 04/10/2021 of the Prime Minister approving the project "Protection and development of coastal forests to respond to climate change and promote green growth in the 2021-2030 period (2021)	None	Responding to climate change is the objective of the project and all the measure need to take it into account.
Decision No. 150/QD-TTg dated 28/01/2022 of the Prime Minister approving the sustainable agriculture and rural development strategies for the period 2021-2030 with a vision toward 2050 (2022)	Gender equality is also mentioned as an objective of social welfare policies in orientation, tasks for sustainable agriculture and rural development.	Climate change response and adaptation are mentioned in the development perspective and objective of the strategy.

d) Gender gaps, challenges and results of the survey

MARD was one of the first ministries to mainstream gender and climate change into their policies with the Action Plan on Responding to Climate Change in 2016. The presence of *VWU in the National Steering Committee on Natural Disaster Prevention and Control is a noteworthy step towards improving the roles and voices of women in the disaster prevention and control sectors.* Despite great progress and inclusion in terms of viewpoints and objectives, policies that mainstream gender considerations are still restricted. One of two interviewed policymakers in April of 2022 had not taken any gender training courses yet, indeed it is not mandatory for policymakers to be trained on gender in Viet Nam. In recent time, the projects or policies including gender considerations as a requirement are often those implemented by international organizations that provide funding.

Currently, no women hold the position of Director of DARDs, and just 17 of 161 (10.5 percent) are Deputy Directors. In addition, respondents note that the participation of women in Steering Committees for Natural Disaster Prevention and Control at the province and district levels is just a formality and their power is still limited.

The results of the semi-structured interviews with representatives of MARD in April of 2022 indicate a series of gaps. There are only two of five gender indicators reported in the draft M&E framework under the NAP-Ag. These are indicators No. 1 (Number of women in Steering Committees for Natural Disaster Prevention and Control at the province and district levels) and No. 4 (Number of women-led agricultural enterprises that have applied CCA models). Indicator No. 4 was assessed by counting the number of women-led enterprises applying new technologies in cultivation and irrigation.

Based on the interview with line ministries, budgetary limitations are cited as the reason for sex-disaggregated data not being collected for the three other indicators. MARD has not yet allocated specific funding to gather the information necessary to report on the proposed indicators.

Respondents indicate that there has been little cooperation between MARD and GSO in sharing gender data collected in rural agricultural and fishery censuses. The rural agricultural and fishery census is one of four general national censuses hosted by MPI (Law No. 89/2015/QH13 on Statistics). In the published report, the data is clustered by characteristics (i.e., the number of key officers in communes is classified by gender and geographic zones, which does not provide enough information for gender analysis), which presents a good opportunity to collect sex-disaggregated data. In addition, as the agriculture, forestry and aquaculture sectors still employ over a third of the Vietnamese population, independent collection of indicators by MARD will require considerable financial and human resources. **The respondents further identified the lack of gender baseline data as a challenge for MARD, since it does not allow them to grasp the specific vulnerabilities and exposure of women and specifically, women farmers, and therefore, may pose a challenge to the formulation of specific measures. So far, there has been limited contribution from MOLISA to the gender mainstreaming of policies under MARD.** Such considerations have been made through support from international organizations such as UNDP and the Cooperative for Assistance and Relief Everywhere (CARE), according to requirements and guidelines from MONRE.

e) Case studies - women contributing to CCA in the agricultural sector

Women's Economic Empowerment through Agriculture Value Chain Enhancement: (WEAVE)²⁶

The Indigenous banana in Bac Kan is a highly drought-resistant crop due to its strong capacity to retain water and protect soil. Therefore, it should be selected for expanding cultivation as a CCA measure. Most banana farmers are women with limited connection to the market and low capacity in post-production processing. Therefore, even though the banana plants generally grow well, banana farmers are highly vulnerable to climate change. Realizing these issues, CARE cooperated with Oxfam and SNV, with funding from the Department of Foreign Affairs and Trade of Australia, to implement this project from 2016 to 2021. It was focused on connecting women-headed cooperatives with entrepreneurs providing technical training on post-production processing and providing production assets. As a result, the project supported women farmers to build confidence in their capacity, increase knowledge on their target customers and establish a network of distribution channels. In the fourth quarter of 2019, more than a ton of dried banana, 500kg of banana chips and almost 10 tons of fresh bananas were sold, with a total value of over 150 million VND (approximately \$6,500). Moreover, the local farmers sold fresh bananas to the Cooperative at a higher price than to other traders and higher than the previous year's price, from 1,000 to 2,000 VND/kg.

²⁶ The case study was provided by an informant.



Many projects to develop models to improve livelihoods for people have been implemented by CSOs (many of which are members of the CCWG), focusing on the fields of agriculture, agro-forestry, aquaculture, the development of medicinal plants in association with livelihood conservation, animal husbandry in association with technical improvement, integration, education, and science and technology. Specifically, 32 models have been evaluated and ranked according to CCA criteria in the provinces of Binh Dinh, Thanh Hoa, Soc Trang, Bac Lieu, Ha Tinh, Phu Tho, Yen Bai, Thua Thien Hue, Soc Trang, Bac Can, Dien Bien, Hai Phong, Thai Binh, Nam Dinh, Thai Nguyen, Ha Noi, Quang Tri and Quang Ngai (AFD, 2020). To promote women's unique abilities and initiatives on preventing and reducing disaster risks and responding to climate change, the project of the Center for Social Research and Development promotes the participation of women's groups in Dong Giang, Tay Giang and Dai Hong districts in supporting people to access and control land and natural resources (CSR, 2020).

The project "Strengthening women's livelihoods and women's participation for better resilience to natural disasters and climate change in Viet Nam" (HL, 2021) was implemented from 2018 to 2021 by Fondation Chanel with a support package of \$850,000 through UN Women in three provinces, including Lao Cai, Quang Nam and Phu Yen, directly impacting around 400 people. The project selected four models including (i) supporting Mong women in Lao Cai to grow local red peanuts to prevent erosion according to Vietnamese Good Agricultural Practices (VietGAP) Standards; (ii) supporting ethnic minority women in Lao Cai to raise bio-secure backyard chickens to improve livelihoods and capacity building; (iii) supporting female farmers to grow lotus plants on inefficient rice land affected by floods according to VietGAP standards in Phu Yen; and (iv) supporting coastal women in Quang Nam to improve livelihood sustainability and safe seaweed harvesting in the context of climate change and disaster risks (HL, 2021). These models are effective in improving livelihoods and resilience to climate change. For example, in the model of growing red peanuts in Lao Cai, erosion-resistant and drought-resistant red peanuts are grown, so they limit

transpiration and pests. Farmers were trained in new skills to grow lotus plants on rice land in Phu Yen and after four months, they achieved financial success, earning six times more from lotus fields than from rice (Thao, 2019).

The case studies highlight the important role of local leaders in raising awareness of gender equality in the communities. Improvements to livelihoods bring better financial conditions for women and make them more independent and confident, indicative of the necessity of livelihood projects. The above case studies also indicate that the development of projects with gender considerations is critically important to achieve project objectives.

3. Health

a) Why do gender considerations matter in climate change adaptation in the health sector?

Health is the human face of climate change. Yet, human health is often overlooked in the public climate change narrative. The detrimental effects of climate change on facets of human health such as food security, air quality and water availability and quality, are well known.

WGII recently published its findings, contributing to the IPCC's AR6. First and foremost, the report reinforced the existing knowledge that climate change has already had significant impacts on physical and mental health (anxiety and stress), as well as displacement, with high or very high confidence for Asia. It further highlights that adaptation would generate high health and wellbeing benefits, with very high confidence (IPCC, 2022).²⁷

In all regions, the scientific community found that mortality and morbidity for human-induced heat events have increased, as well as the incidence of water-borne diseases and climate-sensitive cardiovascular and respiratory distress due to exposure to 'wildfire smoke, atmospheric dust and aeroallergens.'

²⁷ "Adaptation can generate multiple additional benefits such as improving agricultural productivity, innovation, health and well-being, food security, livelihood and biodiversity conservation, as well as reduction of risks and damages (very high confidence)" (SPM.C.1.1, p. 21).

- Increasing weather and climate extreme events have exposed millions of people to acute food insecurity and reduced water security, with the largest impacts observed in many locations and/or communities in [...Asia] (high confidence).

- Jointly, sudden losses of food production and access to food compounded by decreased diet diversity have increased malnutrition in many communities (high confidence), especially for Indigenous Peoples, small-scale food producers and low-income households (high confidence), with children, elderly people and pregnant women particularly impacted (high confidence).

Climate change affects human health directly (e.g., through floods and heat waves) and indirectly (e.g., through the disruption of ecosystems and diseases). In terms of disease, for example, changes in climatic conditions worsen certain diseases and make them increasingly difficult to cure, which can be explained by economic, social and political reasons. Sea level rise (and brackish water getting closer to people's households) coupled with rising temperatures increase exposure to zoonotic diseases.

It is well acknowledged that the most vulnerable groups experience the worst of the health impacts of climate change, while also being the ones with the lower adaptive capacity. For instance, the fact that "Vulnerability at different spatial levels is exacerbated by inequity and marginalization linked to gender, ethnicity, low income or combinations thereof (high confidence)" was recently highlighted by the IPCC (2022). In most countries, health risks from climate change are higher for women than men, and a recent review of 130 peer-reviewed articles found that the majority (68 percent) of them came to the same conclusion (Seller, 2016). A study in Malaysia found a positive link between dengue fever and miscarriage, while another one in Thailand revealed that malaria can increase the chance of miscarriage. Women and girls were also found to suffer more from post-traumatic stress disorder following flooding and cyclones (Dunne, 2020). Food insecurity, death and

injury from extreme weather ranked highest for women, while men were affected mainly by infectious diseases.

b) Baseline data and vulnerability assessments

Disasters such as floods and storms are found to have strong gender impacts in at least three dimensions. Firstly, the damages to infrastructure and houses, food shortages and loss of livelihoods all increase stress, tension and anxiety within households, which may result in violence against women (WHO, 2009). Secondly, in the aftermath of disasters, women are systematically at risk of malnutrition with potentially severe impacts on maternal health (Few, 2010). Lastly, an impact that is generally overlooked is that disasters increase mental illness and stress disorders.

Droughts and prolonged heatwaves, two main hazards in Viet Nam, have considerable gendered impacts and it is critical to analyse these through a gender-sensitive CCA lens, otherwise there may be maladaptation and measures that have unintended impacts on gender equality and women's health, and that exacerbate gender inequalities. Research carried out in Ninh Thuan in 2006 found that 74 percent of respondents believed that 'women were more severely affected than men by drought, due to differing needs for water' (Few, 2010). This assertion also holds true for economic crises and downturns, as exemplified by the COVID-19 pandemic (UN Women, 2021).

Traditionally seen as the primary caregivers in households, women are shouldering the burden of cooking and collecting water which, when stagnant or after flooding, becomes ground for water-borne diseases such as malaria. In Viet Nam, 95 percent of households have access to a clean water supply which benefits women, both in terms of reducing the burden of unpaid care work and in terms of health, especially related to pregnancy (UN Women, 2021).

The impacts of climate on health differ between women and men. Although it is clear that women bear the brunt of health impacts associated with climate change and are, for example, more at risk of death from heatwaves or tropical cyclones, men are found to be more at risk of health problems stemming from working outdoors and more at risk of suicide following extreme weather events (Dunne, 2020). Importantly, considerable disparities exist between and within countries. Mental illness in the form of post-traumatic stress disorder after a disaster and recurrent sexual violence mainly impacts women. In addition, the LGBTI+ (lesbian, gay, bisexual, transgender and intersex +) community is also considered a vulnerable population, meaning that their specificities should be considered.

Furthermore, vulnerable women are more at risk of adverse health outcomes. Overall, and in Viet Nam, women-headed households earn less money than men; they are also more reliant on natural resources for their direct livelihoods. The pathway between increasing temperatures, erratic rainfall patterns or droughts/cold is well understood as they reduce crops, cause production losses and modify the onset of the rainy season, thereby directly affecting food security which brings about negative health consequences.

Women usually bear the brunt of unpaid care work, which is defined as work that focuses on the wellbeing of the family and community (e.g., the care of children and the elderly). Yet, they do not receive financial compensation for it. This type of work has considerable benefits for the health of society, but it is not accounted for in GDP. Therefore, it may be overlooked in health adaptation plans.

Gender norms, expectations and cultural practices should all be acknowledged and carefully considered in the NAP, since they may influence the adaptive capacity of women and girls in the context of increasing disasters (e.g., swimming, cycling, etc.). Moreover, reduction in income and increased food insecurity can also lead, in the worst cases, to sexual exploitation and trafficking, especially in disaster-prone areas and areas where education levels are lower.

In addition, it is clear that sexual and reproductive health and rights (SRHR)²⁸ are strongly impacted by climate change, despite having received limited attention. **The increase in the frequency of climate-related diseases and temperature extremes poses considerable challenges for maternal health** (UNFPA, 2021). In the aftermath of a disaster, food insecurity is higher among women due to underlying social norms, meaning that they are more likely to skip meals. Maternity health services are disrupted or out of reach, leading to adverse pregnancy outcomes. As such, pregnant and lactating women are also identified as particularly vulnerable groups because of food insecurity, limited access to health facilities and in worst cases, disasters or prolonged extreme weather events that can lead to forced early marriage in the poorest and most marginalized populations (e.g., ethnic minority groups in rural areas of Viet Nam). **In addition, the most vulnerable women to climate change are often also those who encounter socio-economic barriers to the full realization of SRHR, and these compounding factors need to be fully recognized in the NAP.**

All of the above increase the burden of women who are shouldering unpaid care work and domestic chores, which in turn, also contributes to 'time poverty' which prevents women from attending trainings, listening to radio broadcasts and participating in community meetings, therefore reducing their opportunities to strengthen their adaptive capacity.

Projections indicate that Viet Nam will soon face a demographic challenge due to its fast-aging population (20 percent of the population will be over 60 years old by 2038 and 25 percent by mid-century). In Viet Nam, women's life expectancy at birth is significantly longer than men (79.5 years for women versus 71.3 years for men) (HDR, 2020). However, as the World Health Organization (WHO) cautions, longer life expectancy is not necessarily commensurate with healthy additional years of life for women. Viet Nam is not well equipped to respond to

²⁸ Defined as "The state of physical, emotional, mental, and social well-being in relation to sexuality and reproduction, not merely the absence of disease, dysfunction, or infirmity."²⁰ This SRHR definition is grounded in human rights, and more specifically, the right to health as defined by the World Health Organization" (Women Deliver, 2021).

their economic and social needs; for instance, the social security system is still a weakness and disburses an insufficient pension to the elderly, resulting in most of them engaging in informal work. This demographic evolution has considerable implications for the adaptation of the health sector, in particular to respond to the specific needs of elderly women. **It also increases the burden of unpaid family care for the elderly (UN Women, 2021), which may subsequently hamper women's participation in socio-economic opportunities, and limit their adaptive capacity.**

Importantly, women live longer lives and are overrepresented in the population across all age groups above 60 years old (although the difference is gradually decreasing over time). As a result, women represent 80 percent of widowed older persons, resulting in a number of specific vulnerabilities in terms of physical and mental health that ought to be considered in the context of CCA of the health sector, as the elderly require specific care provisions (GSO, 2021). Similarly, ethnic minority and rural groups are the most vulnerable due to their lower education levels and relatively poor living conditions.

Considerable gaps exist between urban and rural areas in terms of health, and in particular maternal health (GSO, 2019). Compounded by poverty, lower literacy rates and in some cases, higher exposure to climate change, these gaps have strong implications for adaptation in the health sector. **A recent report noted with concern a rising pregnancy rate among adolescents,** especially among ethnic minorities (OECD, 2017). The intersection of ethnicity, poverty and location are key determinants of health disparities in women, and when compounded by the impacts of climate change, access to healthcare and services becomes fragile. The maternal mortality ratio is lower in Viet Nam (43) than the average in East Asia and the Pacific (73.1) (Pasanen, 2020). Yet, child marriage is especially prevalent among ethnic minorities, and it reduces opportunities to access education and training which, in turn, lowers adaptive capacities (UN Women, 2021).

The national adolescent birth rate was 33 births per 1,000 among 10- to 17-year-olds in 2020, while being higher in rural areas at 42, as compared to 13 in urban areas; and reaching up to 114 in the Northern Northern Midlands and 80 in the Central Highlands (80), explained by a high concentration of ethnic minority groups. It was also reported that 29.9 percent of pregnant women and mothers of infants were diagnosed with a common perinatal mental disorder (Fisher, 2010). Specifically, the most common mental health issue was depression, with the rate among mothers in Viet Nam eclipsing the rate recorded for mothers in high income countries. In Viet Nam, approximately 10 percent of mothers during pregnancy and 13 percent of mothers postpartum are diagnosed with depression (Fisher, 2010). Furthermore, suicidal behaviour and depression have become a common issue among adolescents and youth in Viet Nam (UNICEF & ODI, 2017). Young women are almost twice as likely to have suicidal thoughts, as compared to young men (UNICEF & ODI, 2017).

Malnutrition rates in Viet Nam are growing and primarily affect children under five years old and women. 20 percent of children are malnourished or undernourished, and it is the primary cause of death. The Central Highlands and the Red River Delta are the regions with the highest under-five mortality rates (UN Women, 2021).

Besides early marriage, the prevalence of intimate partner violence (including physical and sexual violence) in rural areas was 34.1 percent in 2019 (6.3 percent higher than in urban areas) (GSO, 2021). This indicates that a husband's violence against his wife is a relatively common phenomenon in rural areas (Viet Nam Farmer's Union, 2016). The perceived triggers of such violence are attributed to 'family problems' (50.8 percent), 'drunkenness' (40.9 percent) and 'money problems' (18.8 percent) (UNFPA, 2019). In general, the impacts of climate change lead to reduced agricultural outputs, crop failures, and diseases of livestock, all of which undermine livelihoods and reduce income, and will likely add financial pressure on households. It is therefore probable that the occurrence of GBV will increase, particularly in rural areas and among households reliant on natural resources.

Lastly, despite comprehensive policy frameworks on GBV since 2008, cases of violence remain prevalent. Identified challenges and barriers include a lack of coordination, limited financial resources, low stakeholder capacity and inadequate monitoring. Socio-economic conditions are both a driver of GBV and also a consequence of it, since women surviving GBV are likely to experience a 30 percent reduction in their income. However, 90 percent of women who are victims of violence never reported it and looked for support from organizations/institutions (UN Women, 2021). It is very likely that disasters will increase the prevalence of GBV, however research linking the occurrence of disasters and the cases of GBV are lacking so far.

c) Status of gender mainstreaming into climate policies of MOH

The health sector is almost always systematically mentioned in the NAPs submitted to the UNFCCC as a sector highly vulnerable to climate change. However, since health is cross-cutting (Table 7) and spans across other sectors such as agriculture and water, MOH would benefit from enhanced collaboration with other ministries to foster the resilience of adaptation actions (WHO, 2021).

The WHO conducted research that reviewed 19 NAPs and found that only 10 of them mentioned gender considerations in the health sector. These 10 NAPs included SRHR, seven outlined specific vulnerabilities of pregnant women to climate change and four of them mentioned GBV linked to disasters (WHO, 2021). Likewise, only six out of the 50 reviewed NDCs mentioned SRHR in their plans and just one NDC made reference to GBV, yet all of them mentioned the health sector, and 36 of them made specific references to gender (UNFPA, 2021).

In Viet Nam, the Law on Gender Equality (2006), Resolution No. 28/NQ-CP of the government (2021) and Decision No. 5658/QD-BYT of MOH (MOH, 2021) mention ensuring gender equality when accessing healthcare services, as well as participation and decision-making on healthcare, including healthcare with

climate-sensitive health risks. Notably, Decision No. 5658 set out five goals on gender equality in the health sector (see Table 7 below). Decision No. 122/QD-TTg dated 10/01/2013 (2013) and Decision No. 1790/QD-TTg dated 23/10/2021 (2021) of the Prime Minister approving the communication programme on gender equality to 2030 mentioned 'promoting communication and education on health, mobilizing all resources for effective communication and raising awareness of the whole community about gender equality, prevention and response to GBV.'

The Action Plan to Respond to Climate Change in the Health Sector 2019-2030 (Decision No. 7562/QD-BYT dated 24/12/2018 of MOH) is the only policy that refers to both CCA and gender in the health sector, by highlighting the following task: "Research and evaluate health of vulnerable populations in some areas affected by climate change (gender, ethnic minorities, children, women)." Five additional policies for communities including women are aiming to: (i) develop a communication plan to raise awareness of health workers and the community in protecting health and adapting to the impacts of climate change; (ii) organize communication activities on climate change and health directly in the community; (iii) build and replicate community models to effectively respond to climate change in flood-, storm-, and sea level rise-prone areas; (iv) develop and replicate a community model to effectively respond to climate change in drought- and saltwater intrusion-prone areas; and (v) collaborate to build community models for responding to heatwaves and/or cold weather impacts.

Table 7. Cross-cutting objectives in health and climate policies.

Policies	Implications for gender equality	Implications for climate change
Gender equality		
Resolution No. 28/NQ-CP dated 03/03/2021 of the Prime Minister on promulgating the NSGE for the 2021-2030 period (2021)	The Strategy's general objective is "Continuing to narrow the gender gap, create conditions and opportunities for women and men to participate and enjoy equal benefits in all fields of social life, contributing to sustainable development of the country." The 2021-2030 strategy sets out six goals and 20 specific targets for many sectors including the health sector.	None
Decision No. 5658/QD-BYT dated 11/12/2021 of MOH approving the Action Plan of the NSGE in the health sector for the period 2021-2030 (2021)	Includes five goals on gender equality in the health sector including: (i) Ensure gender equality in accessing and enjoying healthcare services; (ii) Increase the participation of women in leadership and management positions throughout the industry in order to gradually raise their status and gradually reduce the gender gap in this field; (iii) Gradually narrow the gender gap in labour and employment of cadres, civil servants, public employees and employees in the health sector; (iv) Improve the quality of female human resources, gradually ensuring the equal participation of men and women in the education and training benefits of the whole sector; (v) Improve capacity for state management of gender equality in units under the Ministry.	None
Decision No. 122/QD - TTg dated 10/01/2013 of the Prime Minister approving the National Strategy to protect, care for and improve people's health for the period 2011- 2020, with a vision to 2030 (2013)	Promote communication on health education and develop communication programmes suitable to target groups according to regions and localities, in accordance with gender factors.	None
Decision No. 2013/QD-TTg dated 14/11/2011 of the Prime Minister approving Viet Nam Population and Reproductive Health Strategy for the period 2011-2020 (2011)	One of the objectives is to control the sex ratio at birth and have firm and effective sanctions against service units and individuals that violate regulations on fatal sex diagnosis and selection.	None
Law No. 72/2006/QH11 dated 29/06/ QH11 approved by the National Assembly on Gender Equality Law (2006)	Explicitly provides for equality between women and men in participation and decision-making related to healthcare.	None

Policies	Implications for gender equality	Implications for climate change
Decree No 125/2021/ND-CP dated 20/01/2018 of the Government stipulating penalties for violations in gender equality (2021)	The Decree includes four chapters and 23 articles detailing administrative violations, sanctioning forms, sanctioning levels, remedial measures for administrative violations, and specific fine levels by title for administrative violations in the field of gender equality, etc.	None
Directive No. 21-CT/TW dated 20/01/2018 of the Secretariat on continuing to promote women's work in the new situation (2018)	Directive No. 21-CT/TW reviews 10 years of implementation of Resolution No. 11-NQ/TW dated April 27, 2007, on women's works in the period of processing Industrialization and modernization of Viet Nam. After 10 years, the new situation in socio-economic and environmental conditions has changed and poses many challenges to women's work. The Directive promotes an increase in the proportion of female leaders at all levels of government including the health sector.	None
Decision No. 2232/QĐ-TTg dated 28/12/2020 of the Prime Minister on approving Programme to prevent and respond to GBV for the period of 2021-2025 (2020)	The programme has the objective of effectively implementing the prevention and response to GBV, preventing its aggravation through raising the awareness of all classes of people, and developing and strengthening the responsiveness of service providers to prevent and respond to GBV. Targets to strive for by 2025 are: at least 50 percent of people experiencing GBV seek help from a service provider and 100 percent of cases needing help due to GBV are supported in different forms.	None
Decision No. 1790/QĐ-TTg dated 23/10/2021 of the Prime Minister on approving a communication programme on gender equality to 2030 (2021)	Mobilize all resources to effectively carry out communication work to raise awareness of the whole community on gender equality and prevent and respond to GBV. The programme also has the objectives of propagating, disseminating and updating information on laws and policies on gender equality; creating change; raising the awareness of cadres, civil servants, public employees and people of all walks of life about realizing gender equality, narrowing the gender gap, creating conditions and opportunities for women and girls to participate and benefit equally in all areas of social life.	None

Policies	Implications for gender equality	Implications for climate change
Climate change		
Decision No. 7562/QĐ-BYT dated 24/12/2018 of MOH approving Action Plan to Respond to Climate Change in the Health Sector from 2019 to 2030, with a vision to 2050 (2018)	Women are identified as one of the group that need to be studied to assess their health under the impact of climate change. In addition, the VWU collaborates with the Ministry of Health to "organize and direct the implementation of communication activities and disseminate knowledge on climate change response and health at all levels".	There is a task to "Research to assess the health of subjects vulnerable to climate change impacts (gender, ethnic minorities, children, women) in some areas affected by climate change"
Decision No. 1679/QĐ-TTg dated 22/11/2019 of the Prime Minister approving Viet Nam Population Strategy by 2030 (2019)	One of the objectives to 2030 relating to the health sector is granting all women access to modern contraceptives and services to promote reproductive health for the following goal: "Firmly maintain replacement fertility rates, reduce fertility disparities among regions and subjects." Indicators of percentage of women of reproductive age (15-49 years old) using modern contraception to be achieved in 2025 and 2030 are 50 percent and 52 percent, respectively.	None

d) Gender gaps, challenges and results of the survey

The majority of policies reviewed made no mention of the health issues specifically related to climate risks. Only one climate change document (the Action Plan to Respond to Climate Change in the Health Sector from 2019 to 2030) included a specific task, and even still, the task only deals with research and evaluation, and does not address the specific needs and vulnerabilities of women highlighted above. To explain for this gap, the interviewed policymakers of MOH mentioned that CCA and the related gender issues are new for the health sector.

Research is lacking on the health-gender-climate nexus. The lack of research to analyze climate change impacts on diseases and people's health in Viet Nam was put forward as a reason for the limitation of gender integration. There is one project aimed at increasing the climate change awareness for healthcare workers, however, it does not include the gender aspect. The two interviewees mentioned having already

attended gender courses, but they have not joined any gender-related courses specific to climate change as of yet.

There is a lack of sex disaggregated data. Gender equality is not considered separately from social equality targets in the healthcare sector and gender disaggregated data is not collected at the central management level, although it exists at the primary level. If the gender disaggregated data were collected and made available, the trend and number of disease-infected women and men could be better estimated. It would also serve as the backbone for the master plans of MOH. A respondent highlighted the example of MOT and MARD's cooperation to collect gender-disaggregated data in the Rural Clean Water and Sanitation Programme because it was made mandatory. Therefore, they already have knowledge and practice on gender equality. Policymakers at MOH realize the impacts of different diseases on women and men and the role of women in the healthcare community and family, however the information on gendered impacts of climate change is limited.

Specific vulnerabilities to climate change impacts are somewhat known but not considered. Despite acknowledging that pregnant and postpartum women, as well as the elderly, suffer the most from the impacts of climate change and extreme weather events, the respondents were not aware of any projects working on assessing climate change impacts on these vulnerable groups in Viet Nam. MOH includes a Maternal and Child Health Service; however, they have not implemented any research or projects related to climate change yet. Additionally, mental health and GBV have not yet received much attention from decision-makers. The respondents also explained that “it is not necessary to explicitly mention gender equality in formal documents because women (especially pregnant women) are always given priority at healthcare centres and in disaster responses as a standard part of Vietnamese culture and behaviour.”

e) Review of international experiences to inform the adaptation plan of the health sector

The NAP of the Republic of Kiribati (KJIP, 2019)

The NAP of Kiribati indicates the need for specific actions targeting women to reduce their vulnerabilities and ensure their resilience. It put forward 12 strategies for climate change and DRM, including ‘#5 Strengthening health service delivery to address climate change impacts.’ The Kiribati Joint Implementation Plan mentions the specific pathway for women and children of more frequent droughts, highlighting the chain of impacts: reduced access to groundwater, lowered agricultural input and diminished access to nutritious food. It developed sector-specific strategies and mentioned delivering specific health information to women as a key objective, as follows:

“Develop and provide communities with health information necessary to address health risks of climate change (including specific information targeting young people, people with disabilities, women and men”

(KJIP, 2019, p. 132).

Under result 5.4: ‘I-Kiribati population’s general health status is enhanced to be more resilient to climate-related diseases and health impacts.’ The strategy mentioned that ‘the public and the health system recognises **GBV and mental health as a double burden of climate change on the health of women**²⁹’ and included the following associated performance indicator: ‘**Number of family health clinics trained in women’s mental health issues, climate change and GBV impacts.**’

The Government of Kiribati further included cross-cutting actions in its plan, such as to ‘Develop and implement a human resource development plan to support long-term CCA and DRM’, ‘Facilitate the breaking down of **occupational gender stereotypes to enhance women’s involvement in key sectors**’ and ‘**Include gender inclusion and gender-responsive as learning modules in key agencies’ internal organisational learning and development programmes.**’

The NAP of the People’s Republic of Bangladesh – Draft Zero (MOEF, 2022)

The Government of Bangladesh dedicated a specific section in its NAP to the impacts of climate change on women’s health. The nutritional deficiencies induced by crop losses or limited food availability are mentioned. In addition, the document established a clear link between the salinity intrusion and hypertension of pregnant women, which is becoming a cause for increasing concern for women’s reproductive health as salinity levels are rising. It is also worth noting that adverse health issues induced by malnutrition are also specifically highlighted for women during the menstruation period (which is rarely put forward in policy documents, let alone NAPs).

Bangladesh has set ‘**gender, youth, and socially inclusive adaptation**’ as the guiding principles of its NAP process (from formulation, consultation, prioritisation), recognising that climate change will disproportionately impact these groups, yet acknowledging their inherent adaptive capacity. As such, the plan mentions ‘**increasing and easing accessibility of gender to healthcare**

²⁹ The plan also adds a related action ‘Improve evidence base on combined impact of GBV, mental health and climate change on women.’

facilities and gender-inclusive search and rescue programmes’, a key adaptation measure. ‘SA 3.3: Improve human well-being, livability, public health and climate-resilient healthcare facilities’ is also put forward as one of the key actions of the NAP.³⁰

The Government of the Federal Democratic Republic of Nepal developed a strategic action of ‘health, drinking water and sanitation (Nepal). To strengthen climate resilience, the Government of Nepal intends to implement ‘*climate-resilient water supply systems, and sanitation services and facilities focused on gender, children, youth and overall social inclusion*’ to respond to the risk and vulnerabilities identified in the report, such as ‘*compromised access to safe water and sanitation leading to diseases and long-term impacts among the most vulnerable groups, including children, women, disabled persons and elderly people.*’

The Republic of Armenia – gender sensitive adaptation plan for the water sector (Aleksandr et al., 2021)

This plan comprises a very comprehensive social and gender analysis. 60 percent of women work in only three sectors (agriculture, health and education) and their salary is lower than their male counterparts, accentuating their vulnerability. Similar to Viet Nam, male out-migration from rural areas adds agricultural workload to women farmers who are already shouldering family duties, which the sectoral plan highlights as a critical factor to consider in the context of increasing water scarcity, paving the way for *social equity considerations at all stages of planning and decision-making.* The sectoral water plan provides interesting findings for Viet Nam because it clearly articulates the linkages between water and health (e.g., limited wastewater and waste management facilities, reduced water availability for agricultural purposes because of droughts) and women’s increased vulnerabilities, in addition to offering adaptation measures that will generate beneficial outcomes.

³⁰ “Initiatives for dense community clinic with local health workers helping women, children, physically challenged, and pregnant women during the climatic hazards period” (p. 122).

4. Transport

a) Why do gender considerations matter in climate change adaptation in the transport sector?

In Viet Nam, the transport sector includes four subsectors: roads, airlines, railways and waterways. According to the annual disaster prevention, protection and rescue reports of MOT, damages to infrastructure such as roads and railways are most common and are primarily caused by rain and storms. In 2018, the total damage to transportation infrastructure was valued at 437.8 billion VND, of which 400 billion VND (91 percent) was from damage to roads (MOT, 2018). Roads account for 80 percent of total freight volume, as such failure severely interrupts logistics, food supplies and other essential services (GSO, 2021). “Damage to roads caused by precipitation, temperature and flooding fall between \$4 billion and \$9 billion and damages due to sea level rise could amount to over \$2 billion” in Viet Nam for the period 2007-2050 (UNU-WIDER, 2013). Therefore, climate change leads not only to direct impacts on the transport sector, but also broader impacts on the development of the economy and society as a whole.

Each mode of transportation — pedestrian, roads, railways, waterways, ports and air — is impacted differently by climate risks, depending on geographic location, standards of construction, existing condition, maintenance capacity and patterns of use. In the context of DRR, a functioning transportation system will enhance the ability of persons to cope with disaster events. It will allow the affected population to receive emergency supplies and evacuate the location quickly, as well as enable health services to provide support (Anderson et al., 2022).

b) Baseline data and vulnerability assessments

Women have different travel patterns than men. These are often more complex, since they often bear the burden of performing care activities for the elderly and children and food shopping, in addition to fulfilling their employment activities (ADB, 2013).

In comparison, men mostly travel to pursue income-generating activities or for hobbies/leisure. Women tend to make more frequent trips and utilize each trip for multiple purposes, whereas men are likely to make more direct trips (World Bank, 2012). In recent years, the amount of motorized transport has increased dramatically. In Ha Noi, the share of trips made by motorcycles is increasing from 5-10 percent annually and they accounted for 37 percent of all trips in 2018. Meanwhile, the share of bicycle trips fell to 45 percent in 2018 (GIZ, 2018).

However, gender discrepancies in owning and using transport vehicles still exist. It was found that “men are typically the first to motorize – co-opting new technologies first in the household” (GIZ, 2018). Women tend to be one step behind men when it comes to motorized vehicles (i.e. they tend to use bicycles when men use motorcycles and motorcycles or scooters when men use cars, etc.) (GIZ, 2018). **The discrepancies between women and men in using motor vehicles are even higher in the rural and mountainous areas due to lower financial capacities of women and cultural norms.** The discrepancy is 10 percentage points higher among ethnic minority households (ADB, 2019). Therefore, this further reduces women’s available time to participate in schooling or higher education, as well as their opportunity for employment. In addition, numerous reports have pointed out the potential adverse effects of damages to roads and infrastructure connections in rural areas by highlighting the additional risks associated with road extensions, such as human trafficking, unsafe migration and impacts on local markets (ADB, 2005).

Women are more likely to experience ‘time poverty’ due to their numerous responsibilities both within and outside the household. They are disproportionately reliable on functioning transportation infrastructure and public transportation. The opportunity costs of transportation (when impacted by climate change-related impacts such as storms and floods) are higher for women because they cannot afford the ‘lost time.’ **In turn, this reliance can drive their employment choices towards the informal sector or low-paid/low-skilled jobs**

closer to home that allow them to combine all their duties. Working-age women spend nearly twice as much time as men on unpaid care and housework (e.g., house cleaning, laundry, cooking and shopping/shopping, caregiving, family, and child care) (UN Women, 2021).

Changing demographics will affect the labour structure in the transport sector

Women hold only 25 percent of leadership positions at MOT (20 of 80 persons) (MOT, 2021). The low proportion of women leaders in MOT may hamper gender mainstreaming in decision-making. Additionally, it is highly probable that decisions will not consider the differences in gender needs and gendered impacts. **The participation of women in the transport sector is increasing; however, men still account for most of the labour force (Table 8).** For instance, in the water transportation subsector, women account for 15.4 percent of labour. This imbalance in the labour structure is driven by gender norms on vocation. **The traditional perception that ‘heavy and technical works shall be carried out by men’ still remains (CARE, 2020).** As the population is aging quickly, it is likely that the workforce will be lacking in this sector in the future, especially in rural areas where migration of both men and women to urban areas and cities leaves elderly people behind (Huong Vo, 2021).

In 2019, 72.5 percent of the population above 60 years old was living in rural areas (UNFPA, 2019). Hence, the labour force will significantly decrease, leading to a labour gap for local economic sectors in general and for the construction and maintenance of local roads in particular, which may hamper local adaptation efforts. In recent decades, Viet Nam has achieved spectacular development in science and technology and machines have been applied and reduced human labour. However, the application of machines depends on topography, technology development, financial budget, fuel availability, available technical staff for repair and maintenance, and driving skills. Therefore, the machine cannot replace completely the human, especially in the current conditions of Viet Nam.

These changes may have positive implications for women and may lead to an increase of women joining the transport sector to fill the gaps. It is especially important for the rural and mountainous areas, in addition to areas that have been isolated due to disasters

(e.g., flooding, landslides), where machines such as rollers, excavators and cement trucks cannot approach. In these cases, manual human labour is the main mechanism to deal with transport obstructions.

Table 8. Percentage (%) of women employed in the transportation subsectors between 2010 and 2019.

	2010	2015	2016	2017	2018	2019
Transportation, warehousing	22	22	23	23	26	27
Rail, road and pipeline transport	19	17	17	18	19	21
Water transport	13	16	15	15	15	15
Air transport	34	41	43	54	43	41
Warehousing and supporting activities for transportation	29	31	32	32	32	32
Postal and delivery	35	33	36	30	42	40

Source: <https://www.gso.gov.vn/lao-dong/>



Responding to harassment in public spaces

A survey conducted by Action Aid and the Research Centre for Gender, Family and Environment in Development uncovered alarming rates of harassment of women in public spaces. Notably, 87 percent of the 2,000 surveyed women in Ha Noi and Ho Chi Minh City declared having been sexually harassed in public places, while 11 percent of girls experienced sexual harassment while on public transport (Action Aid, 2014). Adolescent girls and young women experience sexual harassment from other passengers or drivers, and even ticket sellers themselves, mentioning that there is often little or no support from drivers, ticket sellers or bystanders when they witness girls being sexually harassed (Plan International, 2020). The study highlights a series of recommendations that are particularly relevant for CCA in transport, such as increasing the installation and maintenance of lighting in public transport, prioritizing more routes to the outskirts and poor communities, consulting women for suggestions on new routes and terminals, and increasing the number of toilets and security cameras (Action Aid, 2014).

Gendered impacts of climate change in the transport sector

In Viet Nam, it was found that in 2019, 27.1 percent of households were headed by women. (GSO, 2021). This may present barriers to women accessing climate change information and climate services and may also result in relatively low awareness of climate change risks. The potentially restricted knowledge and situational awareness of the household head will make the household unit as a whole more vulnerable to extreme climate events.

Moreover, women may not make appropriate plans to ensure the safety of their trips or determine which routes will be safer for them through flood warning applications. When the roads are inundated or obstructed due to landslides, the transportation of food and goods is stopped, and schools, factories and offices are oftentimes closed. In other words, the interruption to transportation during floods creates difficulties for women to purchase

food and medicine for the family. Additionally, when schools close, women must spend more time taking care of their children, especially to prevent them from drowning in severely inundated areas. Furthermore, women are the main labour force in the service sector, making up the majority of total labour. The interruption to transportation will reduce the number of customers and the supply of goods. The loss of this sector will have a disproportionately high impact on women. Therefore, the pressure of housework and livelihoods on women will increase with more frequent and intense natural hazards and disasters.

The limitation of transport modes available to women in rural areas also increases their exposure to hazards. For instance, increases in temperature and changes in precipitation make women travel longer distances to collect clean water and/or food for their households because women are often in charge of doing housework. As mentioned in the baseline data of NRE sector, Section D, 48% of total households in rural areas of Viet Nam didn't have access to clean water in 2019. Meanwhile, most of poor family are in rural and mountainous areas where the economic, infrastructure conditions and gender norms also limit access of women to motor vehicles. However, life is changing fast and as rural households are getting piped water and women are travelling more frequently by motorized modes of transport, yet traditional roles and norms mean that men in the households might still have the 'priority' or 'ownership' of the vehicle.... When walking, they will spend more time under extreme temperature (than they would on a bicycle or motorcycle), leading to adverse health impacts (Figure 4).

Furthermore, during flooding events, limited access to motor vehicles will increase evacuation time and prevent proactive evacuation for women and their dependent family members, including children, the elderly and persons with disabilities. In the context of climate change, women's lower mobility and fewer opportunities for knowledge exchange are restricting. These restrictions influence not only daily life and livelihoods of women, but also their response to climate change.

Figure 4. Women on the way to collect suppliers far from home.



c) Status of gender mainstreaming into climate change adaptation policies of MOT

The absence of gender equality in the laws governing the transport sector and the lack of gender indicators in the National Strategy demonstrate a low level of awareness and a lack of mainstreaming (Table 9).

Gender equality has so far only been considered within the Ministry, and is specifically mentioned in Action Plan No. 4841/KH-VSTBPN of MOT issued in 2016, referring to the women who work for the Ministry. It also appears that gender considerations are included in reports of projects and documents when receiving a request from higher managing levels or donors who provide funding for specific projects.

Table 9. Cross-cutting objectives in transport and climate policies.

Policies	Implications for gender equality	Implications for climate change
Gender Equality Policies		
Law No. 73/200/QH11 dated 29/06/2006 approved by the National Assembly on Gender Equality Law (2006)	Implicitly provides for equality between women and men in politics, economics, healthcare, society and culture information	None
Resolution No. 28/NQ-CP dated 03/03/2021 of the government approving the NSGE 2021-2030 (2021)	Implicitly includes national objectives and indicators in politics, education, healthcare economics and labour	None
Climate Change Policies		
Law No. 48/2014/QH13 dated 17/06/2014 approved by the National Assembly on amending and supplementing a number of articles of the Law on inland waterway transport (2014)	None	Responding to climate change is amended in Article 4 and Article 98 of the Law on inland waterway transport



Law No. 95/2015/QH13 dated 25/11/2015 approved by the National Assembly on Viet Nam maritime code (2015)	None	Article 9: Responding to climate change is included in state management tasks
Action Plan No. 4841/KH-VSTBPN of MOT and detailed action plan for the advancement of women for the period 2016-2020 (2016)	Provides specific objectives and indicators for gender equality achievement in all politics, education, healthcare, job opportunities and wage for MOT labour force and management.	None
Law No. 06/2017/QH14 dated 16/06/2017 approved by the National Assembly on railway (2017)	None	Article 83: Responding to climate change is included in state management task
Decision 452/QD-BGTVT dated 24/03/2021 of MOT on the issuance of MOT's action plan on proactively responding to climate change, enhancing resources management and environmental protection for the period 2021-2025 (2021)	None	Responding to climate change is the objective of the Decision. It is mentioned in all measures.
Decision No. 1829/QD-TTg dated 31/10/2021 of the Prime Minister approving inland waterway infrastructure master plan for 2021-2030, vision to 2050 (2021)	None	Adaption to climate change is mentioned in the developmental viewpoint and climate change scenarios need to be considered in environmental, scientific and technological measures
Decision 1291/QD-CHVN dated 04/10/2021 of MOT promulgating Action Plan of Viet Nam Marine Department MOT for proactively responding to climate change, strengthening natural resource management and environmental protection in the 2021-2025 period (2021)	None	Response to climate change is set up as the objective of Viet Nam Marine Department's Action Plan

d) Gender gaps, challenges and results of the survey

The survey revealed limited information on the nexus between gender and transport in the context of climate change.

Firstly, the lack of detailed guidelines to mainstream gender considerations into the transport sector leads to significant gaps in legal documents and laws. In the process of developing transport policies, either gender experts or women-led organizations have

been consulted rarely, meaning that there has been limited discussion or exposure between transportation experts and gender experts.

Secondly, the interviewees indicated that they have already attended gender training courses, however they have not yet applied what they learned in their work. In addition, despite the training, their awareness of the link between gender equality and transportation remains very low. For instance, they suggested that gender equality should be considered as a 'social aspect', and therefore would be

automatically included in the objectives of any policy and in the determination of goals and planning of programmes and projects in the transport sector. They also mentioned that women and men had the same access to, and received the same benefits from, transport infrastructure and projects. They further confirmed that women and men were equal within the Ministry based on their observations limited to their working environment.

Thirdly, the lack of data related to gender inequality and the negative impacts of gender inequality on the development of society and more specifically, the development of transport, might also be explained by the fact that these impacts are indirect and not easy to grasp. **In addition, even though gender analysis and gendered risk and vulnerabilities are often found in the agricultural or energy sectors, they are still rarely considered in the transport sector.** There is no systematic collection of primary data to inform the planning process in policies and programmes.

At the international level, we notice an increasing trend of travel statistics with gender disaggregation, but these mostly concern (i) developed countries, (ii) urban centers and (iii) public transportation. However, the knowledge of gender transport behaviour in rural areas and in the context of CCA remains incomplete in Viet Nam.

e) Case studies - women contributing to CCA in the transport sector

The Local Road Asset Management and Residential Bridge Construction Project (LRAMP) funded by the World Bank was approved by MOT in Decision No. 622/QD-BGTVT (2016). The project was implemented in the period from 2017-2021 to support the Government and MOT in the National Strategy for Rural Transport Development and the People's Bridge Construction Programme to

ensure traffic safety in ethnic minority areas and improve access in rural areas, especially areas with poor ethnic minorities and other vulnerable groups such as single women and children.³¹

The LRAMP Project encouraged the participation of women in maintaining and rehabilitating the road traffic work system. The project activities in the period from 2017-2020 deployed the model of the road component of the LRAMP Project to 14 provinces including Lao Cai, Ha Giang, Cao Bang, Bac Kan, Lang Son, Nam Dinh, Thanh Hoa, Nghe An, Ha Tinh, Quang Binh, Quang Tri, Hue, Quang Nam and Binh Dinh. Participating in road maintenance supports women's families to have more income and improves the role of women in the community. Through women, the community's awareness of the importance of road maintenance is overall improved. At the same time, women's participation in road maintenance has a great impact on perceptions and habits in the division of labour between men and women and gender roles in the family.

Rehabilitating rural roads in the Kingdom of Cambodia

In Cambodia, the Asian Development Bank (ADB) implemented a \$67 million programme focusing on rehabilitating rural roads between 2010 and 2015. The project developed a comprehensive Gender Action Plan highlighting key target indicators such as a minimum of 40 percent of unskilled labourers and at least 50 percent of road maintenance workers being women. In addition, women were in charge of tree planting and engaged in the planning of warning systems, and they received capacity building training on road safety, human trafficking and infectious diseases, all of which had been identified as potential negative impacts of extending roads (ADB, 2014).

³¹ <https://sgvtvd.laocai.gov.vn/1243/27995/55222/616978/tong-cuc-duong-bo-viet-nam/truyen-thong-van-dong-cong-dong-tham-gia-trien-khai-mo-hinh-bao-duong-thuong-xuyen-duong-dia-phu>

5. Planning and Investment

MPI has a key role in climate change policies as the focal point and leading ministry for the formulation of the Green Growth Strategy, coordinating all activities in the implementation of the 2030 Agenda and the achievement of the SDGs, and socio-economic development planning (SEDP and SEDS), while MONRE leads on climate change, environmental protection, and natural resources management. MPI is in charge of investments and sometimes in raising ODA for investment, and related climate change policies and actions, whereas the Ministry of Finance (MOF) is tasked with recurrent expenditures (i.e. financing of operations of departments under certain ministries). However, investments made in transport or coastal protection, for instance, would be led by MOT and MARD, respectively, with MPI playing a role in the approval process and perhaps in raising ODA. With respect to concrete investments, the provinces where they happen also have a voice over financial prioritization and all large works involve the Prime Minister or potentially even the National Assembly (“national level investment projects” such as a high-speed railway from North-South).

a) Why do gender considerations matter in climate change adaptation in the planning and investment sector?

Gender-responsive budgeting (GRB) is defined as an approach that “integrates gender equality into government planning and budgeting processes and analyzes how budgets impact gender equality and the empowerment of women” (ADB, 2019). GRB analyses the way money is raised and requires policymakers to monitor and assess national and international changes related to climate finance. It further looks at the decision-making process and the governance enabling the choices of budget allocation.

A gender-responsive budget is conceived to work for everyone, both women and men, by contributing to equal opportunities for all and generating a just and equitable distribution of financial resources. The GRB process comprises multiple steps such as

incorporating gender analysis into all stages of the budget cycles; assessing budgets (revenue and expenditure) of line ministries to understand their effects on different genders and capture the norms, values, and roles associated with them; and revising/transforming these budgets to ensure that gender equality commitments are realized. GRB can be developed at the national or provincial levels, either looking at select sections or the entire provincial budget (Oxfam, 2018).

A common misconception would be to think of GRB as ‘a budget for women’ or to request that public government expenditure be divided equally between women and men. In reality, GRB is far more nuanced. Instead, it invites policymakers to use a gender perspective when they analyze budgets and allocate spending in order to evaluate whether such a budget will effectively respond to the needs, priorities, vulnerabilities and responsibilities of women, and if it will contribute to reducing the gender gap.

Gender-Responsive Climate Planning acknowledges that policies are not gender-neutral. If they do not take women’s needs into account, they will be gender blind. Policymakers’ analysis and budget allocation is often data-driven, but sex-disaggregated data is lacking, and so they may fail to account for women’s specific needs. For example, the majority of women are employed in the informal sector (in seasonal agriculture, waste management and care services), and data on informal employment is scarce.

Joseph E. Stiglitz, a Nobel Prize laureate in Economic Sciences and speaking about Viet Nam in 2022, argued that inclusivity is a prerequisite for sustainable growth (UNDP, 2022). Recovery programmes and finance should serve a triple purpose: (i) economic recovery, (ii) promoting green and sustainable growth, and (iii) addressing inequality and inclusion. The cost of climate inaction is very high, and Viet Nam should direct climate expenditure to close gender gaps.

The main climate finance institutions have well acknowledged the linkages between climate change and gender equality (such as

the GCF and the Adaptation Fund). Thus, they have developed gender strategies to guide their investment portfolios. ADB, for instance, recently stated that 75 percent of its operations will focus on mainstreaming gender equality by 2030. The Adaptation Fund Board (AFB) reiterates that ‘all activities are to be designed to be gender-responsive and benefit the most vulnerable’ in its 2018-2022 strategy (2019). The AFB also granted funding to provide technical assistance to support Armenia, the Kingdom of Bhutan and the Dominican Republic in strengthening their ability to address gender considerations in projects and programmes and at the institutional level. In fact, the Adaptation Fund has stated that proposals without an explicit mention of gender equality targets will not even be considered by the Board.

In practice, **climate finance flows rarely contribute to closing the gender equality gaps. The Organization for Economic Co-operation and Development (OECD) estimated that over the period 2015-2016, only 8.6 percent of total ODA from Development Assistance Committee members was marked as climate-related and in support of gender equality (of which 3.4 percent was for adaptation) (OECD, 2016; UN Women, 2021). Oxfam recently found that only 1.5 percent of climate-related ODA identified gender equality as a primary objective, and of this, only 0.2 percent reached women-led and women-related organizations (Oxfam, 2020). This small percentage should at the very least be accompanied by consistent gender mainstreaming strategies.**

Globally, climate finance has historically been geared towards mitigation; in 2015-2016, around \$16 billion per year went to mitigation-only projects, compared to \$9 billion for adaptation-only projects (Timperley, 2018). In this context, it is therefore expected that the NAP process in Viet Nam would contribute to attracting more adaptation funding and should therefore account for gender differentiated climate impacts.

The GoV is likely to finance only one-third of the total financing needs for CCA responses identified in the updated NDC (2020), while the remaining two-thirds will need to be

mobilized from international development partners and the private sector (both national and multinational firms). Since the state budget is limited, it should try and serve multiple purposes (e.g., targeting both gender equality and CCA). **Since the budget is the direct reflection of the country’s priorities, it also enables the verification of the objectives laid out by the different policies to determine whether they translate in practice. Yet in Viet Nam, the responsibilities have been divided over two ministries (MPI and MOF), which is critical for understanding what “gender budgeting” might possibly mean in the future.**

The state budget illustrates in the most comprehensive way the commitment and priorities of a government to achieve social and economic outcomes. The incorporation of gender considerations into the planning and budgeting frameworks and the establishment of specific investments in addressing the gender gaps will reflect the commitments of Viet Nam towards achieving gender equality. This entails examining not only actual allocations and revenue-raising measures, but also budgeting systems and the roles of various actors throughout the process, as well as assessing whether the decisions will support gender equality outcomes or reinforce existing gender gaps. Not only will integrating gender within climate change projects bolster women’s empowerment and accelerate climate action, but it will also help adaptation measures laid out by the GoV, such as improved access to climate finance mechanisms.

b) Baseline data and vulnerability assessments

The Viet Nam Bank for Social Policies (VBSP) reported that over the 2011-2020 period, 10.8 million women had accessed inclusive financial services, with a total loan amount of VND 257 trillion, accounting for 54 percent of total lending turnover and 52 percent of total customers. In addition, in June 2020, the Bank counted a total of 3.5 million active female borrowers, representing 53.3 percent of total active customers, “with outstanding loans of VND 117,888 billion, showing an average growth rate of 10 percent per year” (VBSP, 2020).

However, women still can access to other loan sources (instead of VBSP) and financial services lower than men. Vietnamese women have lower access to formal employment than men. In 2019, 28.8 million men were employed in Viet Nam, as compared to 25.9 million women (GSO, 2021). While 62 percent of men-headed agricultural households have ownership or right to transfer or inherit agricultural land, this same metric is 54 percent for women-headed households (GSO, 2021). The lack of collateral and stable jobs/income impede and limit the access of women to loans and financial services; it is thus necessary to invest in gender-responsive adaptation technologies and actions in order for women to reap benefits.

The central budget for gender equality represents only a small share of the total state expenditure (5,234,604 billion VND). The funds allocated from the state budget were 125 billion VND or \$5.4 million (MOLISA, 2018) while the total state expenditure was 5,234,604 billion VND or \$225.592 billion for period 2011-2015. For the same period, 300 billion VND were mobilized from international sources for the advancement of gender equality, exceeding the funds allocated from the state budget (MOLISA, 2018). Over the period 2007-2017, a total of 31 ODA projects (in the form of grants) were implemented both at the central and local levels, focusing on the areas of human trafficking, GBV, response to climate change and women participation in politics on gender mainstreaming, with a total budget of \$41 million (MOLISA, 2018). A few localities (Ha Noi, Quang Ninh, Thanh Hoa, Nghe An, Ha Tinh, Dong Nai and Ho Chi Minh City) have allocated additional funds to implement the National Programme on Gender Equality from their local budgets (MOLISA, 2018). In 2017, the funding for gender equality received 20.1 billion VND from the state budget and 38.6 billion VND from local budgets (Chinh Phu, 2018).

c) Gender analysis of planning and investment policies

Viet Nam affirmed the necessity of closing the finance gap to achieve gender equality in national and international policy frameworks. As a signatory to international conventions,

Viet Nam is committed to introducing GRB and has endorsed the following conventions and declarations (UNESCAP, 2018):

- **Beijing Declaration and Platform for Action (UN, 1995):** The Declaration highlights the need for *“the integration of a gender perspective in budgetary decisions on policies and programmes, as well as adequate financing of specific programmes for securing equality between women and men.”*
- **Asian and Pacific Ministerial Declaration on Advancing Gender Equality and Women’s Empowerment (2014):** Governments agreed to *“implement, oversee and evaluate effective gender-responsive planning and budgeting to promote efficient, effective and equitable public sector budgetary spending.”*
- **2030 Agenda for Sustainable Development (2015):** Commits governments to *“a significant increase in investments to close the gender gap and strengthen support for institutions in relation to gender equality and the empowerment of women at the global, regional and national levels.”*
- **Addis Ababa Action Agenda on Financing for Development (2015):** Governments reiterated *“the need for gender mainstreaming, including targeted actions and investments in the formulation and implementation of all financial, economic, environmental and social policies.”*
- **COP26 – Draft Decision (2021):** The Chair proposed the following recommendation: *“Encourages Parties to be more explicit about the gender-responsiveness of climate finance with a view to strengthening the capacity of women and furthering work under the GAP in order to facilitate access to climate finance for grass-roots women’s organisations as well as for Indigenous peoples and local communities.”*

The planning and investment and climate policies in Viet Nam are cross-cutting and shown in Table 10. The **Law on Gender Equality (2006)** ‘calls for the use of the budget as a financial source for ensuring gender equality.’ It has been recognized as a functional legal

mechanism to support the inclusion of funds in pursuit of women’s empowerment/gender equality by ministries and provinces. Decree No. 70/2008/ND-CP guiding the implementation of the Law on Gender Equality put forward key articles for budgeting and planning, as below. *These articles could be leveraged to ensure a better integration of gender considerations in sectoral climate change policies and in the climate policy frameworks at the local (mostly provincial) levels.*

- **Article 4:** Ministries and ministerial-level agencies need to integrate gender equality in the formulation and implementation of programmes and operational plans in their sectors.
1. Review current legal documents to amend, supplement, cancel or promulgate new ones according to their competence or submit to competent agencies for amendment, supplementation, cancellation or promulgation of new legal documents. laws to ensure gender equality in the sectors and fields in charge.
 2. To study and propose competent state agencies to promulgate measures to promote gender equality.
 3. Integrating gender equality issues in the formulation and implementation of sector programs and plans.
 4. To guide and organize the implementation of measures to promote gender equality in the sectors and fields in charge.
 5. Directing and guiding the mainstreaming of gender equality issues in the sectors and fields in charge”
- **Article 9:** MPI host and cooperate with MOLISA in:

- a. Integrating gender equality into the formulation and assessment of the results of the implementation of targets and strategies, master plans and plans for the socio-economic development of society
- b. Guiding the mainstreaming of gender equality issues into the formulation

and assessment of the results of the implementation of targets in the socio-economic development strategies, master plans and plans of the sector and locality

- **Article 14:** “MPI shall assume the prime responsibility for, and coordinate with MOLISA, MOF, the Ministry of Foreign Affairs (MOFA) and other relevant agencies and organizations to mobilize funds, international loans and other capital sources for gender equality activities.”

The amended **State Budget Law (2015)** also highlights gender equality as one of the key principles for the management of the state budget and as a priority for the estimation of the definition of state expenditures (ADB, 2019). **Circular No. 05/2016/TT-BKHDT dated 06/06/2016 of MPI** from MPI guiding the integration of DRM into the planning of sectoral plans and SEDPs expanded the list of ‘vulnerable groups’ to include ethnic minorities and female-headed households.

The **Law on Public Investment No. 39/2019/QH14**³² and **Decree No. 40/2020/ND-CP**³³ detailing the implementation of several articles of the Law on Public Investment are documents with the original regulation on budget allocation for various types of public investment projects, which is a prerequisite for allocating state budget capital plans to public investment projects, including those related to CCA. *Gender equality is indirectly mentioned in the fairness principle of developing median- and short-term public investment plans - in other words, “Ensuring openness, transparency and fairness” - Article 48.*

On climate change, MPI issued **Decision No. 1485/QĐ-BKHDT**³⁴ on 17/10/2013 promulgating a framework to guide the selection of priorities for CCA in SEDPs and Decision No. 1085/QĐ-BKHDT³⁵ dated 16/07/2018 on the issuance

³² <https://thuvienphapluat.vn/van-ban/Dau-tu/Luat-Dau-tu-cong-2019-362113.aspx>

³³ <https://thuvienphapluat.vn/van-ban/Dau-tu/Nghi-dinh-40-2020-ND-CP-huong-dan-Luat-Dau-tu-cong-426374.aspx>

³⁴ <https://thuvienphapluat.vn/van-ban/Dau-tu/Quyết-dinh-1485-QĐ-BKHDT-nam-2013-lua-chon-uu-tien-thich-ung-bien-doi-khi-hau-phat-trien-kinh-te-xa-hoi-210871.aspx>

³⁵ http://khanhien.vanban.laocai.gov.vn/Default.aspx?sid=1234&pageid=27705&p_steering=15796

of guidelines for the classification of public investment for climate change and green growth, providing direction and guidance on classifying climate change public investment projects. These two policies do not mention women or gender equality directly.

The process and classification of climate change-related public investments in planning and investment is implemented following **Decision No. 1085/QD-BKHDT dated 16/07/2018 of MPI**, on categorizing projects into (i) CCA projects if the project's objectives improve climate resilience, (ii) climate change mitigation projects if the project's objectives are to reduce greenhouse gas emissions through emissions reduction or increased absorption capacity, or (iii) mixed projects including both adaptation and mitigation.

The National Strategy on Green Growth (2021-2030) marks a steppingstone in the inclusion of gender-sensitive actions and GRB. Women are given priority for the Green Growth budget and mentioned in key measures (i.e., *"improve access to green finance for women and disadvantaged groups in society"* and *"disadvantaged groups (women, children, ethnic minorities, the poor, people with disabilities) have equal access to opportunities, information, technical infrastructure, basic social services, suitable for new fields and jobs in the transition to a green economy"*.) As a result, women might access to more opportunities to improve their financial conditions and positions in their families and society.

Table 10. Cross-cutting objectives in planning and investment and climate policies.

Regulations	Implications for gender equality	Implications for climate change
Gender equality		
Law No. 72/2006/QH11 dated 29/11/2006 approved by the National Assembly on Gender Equality Law (2006)	Article 12: "Men and women are equal in establishing businesses, conducting production and business activities, and managing enterprises, and are equal in accessing information, capital, markets and labour resources." "Enterprises employing many female employees are entitled to tax and financial incentives according to the provisions of law;" and "Female workers in rural areas are entitled to credit support, agricultural, forestry and fishery extension according to the provisions of law."	None
Resolution No. 28/NQ-CP dated 03/03/2021 of the government approving the National Strategy on Gender Equality 2021-2030 (2021)	Gender equality is included in national goals and indicators in politics, education, health, economy and labor.	None
Planning and investment		
Decision No. 56/2011/QD-TTg dated 14/10/2011 of the Prime Minister on Promulgation of the set of national indicators on gender-related development statistic (2011)	GSO developed a set of national statistical indicators on gender development, including 105 national gender development statistical indicators, which were approved by the Prime Minister in this Decision	None

Regulations	Implications for gender equality	Implications for climate change
Decision 622/QD-TTg dated 10/05/2017 of the Prime Minister promulgating National Action Plan for the implementation of the 2030 Sustainable Development Agenda (2017)	Gender equality is the primary objective of Goal 5 and explicitly included in Goals 1, 4 and 10	Proactive response to climate change is mentioned in the goals and specific objectives of the Plan
Decision 1085/QD-BDKH dated 16/07/2018 of MPI promulgating the guideline on classifying public climate change- and green growth-related investment allocations (2018)	Gender equality is indirectly mentioned in the criteria to determine investments for an adaptation project (i.e., "a project is defined as climate change adaptation if it aims to reduce the vulnerability of people, property,...")	The Decision provides the framework to determine the budget used for CCA with respective indicators
Law No. 39/2019/QH14 dated 13/06/2019 approved by the National Assembly on Public Investment (2019)	Gender equality is indirectly mentioned in the fairness principle of developing median- and short-term public investment plans, (i.e., "Ensuring openness, transparency and fairness") in Article 48	N/A
Circular 03/2019/TT-BKHDT dated 22/01/2019 of MPI promulgating A set of statistical indicators for sustainable development of Viet Nam (2019)	There are 16 gender indicators to quantify the results of implementing SDG5 (Annex 2)	Two indicators are given to quantify results of implementing SDG13 (Climate Action)
Decision No. 1658/QD-TTg dated 01/10/2021 of the Prime Minister approving National Strategy on Green Growth for the period of 2021-2030, with a vision to 2050 (2021)	Women are given priority for the Green Growth budget and women are mentioned in key measures (i.e., "Improve access to green finance for women and disadvantaged groups in society" and "disadvantaged groups (women, children, ethnic minorities, the poor, people with disabilities) have equal access to opportunities, information, technical infrastructure, basic social services, suitable for new fields and jobs in the transition to a green economy.")	Climate change is considered across the document from the perspective of the strategy on objectives and measures. Priority for financial allocation is given for the measures to increase resilience to climate change.

In addition, the National Target Programme (NTP) on Sustainable Poverty Reduction (NTP-SPR) (2016-2020) contains relevant insights for the mainstreaming of CCA in local planning. [Decision No. 1722/2016/QĐ-TTg](#) dated 02/09/2016 of the Prime Minister approving the NTP-SPR for the period 2016-2020 determined the priority subjects including poor ethnic minority households and women of poor households, and considered women as the prioritised beneficiary. The related legal documents (i.e., [Circular 01/2017/TT-KHDT](#) dated 14/02/2017 of MPI providing guidance on investment planning at the commune level, [Circular 01/2017/TT-UBND](#) dated 10/05/2017 of CEMA guiding the implementation of Programme 135, [Circular 15/2017/TT-BTC](#) dated 15/02/2017 of MOF on the management of non-business capital in the implementation of NTP-SPR, [Circular 18/2017/TT-NNPTNT](#) dated 09/10/2017 of MARD and [Circular 39/2016/TT-NHNN](#) dated 30/12/2016 of the State bank of Viet Nam) are gender sensitive. For example, they set a quota of 30 percent women participants for hamlet-level planning meetings.

Furthermore, [Decision No. 1036/2019/QĐ-BNN-VPDP](#) dated 28/03/2019 of the Coordination Office of MARD on promulgating the handbooks to implement the programme “Supporting to implement two national target programmes on new rural development and sustainable poverty reduction for the period 2016-2020” was issued by the Minister of Agriculture and Rural Development. There are five handbooks, namely the “Handbook on implementing the programme,” “Handbook on developing planning,” “Handbook on production development in new rural development,” “Handbook on supporting production development in sustainable poverty reduction” and “Handbook on infrastructure development”. Gender was integrated in many parts of the handbooks, which provide specific assessment indicators and assessment background with gender considerations such as the number of vocational trained women and the new jobs created for women.

d) Gender gaps, challenges and results of the survey

Gender equality has been mentioned in a few documents prepared by MPI, such as the National Action Plan for the Implementation of the 2030 Sustainable Development Agenda and the National Strategy on Green Growth for the period of 2021-2030; however, gender mainstreaming considerations are absent from programmes and technical guidance issued by MPI.

There is an evident lack of gender tracking tools in public investment and budgeting, financing and planning. *Decision No. 1085/2018/QĐ-BKHDT* on identification, classification and reporting of its public climate change- and green growth-related investment allocations and *Decree No. 84/2015/ND-CP* on M&E investment do not include any gender indicators. In addition, there are no gender indicators related to financial access in the set of SDG indicators. The investment from the state national budget for gender equality is low (0.0024 percent of total government expenditure in the period 2011-2015), even lower than international sources.

The key cause of the above gaps in the legal documents is the shortage of information on the link between gender equality and policies in investment and planning that received by decision-makers. Additionally, gender equality is considered as a social aspect and is automatically included in objectives of any policy and in the goals of planning, programmes and projects. This can lead to the misconception that women and men have equal access and benefits from any investment project. Due to the lack of sex-disaggregated data on the state of gender inequality in terms of financial access. The link between gender equality and policies in investment and planning are not clarified. There are only reports from VBSP including information on loans obtained by women. *Additionally, the negative impacts of gender inequality on the development of society in general and on the effectiveness of investment projects are indirect and not easily comprehensible. The scarcity*

of detailed guidelines to mainstream gender considerations into the planning and investment sector further hampers their integration into laws.

The Climate Public Expenditure and Institutional Review also revealed that over 80 percent of the climate change budget from 2016-2020 was disbursed by two ministries, MARD on irrigation tasks and MOT on transport, for a total of 8,000 billion VND per annum (MPI & UNDP, 2022). MPI issued Decision No. 1085/2018/QĐ-BKHDT to provide the framework with indicators and criteria to identify, classify and report climate change investment allocations. However, there are not any gender-related indicators. To ensure that investments into ‘hard infrastructure’ are effectively addressing the needs of women and not widening gender gaps, specific guidelines should be developed to guide the implementation of the projects and help uncover the opportunities for increasing gender equality in design and implementation.

Related to NTP-SPR, [Circular 01/2017/TT-KHDT](#) providing guidance on investment planning at the commune level indirectly mentioned gender in the “Objectives, objects and criteria of national target programmes” of Article 2 on the basis of making investment plans at the commune level. Gender is not considered in other contents of the Circular (e.g., principle and procedure to develop the investment plan). However, the NTP for socio-economic development in Ethnic Minority

and mountainous Areas (NTP-EMA) in the 2021-2030 period makes significant progress on gender equality and efforts are described by activities. Specifically, 14 of 158 activities of the programme aimed at increasing the access and role of women and girls in the economy, society and policy, and healthcare services; eliminating gender norms; protecting women and girls from family violence and human trafficking; improving the capacity of staff working on gender equality; and monitoring and evaluating gender equality progress. Concrete metrics are also given for activities, such as the number of times pregnant women are consulted on nutrients or the budget for the model on supporting science and technology application to improve economic power for ethnic minority women. [Decision No. 39/2021/QĐ-TTg](#) dated 20/12/2021 of the Prime Minister on Provisions on principles, criteria, and norms for allocation of central budget capital and corrective capital rate of local budget allocation in implementing the NTP -EMA in the 2021-2030, Phase I: 2021-2025 stipulates that a part of the central budget capital is allocated to VWU in Projects No 8 and No 10.

There are implementation challenges due to a lack of dedicated financial resources for implementing gender equality design in projects and a lack of technical resources such as climate and gender specialists at MPI. There are many climate change projects with gender co-benefits, but there is not enough focus on gender equality as the primary objective (MPI & UNDP, 2022).



6. Education

The education sector is not a prioritised sector of the NAP-Sup Project, neither of this research, however, it is a strategic sector for addressing gender inequalities and also CCA, as well as the nexus between the two.

There are several ways in which education, or the lack thereof, is linked to and hence should be considered in adaptation planning. Firstly, education positively affects resilience to the impacts of climate change and so a lower education level constitutes a component of one's vulnerability (O'Neill, 2020). In Viet Nam, lower levels of language literacy, for instance, prevent access of ethnic minority women to some climate information services (UNDP, 2019). Conversely, lower education levels also mean that in the aftermath of disasters, individuals or households may have fewer adaptation options, such as switching to non-agricultural works or accessing new markets or agro-value chains, for example. These linkages were already mentioned in Viet Nam's NDC submitted to UNFCCC in 2020:

“Women, especially ethnic minority women, are highly vulnerable due to limited access to education and fewer opportunities to participate in non-farm employment.”

Secondly, access to education will be jeopardized by climate impacts and in particular disasters (e.g., floods, typhoons and landslides) that cause damages to the schools' infrastructure. It is critical to preserve and develop educational infrastructure to ensure that girls can access longer education (including in rural and remote areas and among ethnic minority groups), as this will enhance their resilience to climate shocks. In addition, slow-onset events (e.g. droughts), by causing damages to agricultural production, may have long-lasting adverse impacts on children and girls as they will potentially drop out of school to support the livelihoods of their families for prolonged periods of time (UNICEF, 2016). Children from migrant families are also found to have a 1.2-1.7 times higher drop-out rate than non-migrant families (UNICEF, 2016). Education services are considered at 'high risk' of climate impacts, with 11 percent of

schools facing the risk of flooding due to sea level rise (World Bank, 2019).

Lastly, education and training have a transformative role and the potential to contribute to the development of highly qualified human resources, in addition to influencing the formation and development of people, and equipping them with life skills. It also brings awareness and empowers youth to take action. Qualitative and accessible education is a cross-cutting sector that has been identified as a key enabler if Viet Nam is to achieve its sustainable development targets. It can unlock women's leadership and facilitate access to STEM and climate action careers. Building the capacity of a female workforce is critical to ensure increased representation in decision-making and policymaking bodies and organisations, as well as contribute to the formulation of policies that are just and fair. The curricula in different school (levels, types) are a key place where gender analysis can be taught and from where societal changes can start as they present a prime opportunity to raise awareness of young men and women about gender equality and thereby tackle stereotypes often anchored in traditional values, such as those that depict men as 'more capable' of certain jobs.

The NAP (Decision No. 1055/QD-TTg), also refers to educational tasks: *“Develop and implement education and training programmes integrating climate change response content at all levels of education” and “improve the quality of curricula on climate change response”,* while Decision No. 148 refers to the following task: *“1.2. Number of educational and training institutions that teach about climate change.”*

Circular No. 32/2018/TT-BGDĐT dated 26/12/2018 of MOET on promulgating general education programmes stipulates that the concept of climate change, impacts of climate change and response to climate change should be introduced into the curriculum as sections of modules or integrated into their contents. Climate change is firstly introduced in the practice and experiential activities in Grade 4. Climate change is considered as one of the standard outcomes for pupils at secondary and high school levels, who must “consciously learn

and be willing to participate in propaganda activities on climate change and response to climate change” and “actively participate in and mobilize others to participate in propaganda, care and protection of nature, response to climate change and sustainable development,” respectively.

Recognizing the importance of education in gender equality, the Ministry of Education and Training (MOET) has collaborated with experts, enterprises and donor organizations to develop guidelines on mainstreaming gender in education. Three guideline documents for managers and teachers from kindergarten to high school have been published, including: “Gender-Responsive Learning through Play” (VVOB Viet Nam and CGFED, 2019), “Nestled Guidebook on mainstreaming gender into general education curricula and textbooks” (MOET, 2016) and “Guidelines for mainstreaming gender in career guidance for high school students” (MOET, 2015). They outline the rationale for mainstreaming gender and the basic concepts, implementation steps as well as specific criteria in each step of each content. However, only the “Guidelines for mainstreaming gender into general education curricula and textbooks” have been issued

as a legal document by MOET in [Decision No. 1381/2016/QĐ-BGDĐT](#) of MOET in 2016, while the other two are considered as references and do not require the schools to comply. Therefore, the implementation will be voluntary at these two levels (i.e., kindergarten and high school) and depend on the perception of the leaders. Apart from these three guidelines, there is currently no guideline for gender mainstreaming in training curricula or management at undergraduate and postgraduate levels. This will affect the perception and implementation of gender mainstreaming in professional settings after students graduate and begin work.

The Youth4Climate Initiative launched by UNDP in Viet Nam has revealed considerable interest and willingness from the youth to gain access to reliable and accurate knowledge in Vietnamese about climate science and other climate topics (see [Climate Learning Hub](#)), as well as a desire to be more involved in policy discussions. Among youth participating in the initiatives, more than half of them were young women, despite being less represented in STEM education programmes. Earlier in 2013, the British Council, together with the MOET and Live & Learn, delivered educational climate change activities to over 300 primary schools.



E. RECOMMENDATIONS TO MAINSTREAM GENDER CONSIDERATIONS INTO THE NAP PROCESS 2021-2030



The recommendations that follow are primarily designed to inform the revision of the National Adaptation Plan period 2021-2030, with a vision to 2050 (Decision 1055) as a starting point, but also to mainstream gender in all climate policies in order to develop a coherent framework.

The gender analysis conducted in **Section D** revealed that when gender equality is only a 'principle', it runs the risk of remaining theoretical at the central and local levels and faces many implementation challenges, since the formulation is mostly 'qualitative' and lacks explicit regulations and guidance for implementation, as well as monitoring indicators and mechanisms. Therefore, the objective is to move away from situating gender equality as solely mentioned in the 'vision' and/or as an 'objective' in policies, towards practical recommendations that effectively contribute to enhanced recognition of women's vulnerabilities and therefore needs, and an enabling environment for them to be empowered in leading climate action, and greater gender equality between women and men.

1. Recommendations for the NAP formulation

This set of recommendations has been applied, or is about to be applied, throughout the formulation of the NAP Technical Report.

Endeavour to include Indicator 8.2 (Decision 148) (PM Decision No. 148/QĐ-TTg dated 28/01/2022 of the Prime Minister) in the sectoral M&E frameworks of five prioritized ministries under the NAP-Sup Project

Indicator 8.2: Percentage (%) of people and women in vulnerable areas due to climate change who received vocational training and changed livelihoods

» **Benefit:**
Support MOLISA and track sectoral progress

The M&E framework plays a critical role in illustrating progress on integration and will help ensure that the benefits from investments in adaptation activities are captured for women and men. It would be useful to include gender-sensitive indicators in all sectoral M&E, to foster

gender analysis and ensure that the progress on gender equality is tracked. Rather than creating new indicators, we suggest including Indicator 8.2 in all M&E to ensure consistency and coherence.

Start disaggregating 'women groups' in order to identify the 'most vulnerable groups' of women

» **Benefit:**
More targeted and effective adaptation actions and a shift away from the narrative that 'women=vulnerable'

Gender differences exist not only between women and men, but also between groups of women. Their identity, exposure and vulnerability and therefore, their adaptive capacity, are built upon the interaction of their ethnicity as well as their economic, social and demographic aspects. This is important for two reasons. Firstly, policies that mention 'women' along with 'other vulnerable groups' such as children, the elderly or persons with disabilities, perpetuate the gender biased norms and traditional beliefs of men's superiority over all others. A narrower scope is more efficient by strictly identifying the groups (of both men and women) who are the most vulnerable. Secondly, similar to climate downscaling, social and human downscaling is essential to effective climate action. For instance, in Viet Nam, the NDC submitted in 2020 emphasized the fact that ethnic minority women present high levels of vulnerability due to their socio-economic conditions and barriers, as follows: **'Women, especially ethnic minority women, are highly vulnerable due to a limited access to education and fewer opportunities to participate in non-farm employment.'** This is a good example of better disaggregation of women groups. The word limit of policies may hamper this task, but words can be inserted that provide guidance on the need to better disaggregate women groups (e.g., certain women from ethnic minorities, lactating women living in rural areas, etc.).

Increase the number of formal consultations with Viet Nam Women's Unions (VWUs) and women-led CSOs and interest groups

» Benefits:

Capture women's needs and priorities, appraise adaptation options based on the logframe of the NAP Technical Report

Raise the awareness of women's groups on the impacts of climate change on gender equality

This recommendation ought to be applied at the provincial level by local governments and by development partners during design and implementation of projects (since the NAP Technical Report and priority actions have been finalised).

Mainstreaming gender perspectives into adaptation actions should be based on consultations with women in order to build and incorporate their skills, knowledge, needs and contributions into the cycle of planning. It is essential to have the participation of women in the NAP consultations to develop, monitor and evaluate the implementation of policies and projects so that they can contribute their voices, priorities, aspirations and suggestions to better adapt to climate change. Selecting adaptation measures in a way that takes gender considerations into account can only be done with the participation of women. However, the percentage of women holding directorial positions in some of the prioritised NAP key sectors (i.e., transport) remains low. Hence, it is imperative to proactively seek women's participation and facilitate consultations with them.

Going back to the danger of displacing risks or vulnerabilities that may result from adaptation activities, effective governance that ensures the full participation of women in decision-making is a necessary mechanism to plan for any redistributive effects, mitigate risks, assess trade-offs and discuss any foreseeable risks. This will ensure that climate change policies promote improved health, education and livelihoods to adapt to climate change, enhancing women's access to and ownership of productive and

reproductive resources (including land, access to credit and education).

Present the results of the gender analysis contained in this background report to line ministries to collect feedback and adjust recommendations

» Benefits:

Raise awareness of policymakers and initiate discussions about the implementation of recommendations for mainstreaming gender into CCA in identified sectors

Host a one-day workshop in Ha Noi to be attended by line ministries (climate and gender focal points) to present the report and discuss a practical way forward for recommendations

The detailed analysis presented under **Section D** could serve as input for line ministries as they formulate their sectoral NAPs, but also beyond the NAP process for the formulation of any (climate) policies. It provides a snapshot of the current knowledge, gaps and collaboration mechanisms..

2. General recommendations for a joint "Roadmap to mainstream Gender into the NAP Process"

The following section introduces key recommendations based on the five priority areas set out in the Gender Action Plan of the [5-year Enhanced Lima Work Programme](#) agreed by Parties to the UNFCCC at COP25. [Decision 20/CP.26](#) "urges Parties to accelerate their efforts to advance implementation of the Enhanced Lima Work Programme on gender and its GAP." [Table 1 of the GAP](#) outlines over 20 activities and 35 outputs and specifies the level of implementation.

Furthermore, by following the GAP, this set of recommendations directly contributes to fulfilling the task 1 e) stated in [Prime Minister Decision 1055/QD-TTg](#) of "e) Intensify international cooperation and fulfill duties of a signatory of UNFCCC, including: provide support for domestic authorities for capacity-building in order to be recognized by the Green Climate Fund,

the Adaptation Fund and other funds; prepare and periodically update the National report on climate change adaptation to the UNFCCC. Monitor and assess the impacts of climate change adaptation actions on the world on Vietnam, and determine solutions for minimizing any adverse impacts and taking advantage of such impacts to achieve socioeconomic development objectives."

Priority Area A: Capacity building, knowledge management and communication

Decision 1055: This set of recommendation directly contribute to fulfilling Task 1 "Improve the effectiveness of climate change adaptation through intensifying the state management of climate change, including climate change adaptation contents, and promoting the integration of climate change adaptation contents into relevant strategies and planning."

Expand and deliver gender-responsive training to all policymakers within the ministries and provinces beyond the gender/climate focal points, including at the local level

» Benefit:

Increase overall ministerial understanding, gender awareness and consideration

The survey of the consultant group implemented in March 2022 with 18 respondents indicated that the knowledge and practice of respondents were limited (**Annex 3**). Meanwhile, the policies or plans on specific areas were prepared and proposed to the Ministry by the specific units. Therefore, raising awareness on gender equality is not only in the mandate of DONREs, but also the departments of all sectors of agriculture. After the gender training courses, the participants need to be able to link climate change and gender equality to their respective sectors.

Curate an information module about the impacts of climate change on gender on the Adaptation Portal set-up by MONRE

» Benefits:

Raise awareness, build capacity & enhance understanding of policymakers on the nexus between gender and climate change

Facilitate and stimulate the integration of gender into climate policies

The need to curate such a module surfaced during interviews conducted with policymakers at the national level and the questionnaire was administered to over 45 respondents from the provincial levels. A regular question that came out of this process is: "Why should we mainstream gender?". The module will include the development of two-pager fact sheets including: the gender-climate nexus for sectoral CCA activities, key facts outlining current inequalities and vulnerabilities of women, and potential entry points. Other knowledge products will be developed to highlight 'the benefits of mainstreaming gender into the formulation and implementation of climate change policies.'

Priority Area B: Gender balance, participation and women's leadership

The latest synthesis report prepared by the subsidiary body for implementation of the UNFCCC reviewed the contributions of Working Group II (WGII) of the IPCC and found that:

*"The role of women as agents of change and the need for **more inclusive governance** was highlighted in the submissions, which noted that **better integrating women and marginalized groups into decision-making at all levels would help to improve both mitigation and adaptation policies**" (UNFCCC, 2022).*

Enforce a quota (for example 15 percent) of women holding Director and Deputy Director positions in departments at the provincial level for specific line ministries

» Benefits:

Increase women's meaningful participation and leadership in decision-making processes

As mentioned previously, there are currently no women holding director positions at either DARDs or DONREs and the lack of women leadership is a bottleneck that hampers the considerations of women's needs and contributes to the traditional belief that women are not capable of holding high-level positions of power. Meanwhile, Guideline No. 15-HD/2012/

BTCTW³⁶ on leader and manager planning in the spirit of Resolution No. 42-NQ/TW³⁷ on 30 November 2004 of the Political Ministry (IX term) and Conclusion No. 24-KL/TW³⁸ dated 5 June 2012 of the Political Ministry (XI term) requires ensuring that the proportion of female cadres is not less than 15 percent in the committees, standing committees and leaders at all administrative levels. At the same time, when implementing policies for the district level or higher, it is necessary to have female cadres in the leadership structure (Standing Committees at the Party level, Standing Committees of the People's Council and District People's Committees) and as leaders of provincial-level departments, agencies and branches, as well as central ministries. Additionally, Decision No. 2282/2021/QĐ-TTg³⁹ issued an objective to strengthen the equal participation of women in leadership and management positions at all levels of policymaking in the period 2021-2030. Therefore, it is no doubt that actions need to be done immediately at provincial level to achieve the objectives given by the government.

Deliver training to women in rural areas on soft skills with the Women's Unions and leaders in communities

- » **Benefit:** Strengthen women's resilience to disasters, enhance adaptive capacity and empower women as agents of change

The gender norms and limitations in terms of access to financial sources, information and technology make women in rural and mountainous areas more vulnerable to changes in climate. Meanwhile, the livelihood of many women in these areas are dependent on natural resources and climate conditions. They are also primarily responsible for housework.

36 <https://thuvienphapluat.vn/van-ban/Bo-may-hanh-chinh/Huong-dan-15-HD-BTCTW-cong-tac-quy-hoach-can-bo-lanh-dao-quan-ly-151971.aspx>

37 <https://thuvienphapluat.vn/van-ban/Bo-may-hanh-chinh/Nghi-quyet-42-NQ-TW-cong-tac-quy-hoach-can-bo-lanh-dao-quan-ly-thoi-112690.aspx>

38 <https://www.hcmcpv.org.vn/van-ban/ket-luan/ket-luan-so-24-kl-tw-ngay-5-6-2012-cua-bo-chinh-tri-ve-day-manh-cong-tac-quy-hoach-va-luan-chuyen-ca-1340617053>

39 <https://thuvienphapluat.vn/van-ban/Bo-may-hanh-chinh/Quyết-dinh-2282-QĐ-TTg-2020-phe-duyet-Chuong-trinh-tham-gia-cua-phu-nu-trong-vi-tri-lanh-dao-cac-cap-461183.aspx>

Such training is mentioned under Indicator 8.3 in Decision 148. An enabler of this task would be the delivery of training on time management to women aspiring to fill managerial positions. Viet Nam recently joined the Adaptation Action Coalition (AAC) at COP26 in 2021. AAC is a coalition of governments around the world whose goal is to build momentum and promote action on CCA and resilience. AAC builds on the "Call to Action on Adaptation and Recovery" of the 2019 United Nations Climate Action Summit led by the United Kingdom, Egypt, Bangladesh, Malawi, the Netherlands and Saint Lucia, launched with support from UNDP. The Call to Action has been signed by 122 countries, the European Union and 86 organizations around the world. Based on the commitments made by the Parties when participating in the Call, AAC will promote action through sequences of work and events (including roundtable discussions and sharing experiences) in certain areas. Having joined AAC, Viet Nam has more opportunities to access technical support on CCA, including gender-focused activities.

Priority Area C: Coherence

Decision 1055: "Task 1 c) Promote the integration of climate change adaptation into relevant strategies and planning through formulating and promulgating guidelines for such integration; assess the integration of climate change adaptation into relevant strategies and planning; combine climate change adaptation and disaster risk reduction."

Objective: This priority area is particularly relevant for the implementation of the NAP in Viet Nam as adaptation actions must seek to achieve and deliver on their climate goals (such as strengthening resilience to climate stresses), as well as achieve other development goals in order to contribute to the realization of the SDGs. As the Government of Viet Nam has been working towards the integration of gender mainstreaming into development plans (for instance throughout the National Target Programmes) and is now striving for better integration of CCA into development strategies, gender considerations should continue to be integrated into these to ensure coherence and synergies.

Strengthen the governance mechanisms and institutional arrangements to mainstream gender equality into climate change adaptation

- » **Benefits:** Increased mainstreaming will deliver co-benefits on all SDGs and more inclusive policymaking results in more responsive and effective policy outcomes
- Ensure the meaningful participation of women organizations at all levels of the policymaking process

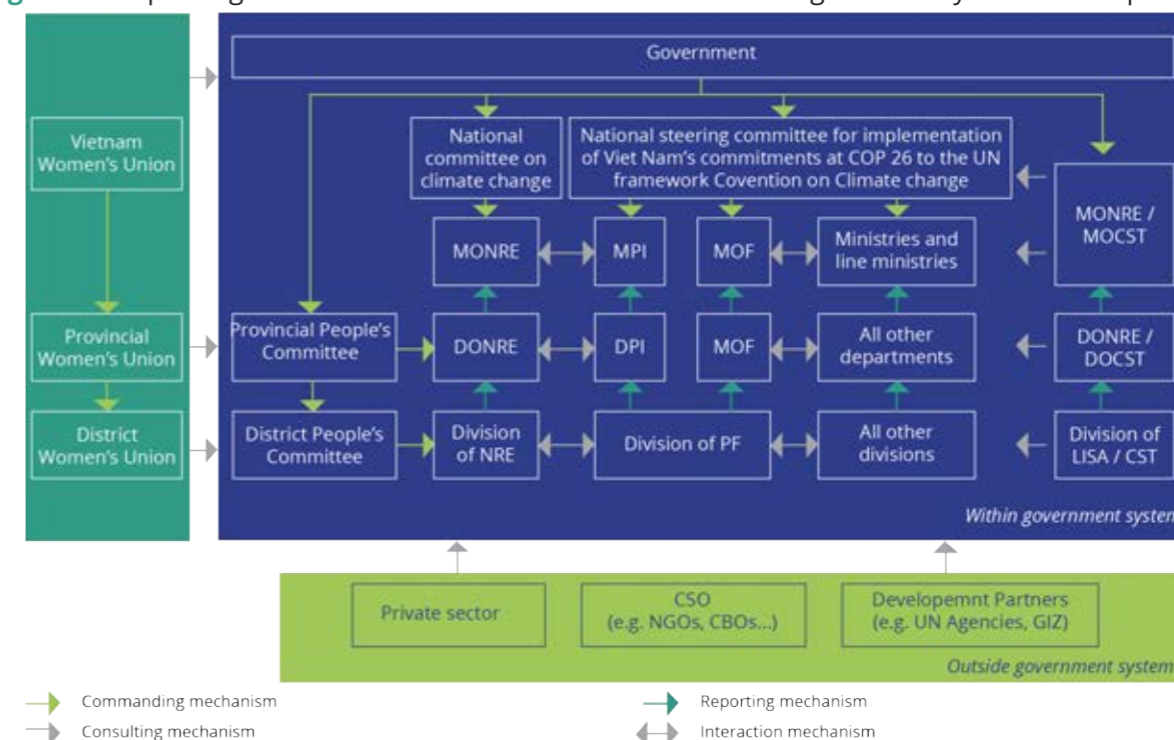
Besides the involvement of ministries and international organizations in the implementation of the NAP, the participation of VWU and National Committee For the Advancement of Women (NCFAW) in decision-making and governing at all administrative levels is crucial in ensuring the success of the NAP in general and in terms of gender equality (Figure 5).

In the proposed governance arrangement presented in Figure 5, we suggest that VWU, the NCFAW, the Ministry of Labour, Invalids and Social Affairs (MOLISA) and the Ministry Of Culture, Sports and Tourism will be consulted by the Ministry of Natural Resources and

Environment, ministries and ministerial agencies in developing legal documents and making decisions. VWU, the Departments of Labour, Invalids and Social Affairs, the Departments of Culture, Sports and Tourism and the Committees for the Advancement of Women at the provincial and district levels will be consulted by the People's Committees, Departments of Natural Resources and Environment, and departments and divisions at corresponding governing levels.

Gender mainstreaming into policies is mentioned in national documents, (i.e., the Law on Gender Equality, the National Gender Equality Strategy and the NAP). These form a strong legal basis for mainstreaming gender in implementation. VWU and the Committee for the Advancement of Women are set up at all administrative levels and ministries and ministerial agencies. Additionally, the international community and NGOs are willing to support both financially and technically. They are the key stakeholders for gender mainstreaming into NAPs. The lessons from international case studies on gender mainstreaming into NAPs also show the way forward for successful gender mainstreaming in Viet Nam. There is an urgent need to bring in experts who understand both gender equality and have technical knowledge in all sectors of each ministry to bridge the gender gaps.

Figure 5. Proposed governance mechanisms and institutional arrangements beyond the NAP process.





Create a Technical Working Group on Gender and Climate Change (co-hosted by MONRE and MOLISA)

- » **Benefit:**
Share knowledge, align programmes and maximize technical and financial resources to ensure synergies

UNDP invites MONRE, the Gender Equality Department under MOLISA, and VWU to join the Gender-CCWG. The working group will be funded through development partners and the Secretariat will be hosted by a member of the Gender-CCWG.⁴⁰ Terms of Reference will be developed, and the groups will meet four times per year. The objectives of this Technical Working Group would be to (i) collect, disseminate, and generate knowledge on the nexus between climate and gender; (ii) provide technical support to policymakers in a transparent, concerted and efficient manner; and (iii) align financial resources to generate systemic change. Recommendations to mainstream gender into policy documents have been made over the last decade by NGOs, development partners and research groups. Yet, the content has not changed much and there has been limited implementation. Therefore, it is time to reconsider the way technical advisories are delivered to produce tangible results.

Include gender recommendations in the Guidelines currently being developed by the Department of Climate Change of the Ministry of Natural Resources and Environment to mainstream climate change into strategies and masterplans (Revised LEP - Art 93, 2020)

- » **Benefits:**
Increase consistency and comprehensiveness of gender responsiveness among policies

As mentioned by the respondents to the survey, gender equality will only be mainstreamed in their work if there are official guidelines for them to follow. Hence, there is a need to develop technical guidelines with the participation of representatives from VWU and MOLISA, in addition to gender experts. The technical guidelines should include the requirement of gender-sensitive analysis to inform the design and logframe of project proposals, indicate specific gender indicators in assessing project proposals, risk assessments and in M&E indicator systems of ministries.

Produce relevant gender guidelines geared towards the line ministries and provinces in promoting gender equality in infrastructure projects

- » **Benefit:**
Uncover opportunities for increasing gender equality in design and implementation

While gender equality' and 'women' are sometimes mentioned in the 'principle(s)' or 'vision' of policies, there is a lack of specific implementation guidelines and practical guidance for implementation of these principles for mainstreaming gender in climate policies from the central to the local level. There are also often no indicators to assess the differential impacts on men and women. Coupled with limited awareness of decision-makers and overlapping priorities at the provincial level, this gap impedes efforts. For instance, infrastructures projects need guidelines for implementation that are not gender-blind and instead help uncover opportunities for increasing gender equality in design and implementation. Such guidance could be developed with the technical support of both MOLISA and MONRE.

Priority Area D: Gender-responsive implementation and means of implementation

Decision 1055: "Task 1 dd) Promote adaptation actions which will bring co-benefits for disaster management, reduction of the risks of climate change and social, economic and environmental efficiency; periodically update climate change scenarios according to reports of the Intergovernmental Panel on Climate Change (IPCC); establish and operate the national climate change database and support tools for management and forming of climate change policies; develop mechanisms/ policies, and mobilize and allocate financial resources, for encouraging and attracting investments in climate change adaptation actions."

Objective: This set of recommendations build on the experience and guidelines that have been developed for the NTPs for New Rural Development (NTP-NRD), Poverty Reduction (NTP-SPR), Ethnic Minorities (NTP-EMA) and Community-Based Disaster Risk Management.

Conduct risk and vulnerability assessments to collect gender disaggregated data for each subsector

- » **Benefits:**
Generate more data and intelligence about the impacts of climate change on women

Increase knowledge for all stakeholders (government, development partners, CSOs, etc.) to lead to better adaptation outcomes and more efficient use of limited natural resources

The analysis of which actors (communities, businesses, local governments and ecosystems) will win and lose from particular adaptation responses requires a detailed analysis of distributional benefits, which include, among other practices, the systematic collection of sex-disaggregated data.

Enhanced information is needed to better understand what will trigger women farmers' capacity to manage risks, adapt to climate change and cope with extreme weather events.

This includes designing national baseline studies with quantitative and qualitative indicators that reflect access to and ownership of resources among households. There also needs to be support for initiatives and projects to collect sex-disaggregated data that reflects and captures factors that enhance climate change resilience among women farmers.

Enforce the development of gender analysis for a minimum percentage of adaptation measures in each sector and require the mandatory developments of gender analysis for ODA projects in CCA

- » **Benefits:**
Allow policymakers to better understand the gender-differentiated impacts of climate change within the most vulnerable subsectors

Design action plans that promote gender equality and women's economic empowerment

Enable the participation of women and women's groups in the implementation, as well as in ensuring the effective M&E of the measures

The review of experiences from the NTPs has shown that local projects funded by development partners generally triggers increased participation of women in decision-making and consultations, as well as the workforce. It is therefore central to CCA to ensure that development partners and other donors continue to streamline their gender requirements from the project design down to the implementation phase.

To effectively address the different characteristics that shape women's vulnerabilities to climate change in the updated NAP policy documents, more research and data are required (see proposed monitoring and evaluation indicators). The current lack of sex-disaggregated data hinders understanding of a changing agricultural landscape, which employs more women and needs to cope with climate change and external factors (e.g., competition,

⁴⁰ The list of current members of the Gender-CCWG can be found in Annex.

migration, etc.). Addressing specific local issues and trends (such as male out-migration) will help close the gender gaps. Furthermore, and beyond the adaptation process, the results of the gender analysis can inform population and agricultural census surveys. For instance, the gender analysis conducted in Uruguay has unveiled critical information about the adaptation strategies of women farmers, revealing differences in adopting practices, gender relations and empowerment, as well as bottlenecks, all of which have helped to make the adaptation plan more robust. This can be done with the support of United Nations Agencies and the CCWG.

Pilot GRB in sectoral plans developed by ministries and submitted to the Ministry of Planning and Investment and/or Ministry of Finance

» **Benefit:**
Directly finance initiatives that address women's specific needs

In the upcoming NAP, ministries could allocate a specific budget to mainstream gender-responsive approaches, for instance into agricultural adaptation. For example, the Ministry of Agriculture and Rural Development could encourage and monitor women's participation in all CCA activities, including in many organizations such as Farmers Unions and Women's Unions. Another recommendation would be to systematically mobilize a gender expert to contribute to funding proposals for projects and programmes related to CCA, and increase gender mainstreaming capacity within line ministries.

PriorityArea E: Monitoring and reporting

Decision 1055: "Task 1 e) Intensify international cooperation and fulfill duties of a signatory of UNFCCC, including: provide support for domestic authorities for capacity-building in order to be recognized by the Green Climate Fund, the Adaptation Fund and other funds; prepare and periodically update the National report on climate change adaptation to the UNFCCC. Monitor and assess the impacts of climate change adaptation actions on the world on Vietnam, and determine solutions for minimizing any adverse impacts and taking advantage of such impacts to achieve socioeconomic development objectives."

Objective:

Design a joint plan to support MOLISA in completing the M&E of Indicator 8.2 and 8.3

» **Benefit:**
Enhance the systematic collection of sex- and gender-disaggregated data to track and measure progress in building the adaptive capacity of women

MOLISA has so far rarely been engaged in climate change policies. The Ministry therefore needs financial and technical support as well as capacity building in order to achieve these tasks. Development partners such as UN Women, UNDP and the German Agency for International Cooperation (GIZ) have expressed their interest and willingness to support MOLISA. Participatory approaches are central to the requirements outlined in NAP Technical Guidelines. The M&E indicators pose considerable challenges for provincial departments, which face overlapping requirements (NAP, NCCS, SEDP, NDC, etc.),

often operating with limited financial and human resource capacity. Hence, we recommend the involvement of VWU and other women organizations to lead the formulation of the baseline and the reporting of specific indicators. While the focal points in charge of submitting the results of the M&E on the interface can remain the DONREs or line departments, a division of the tasks - especially the ones related to the collection of indicators that have been identified as critical to strengthening women's adaptive capacity - could be delegated to women organizations.

Enhance the collaboration between the research institutes under line ministries and GSO to streamline and enhance the collection of gender-disaggregated data

» **Benefit:**
Increase transparency of data collection, analysis and findings; maximize cost efficiency; and collect data at the national level

A recurring challenge and limitation that surfaced during the interview and questionnaire was the relatively low level of data availability and collaboration with GSO. Ministries do not have the budget to collect the data themselves, nor the partnerships in place to do so, and there is limited coordination with GSO as the organization in charge of national data collection. Following Decision No. 56/QD-TTg dated 14/10/2011 of the Prime Minister, GSO (under MPI) has been collecting 105 national gender statistics indicators, which it published in 2012, 2016 and 2018. There is a need to enhance cooperation with GSO, including for the collection of gender-disaggregated data at the national level, which would ease the burden

of gathering data on gender indicators for line ministries.

3. Sectoral adaptation measures that address the specific needs of women

The constraints faced by women are not inherent to women; they are socially, economically and politically constructed, and therefore can change. This is the purpose of gender mainstreaming into the NAP: to ensure that the NAP enables planners to create and implement adaptation measures that would create opportunities for increased gender equality in climate change actions.

The following sections outlined key sectoral recommendations that can guide Ministries in the implementation of gender-responsive adaptation actions. Some recommendations can be piloted beyond the formal context of the NAP implementation.

Environment and natural resources (MONRE)

Share Viet Nam's efforts with the UNFCCC under the 5-year Enhanced Lima Work Programme on Gender

» **Decision 1055:** contributing directly to Task 1, e) "Intensify international cooperation and fulfill duties of a signatory of UNFCCC"
» **Benefit:** contribute to and address the objectives and activities stated in the LWPG and Gender Action Plan agreed in 2019 at COP25⁴¹ through the implementation of gender-responsive adaptation at the national level

This Programme invited Parties "to submit information on efforts and steps taken to implement the Enhanced Lima Work Programme on Gender and its Gender Action Plan in their national reporting under the UNFCCC process, as applicable". In its Adaptation Communication to the UNFCCC, the Government of Viet Nam could submit its efforts on mainstreaming gender into the NAP and potentially agree to voluntary report on its progress every year. Decision 1055 may

⁴¹ Parties agreed to a landmark 5-year Enhanced Lima Work Programme on Gender and its Gender Action Plan (Decision 3/CP.25).



be amended in 2023 and could be supplanted by the Enhanced Lima Work Programme announcement and requirements.

The latest Synthesis report by the secretariat summarised the information submitted by the Parties as of July 2022 on their gender-responsive climate policies include into their NAPs and found that 26.3 % of the NAPs that can be considered as inclusive of gender integration aligned with the priority areas A,B and C of the GAP; while none of them aligned with all five priority areas (UNFCCC, 2022).

Additionally, Viet Nam should strengthen the roles and responsibilities of its [National Gender and Climate Change Focal Point](#) (already appointed to the UNFCCC), and possibly nominate her as co-chair of the Gender and Climate Technical Group (see Priority C 'Coherence').

Empower youth in leading climate action at the national and provincial levels by enhancing collaboration with the Ho Chi Minh Communist Youth Union (e.g., Youth4Climate Activities)

- » **Decision 1055:** Contributing directly to Task 2, "Improve the resilience and adaptation capacity of communities"
- » **Benefit:** Building the capacity of youth so they can become a powerhouse for innovation and key stakeholders in the decision-making processes that impact their future

Youth offer invaluable contributions through their unique skills, energy, vision and ideas to help shape CCA measures and policies. A recent study (ISDS, 2022) found that younger men and men living in urban areas (and with higher educational levels) overall display less traditional norms and views of 'masculinity' and biases against women. Considering that 25 percent of the Vietnamese population is under 25 years old, such findings may have profound implications for tackling gender inequalities and shifting gender roles in a changing climate. It is recommended that the NAP targets Vietnamese youth as they could bring about positive changes that can be diffused to other social groups and will reap the joint benefits of closing the gender gaps and contributing to adaptation efforts.

The Special Report on Youth4Climate Action (UNDP, 2021) proposes various recommendations for strengthening the roles of youth in leading and contributing to and adaptation measures in relevant NAP sectors; such as scaling-up skills training (technical and soft skills), recruit local youth into exist adaptation projects either led by the HCYU or CSOs, and experimental tours of successful Nature-based Solutions models.

Increase research funding and explore the climate change-gender nexus

- » **Decision 1055:** contributing directly to Task 2 of dd) "increase awareness and knowledge about CC and DRR of governments at all levels and promote gender equality ion CCA," and e) "Do scientific research and technological development, and focus on application of new and advanced technologies to climate change adaptation."
- » **Benefit:** Capture, understand and track the vulnerabilities and roles of women in biodiversity and natural resources

Data is lacking and there are limited peer reviewed scientific studies that specifically look at the impacts of climate change on women in Viet Nam. It is recommended to bolster research and study the impacts of climate change (both sudden and slow-onset changes) and the adaptive capacity of women, particularly those who are the most vulnerable (e.g., poor women, women-headed households and certain ethnic minority women, etc.).

Agriculture and rural development (MARD)

By striving for gender equality in agriculture, the NAP process could address existing structural barriers (institutional, financial and access to information), preventing women from reaching their full potential in terms of CCA.

Revise/enhance the M&E framework to be gender-sensitive

- i. Collect sex-disaggregated data to measure the impacts of CCA on women, aligned with overall M&E (Table 11).

Table 11. Proposed list of M&E indicators for the agriculture and rural development sector (as of June 2022).

No.	Indicator (Vietnamese)	Indicator (English)	Recommendations
Existing gender-sensitive indicators			
CS39	Tỷ lệ số lượt cán bộ nữ của Ban chỉ đạo PCTT/ UPBĐKH cấp tỉnh được tập huấn (tỉnh/ quốc gia)	Percentage of trained female staff of the Provincial Steering Committee for Disaster Prevention and Control (CCSC) (province/ national level)	
CS45	Tỷ lệ hộ, doanh nghiệp/HTX nông nghiệp tham gia áp dụng mô hình/giải pháp/thực hành thích ứng BĐKH/giống thích ứng BĐKH do phụ nữ làm chủ/ lãnh đạo (hộ/doanh nghiệp/ HTX)	Percentage of households and enterprises/agricultural cooperatives participating in the application of CCA models/ solutions/practices/ varieties owned/led by women households, enterprises & cooperatives)	
Proposed revised M&E			
CS21	Số người chết, mất tích, bị thương do thiên tai trên một trăm nghìn dân	Number of people dead, missing or injured due to disasters per one hundred thousand people	Collect sex-disaggregated data for indicators (number of men and number of women)
CS32	Diện tích áp dụng giải pháp nông lâm kết hợp, canh tác tổng hợp	Area of application of agroforestry and integrated farming solutions	Add "...led by women cooperatives/ groups/female-headed households"
CS37	Tỷ lệ dân số được phổ biến kiến thức về phòng, chống lụt bão và giảm nhẹ rủi ro thiên tai	Proportion of the population that has disseminated knowledge on flood and storm control and DRR	Collect sex-disaggregated data for indicators (number of men and number of women)
CS43	Tỷ lệ các chiến lược, quy hoạch, kế hoạch phát triển ngành NN&PTNT được lồng ghép thích ứng BĐKH theo yêu cầu lồng ghép	Percentage of strategies, master plans and plans for the development of agriculture and rural development sector that are consider climate change adaptation according to mainstreaming requirements	The Law on Gender Equality requests that all master plans should consider gender, therefore add: "include gender considerations"
New	Decision 148 (8.3) Tỷ lệ (%) người dân, nữ giới ở vùng dễ bị tổn thương do tác động của biến đổi khí hậu được đào tạo kỹ năng mềm về thích ứng biến đổi khí hậu, phòng chống thiên tai trong lĩnh vực nông nghiệp	Decision 148 (8.3) Percentage (%) of staff/women staff who are trained in soft skills on CCA and disaster prevention in the agriculture and rural development sector	

The following recommendations will contribute to mainstream gender into the task *“Provide training for farmers and local officers and improve their capacity for development, selection and application of climate change adaptation solutions in agricultural sector” assigned to MARD in Decision 1055.; responding to the objective of “Improve capacity for strengthening resilience and decreasing vulnerability to climate change”*

In addition, the activities listed below will fulfil the request of monitoring the involvement of women in CCA in the agricultural sector (CS45).

Deploy inclusive climate information services that are tailored to women

- » **Benefit:**
Enhance the adaptive capacity of women by increasing the availability and accessibility of CIS that benefit women farmers (e.g. gender-sensitive technologies, use of their preferred communication channels)

It is essential to ensure that women and men have equal access to information, as it is tightly linked to gender equality (Gumucio, 2020). Inclusive communication strategies should leverage multiple channels and make information available in a manner that fits women’s routines (e.g., at the market or in women’s groups), and should account for the potential discrepancy in literacy rates between men and women, especially among ethnic minority groups.

Equal access to information services is a key step toward the pursuit of an inclusive society. A package of complementary measures should be developed, including support to women farmer groups through training and access to credit and climate information services. In this respect, there is space for fostering coordination between ministries and subsectors while at the same time, reducing costs and increasing efficiency/uptake of agriculture adaptation strategies.

Male and female farmers (Kinh as well as ethnic minorities) exhibit differences in terms of their responses to climate change impacts on agriculture; their access to, and use of, climate information services; and their vulnerabilities and capacities to adapt to a changing climate.

Most of the climate information services are delivered in Kinh/Vietnamese language, and so ethnic minority groups may miss some of the information, in particular ethnic minority women who often have the lowest levels of education. Climate information services should thus be designed using images and illustrations to support those who are illiterate (CEMA, 2015).

- » **Suggested M&E indicator:**
(CS54) Percentage of households and enterprises/agricultural cooperatives participating in the application of CCA models/solutions/practices/ varieties (disaggregated by gender and ethnicity)

Ensure a minimum proportion of ethnic minority groups within the agricultural extension services sector and conduct an annual survey of the number of women and men from ethnic minority groups that are able to interpret weather forecasts and provide technical advice.

- » **Suggested M&E indicator:**
Number and percentage of ethnic minority groups within the agricultural extension services sector

Scale up women-led Nature-based solutions (NbS) projects by strengthening community networks

- » **Benefit:**
Increase women’s livelihoods and reduce their exposure to climate impacts

Ensuring the sustainability of NbS such as bioengineering and mangrove restoration necessitates more human resources. Essentially, NbS require more care than traditional engineering solutions or ‘hard infrastructure.’ This presents an untapped opportunity to hire, train and build the capacity of women groups who live in the most climate-affected areas. It also brings multiple co-benefits in terms of human development, increased livelihood opportunities, new skills and gender equality (if attention is paid to enhancing the role of the most vulnerable/marginalised women), while delivering on CCA targets.

Develop Training of Trainers programmes targeting youth women from ethnic minorities in key climate-impacted regions with the aim of accelerating the deployment of NbS practices

- » **Benefit:**
Build the capacity and resilience of the most vulnerable/ marginalised population

Networks and community-led groups should be mobilized to share information, data, best practices and experiences related to the maintenance of customary practices, resolving land and forest conflicts and strengthening the implementation of laws. Piloting ecosystem adaptation activities that incorporate customary knowledge to build resilience could be promoted in critical watershed areas to demonstrate their potential.

- » **Suggested M&E indicator:**
Number and percentage of new NbS programmes/projects led or maintained by women/women’s organisations over the 2020-2030 period

Preserving ethnic minority knowledge and upholding the roles of women from EM as stewards of forests

- » **Benefit:**
Reduce the vulnerability of ethnic minority groups

As local forest stewards, women from ethnic minority groups have a critical role to play in carbon sequestration and restoration through the protection of forests and ecosystems, and

in driving sustainable agriculture value chains. Forests play a crucial role for ethnic minority groups both economically (natural resources are often their main sources of livelihood) and culturally (forests are linked with spiritual practices and beliefs).

Currently, ethnic minority groups and ethnic minority farmers are often framed as vulnerable groups displaying limited knowledge and capacity, yet research has shown that contrary to popular belief, many farmers are well aware of the changing climate and are consciously changing their cropping patterns to adapt. It has also been widely acknowledged by scientists at national and international forums that when entitled to the management of land, Indigenous communities perform better in terms of biodiversity conservation and forest protection than private and public organizations.

Hence, the ambitious NAP targets cannot be realized without the inclusion and empowerment of the ethnic minority communities who live nearby the forests. Consultation with forest users (members of ethnic minority groups) at the community level is critical in the NAP planning process, so that their voices, concerns and knowledge are reflected in land-use management. Simultaneously, there is a lot to learn from ethnic minority groups to successfully execute programmes on topics such as the use of Indigenous species in afforestation and agriculture, specific models of nurseries and plantations and inter-cropping. A dedicated library/repository could help leverage this knowledge at scale.



Health sector (MOH)

It is essential to note that 'the adverse health consequences resulting from gender differences and gender inequalities are not static' and indeed, 'they can be changed' (WHO, 2014). Gender assessments, the availability of rigorous and comprehensive gender-disaggregated data, and gender-sensitive adaptation measures are essential to address the inequity of health impacts and ensure the effectiveness of adaptation strategies for this sector.

Increase coordination with research organisations to accelerate research at the health-CCA nexus, with a focus on women's health, to inform decision-making processes

- » **Decision 1055:** This recommendation is set to contribute to Task 1 "Review, amend, formulate and supplement legislative documents, mechanisms and policies in medicine sector for protecting public health in the context of climate change"
- » **Benefit:** Develop a nuanced understanding of women vulnerabilities and address specific needs of women and children

Globally, research (both in the medical field and in adaptation planning/policies) directly looking at the linkages between the health impacts of climate change and gender is scarce, and efforts to recognize the differentiated effects are in their infancy. The pathways that link an increase in greenhouse gas emissions with disease outcomes, including specifically for women, are mainly known for adverse maternal outcomes. Other impacts such as nutritional deficiency, women-led migration, or mental health disorders are often overlooked. Additional research needs to be conducted in Viet Nam to assess the gendered impacts of climate change and health, and ensure that the prioritized adaptation measures effectively address underlying health inequities.

Address the needs of pregnant and lactating women in climate adaptation measures

- » **Decision 1055:** This recommendation fits under "Task to Formulate and scale up environmental sanitation and clean water models adaptable to climate change for communities and health facilities"
- » **Benefit:** Enhanced maternal-infant health, enhance sexual and reproductive health measures

Climate change acts as a 'threat multiplier' and exacerbates existing health inequalities (Daalen, 2020) such as lower access to healthcare infrastructure and healthcare services, poor nutrition, an increase in violence, poor mental health, the burden of unpaid care, low access to relevant information, low quality and availability of clean water supply, and overall worsened health conditions of the most vulnerable, particularly the poor. Adaptation efforts in the health sector using a gender lens would diminish these impacts and strengthen adaptive capacity (Women Deliver, 2021). Measures include developing more resilient health infrastructure such as air-conditioning or flood-proof maternity services, enhancing people's health or maintaining a minimum level of SRHR services after a disaster. SRHR is a pre-requisite for one's health and wellbeing, and it also means that women and girls can effectively contribute to climate action, participate in community and policy discussions, join training and access educational opportunities, all of which build their resilience whilst their health and rights are better guaranteed.

Proposed measures:

- Enhance or build infrastructure (dedicated rooms for pregnant women) with climate-resilient infrastructure
- Build the capacity of healthcare workers to address the specific needs of pregnant and lactating women in the aftermath of disasters and/or during prolonged periods of drought or cold spells

Design and carry out massive gender-sensitive campaigns to raise public awareness on the health impacts of climate change (similar to 5K campaign for COVID-19)

- » **Decision 1055:** Raising awareness of the health-impacts on climate change will contribute to the overall objective assigned to the MoH of Formulate, develop and scale up models for improving resilience of communities and climate change adaptation
- » **Benefit:** Facilitate behavioral change that will enhance resilience and adaptive capacity of the Vietnamese population

"Equitable outcomes contribute to **multiple benefits for health and well-being and ecosystem services, including for Indigenous Peoples, marginalized and vulnerable communities** (high confidence)" (IPCC, 2022). The 'health' angle triggers people's awareness, meaning that public policies on climate change may frame the narrative around the impacts climate change will have on people's health and wellbeing to develop education and behavioural change campaigns that are effective and sustainable. Viet Nam has been widely regarded as a success story for the way it has handled the COVID-19 pandemic. The 5K public education campaign has proven to be a rapid and massive success in educating the population. Similarly, advocacy campaigns that shed light on the direct impacts of climate change on health may help to mobilise communities and foster societal support of the whole of society to the adoption of measures that are required to protect the health of the most vulnerable.

Foster inter-ministerial coordination (between MOLISA, MONRE and MOH) to accelerate the uptake of good practices and capacity building manuals/toolkits on gender equality

- » **Decision 1055:** this activity will contribute to the group of tasks "1/ related to the promotion of integration of CCA into relevant strategies and measures and the need to streamline gender mainstreaming across sectors."
- » **Benefit:** Prioritize cross-cutting measures and strategies that ensure better health outcomes for women

There are many opportunities for the health sector to provide targeted training on gender equality and produce related materials and tools, in particular by providing staff in this sector with guidance and tools on mainstreaming gender equality in their work and activities, including in the development, implementation and evaluation of cooperation activities. Sex-disaggregated data is also essential for monitoring, cooperation activities, evaluating violence against women, mental health, and women malnutrition after disasters such as drought or floods.

The IPCC reports that "*Our land-use planning and siloed approaches to health, ecological and social planning also exacerbates vulnerability in already marginalized communities (medium confidence).*" The budget for CCA is limited, hence it is necessary to aim for synergies across the sector to reap multiple social and economic benefits and build health resilience across adaptation planning. There is a need for increased collaboration among ministries in sectors particularly impacted by climate change (e.g., water and agriculture), which are critical entry points for the coordinated consideration of climate-sensitive health risks. The WHO recommends that "**comprehensive, context-specific vulnerability and adaptation assessments by the health sector should be conducted as part of the NAP process to ensure informed planning**" (WHO, 2021).

Research, invest, promote and develop the 'care' through piloting initiatives in communities

- » **Decision 1055:** This activity goes beyond the current tasks mentioned in the NAP and aims to kickstart conversation and pilot activities around the emerging sector of 'care'.
- » **Benefit:** Assess the economic value of the services provided for free and accelerate the development of the 'care' sector

'Care' is defined as all traditional activities and practices (such as child and elderly care) and work in community organizations, education, art, ecological rehabilitation and stewardship. Conceptualized as a pillar of feminist climate solutions and a high-potential just solution to the climate crisis, it puts forward the idea that unlike

extractive industries (e.g., oil and gas), 'care', as a sector, is enhancing resilience and wellbeing, while being low-impact, low-energy and life sustaining. However, this sector has traditionally not been valued because it is very feminized (i.e., women do the majority of unpaid care work). In the context of Viet Nam's aging population, there is an opportunity to prioritize 'care' in the NAP, while redistributing more equitable activities, making existing infrastructure or incentives to create the infrastructure that can be used for care is another possibility (early childhood education and senior day centers) (MacGregor, 2022). The great advantage of working on this at the local level is that cultural and social preferences can be incorporated from the beginning.

Revise/enhance the M&E framework of the health sector to be gender-sensitive

- » **Benefit:** Collect sex-disaggregated data to measure the impacts of CCA on women, aligned with overall M&E (Table 12).

Table 12. Proposed M&E indicator for the health sector (as of June 2022).

#	Indicator (Vietnamese)	Indicator (English)	Recommendations
New	Decision 148 (8.3) Tỷ lệ (%) người dân, nữ giới ở vùng dễ bị tổn thương do tác động của biến đổi khí hậu được đào tạo kỹ năng mềm về thích ứng biến đổi khí hậu, phòng chống thiên tai trong lĩnh vực y tế	Decision 148 (8.3) Percentage (%) of staff/women staff who are trained in soft skills on CCA and disaster prevention in the health sector	

Transport (MOT)

Women's mobility is heavily dependent on functioning transport systems and reliable, safe, efficient and affordable infrastructure. The impacts of climate change on physical transport structures will affect women and men differently because of differences in their travel modes, patterns, and underlying socio-economic differences. Maladaptation or lack of adaptation measures for transport infrastructure may impact certain groups of women more than men and contribute to widening the gender equality



gap. Infrastructure built today needs to be able to cope with the impacts of present and future climate change.

Therefore, it is crucial to integrate gender considerations now and ensure that prioritized measures are not gender-blind or gender-neutral, otherwise there is the risk of widening the gender equality gap for decades to come. The adaptation planners should consider these differences in means and transportation patterns and risks when designing transport systems that meet women's needs (ADB, 2013).

Conduct surveys with women's groups to inform transportation planning

- » **Benefit:** Ensure women's needs and priorities are considered and that transport initiatives are more effective

CCA measures in the transport sector will likely include land-use planning activities such as displacing existing or building new infrastructure in the low-lying Mekong Delta, or in the central coastal regions that are prone to extreme weather events. While men may prioritize roads that lead to towns with employment opportunities, women may select roads that are on the way to health facilities. Transport projects to respond to CCA objectives can also be a source of significant employment opportunities; therefore, emphasis should be placed on training women who can develop skills in construction works.

Expand research and increase communication on gender-sensitive transportation

- » **Benefit:** Raise awareness of policymakers on the link between gender, climate change and transportation

The gender disaggregated data and understanding potential impacts of projects on gender equality in the transport sector will encourage decision-makers to mainstream gender into legal documents. Communication and public awareness campaigns should be rolled out to highlight the linkages between gender and transport, which are not necessarily obvious, especially in relation to CCA; therefore, gender equality in transport should be spread through the media, training courses and direct conversations.

Revise the current draft M&E framework to include gender-sensitive indicators

- » **Benefit:** Increase transparency, improve reporting and better measure benefits of CCA on women

The proposed M&E framework of MOT should include gender-sensitive indicators (Table 13). Mobility plays an important role in accessing information, the labor market and living. Motorbike has been common vehicle and a property with most of household in Viet Nam. However, there is no gender disaggregated data on the motor usage and ownership. Therefore, the number of women and men that have driver's licenses (for motorcycles and cars as an indicator of driving capacity) should be systematically included in the indicators of gender equality strategies/action plans at the national and ministerial levels. The gender-disaggregated data and measures to improve gender equality are not only relevant to MOT, but also other ministries and organizations. For instance, the gender disaggregated car and motorcycle ownership data is very important to evaluate the adaptive capacity of women and men in the transport sector. However, the ownership data is managed by the Ministry of Public Security. One other example is the measures to increase the number of motor vehicles owned by women. One of the measures to reach this objective is reducing the vehicle tax for women motor vehicle owners, which is under the responsibility of MOF. Therefore, a strong cooperation mechanism between MOT and key stakeholders is needed.

Table 13. Proposed list of M&E indicators for the transport sector (as of June 2022).

No.	Indicator (Vietnamese)	Indicator (English)	Recommendations
2	Số lượng quy hoạch có liên quan đến thích ứng với BĐKH được ban hành	The number of plans related to CCA have been promulgated.	The Law on Gender Equality requests that all master plans should consider gender, therefore add: "that include gender considerations"
13	Số chương trình, dự án hợp tác quốc tế về thích ứng với BĐKH được triển khai.	The number of international cooperation programmes and projects on CCA that have been implemented	Add: "that contains a gender analysis and/or specific tasks targeting women"
15	Số chương trình, dự án vận động, thu hút sự tham gia từ các đối tác khác (tổ chức, doanh nghiệp trong nước, cộng đồng) để hỗ trợ thực hiện Kế hoạch.	The number of programmes and projects mobilized, attracting participation from other partners (organizations, domestic enterprises, the community, etc.) to support the implementation of the Plan	Add "participation from women's groups and women's organisations"
33	Tổn thất, thiệt hại do BĐKH được thống kê, báo cáo theo định kỳ	Losses and damages caused by climate change are reported periodically	Collect sex-disaggregated indicators for men and women
New	Decision 148 (8.3) Tỷ lệ (%) người dân, nữ giới ở vùng dễ bị tổn thương do tác động của biến đổi khí hậu được đào tạo kỹ năng mềm về thích ứng biến đổi khí hậu, phòng chống thiên tai trong lĩnh vực giao thông vận tải	Decision 148 (8.3) Percentage (%) of staff/women staff who are trained in soft skills on CCA and disaster prevention in the transport sector	

Planning and investment (MPI)

The guiding question for the recommendations made to MPI could be framed as follows: are the investments in CCA building the resilience of women and the poorest communities? The Government of Viet Nam is nationally and internationally committed to the pursuit of Gender Equality and Climate Action at the highest level. Therefore, it is expected that the Gender Action Plan and gender mainstreaming strategies shall be translated into gender budgeting and planning. This presents a great opportunity for MPI to showcase its leadership in applying political commitments into practice. Approximately four percent of Viet Nam's GDP is needed to finance adaptation efforts (Strauch, 2018).

Build the capacity of a Gender Focal Point for Adaptation Planning and Budgeting within MPI

» **Benefit:**
Build the capacity of the Ministry on gender mainstreaming

Gender mainstreaming relies on the knowledge, capacity and capabilities of the people working in the ministries. In order to move from an ad-hoc gender analysis and transition towards sustainable and effective gender mainstreaming, it is critical to allocate a dedicated budget and sufficient human resources to this endeavour. The Gender Focal Point will be tasked with training MPI officers on gender budgeting and planning, as well as coordinating the NAP process with MONRE, MOLISA, development partners and the CCWG. MPI could allocate resources for gender mainstreaming to cover the gender audit, gender analysis, capacity building, response to gender-based needs and M&E activities.

» **Decision 1055:** The following activities will contribute to the task of "Formulate mechanisms for mobilizing resources and encouraging the investment of economic sectors in climate change adaptation actions, by measuring the allocation of finance (both from MPI and MOF), that is targeting women's needs as it may leverage international finance which is increasingly concerned with achieving the goal of gender equality".

Develop a gender-aware budget statement and allocate a specific budget for gender mainstreaming to MOLISA and publish it with the technical report of the NAP

» **Benefit:**
Measure and track the number of adaptation actions contributing to building women's resilience

Financial resources are needed to ensure that the measures laid out in the NAP are truly inclusive, in order to develop and deliver training, set up methodologies and processes, and foster multi-stakeholder engagement. Gender mainstreaming should be included as a cross-cutting issue in the NAP that requires an additional budget line, which should be allocated to MOLISA. Furthermore, a percentage of the state budget should be allocated to MOLISA for the formulation of a Gender Action Plan. The ways in which the public funds distributed to households are divided between men and women (e.g., in the agricultural sector), could also be monitored as part of the NAP.

Pilot gender-budgeting of climate policies with the support of MPI (investment) and MOF (recurrent expenditures)

» **Benefit:**
Assess investment and recurrent state budget going to adaptation and pilot the tracking of funding going to women's organizations and vulnerable women

Some of the barriers and challenges faced by women in Viet Nam, such as low representation in politics and leadership, the wage gap and unpaid care might start to be addressed through Gender-Responsive Budgeting. The review of international experiences offered a critical insight: the institutional framework is the driving force of gender budgeting and planning. There is a need to enhance the policy framework to ensure the integration and mainstreaming of gender considerations into climate budgeting and planning. In the Republic of Indonesia, for instance, various policies and laws have mandated the gender tagging of climate policies. Shaping a gender-sensitive NAP process will undoubtedly require stronger

collaboration between ministries, and the role of MOLISA needs to be enhanced.

Allocate portion of the state budget to the Viet Nam's Women Union for implementation of CCA /activities in the provinces most vulnerable to climate change

- » **Benefit:**
Channel adaptation funding to the communities on the frontlines of climate impacts

While women are mainly in charge of making decisions when it comes to daily expenses (over 72 percent of them), men are primary in charge of large spending and investments. Similarly, the proportion of men who own real estate independently is 28 percent (versus only four percent of women and 30 percent joint ownership). Budget for CCA is limited, and so priorities and tasks for each sector need to be carefully considered in the context of climate hazards and vulnerabilities in order to deliver positive adaptation outcomes for Viet Nam. Against this background, a percentage of ODA climate finance should be allocated to women-led CSOs which have the ability and flexibility to tailor their programmes to women's identified priorities while building their capacity. In this context, international organizations have a critical role to play in mobilizing international finance and channelling it to the organisations working towards women empowerment at the frontlines. CSOs that are working directly with communities should develop strategic partnerships with smaller foundations (e.g., Sustainable Rural Development).

The NAP provides an unprecedented opportunity to firstly mobilize international finance available to protect biodiversity and restore carbon sinks; and secondly, put in place the mechanisms to channel such finance to the women- and ethnic minority-representative groups and CSOs. There is unmet income potential from national and international programmes on forest restoration and conservation through REDD+ and others. If necessary, safeguards are in place.

M&E indicators and data collection

- » **Benefit:**
Collecting gender-disaggregated data related to financial access, need, decision-making and interest

Include the number of women and men that have financial access (to loans) in the documents on identification, classification and reporting of MPI's public climate change and green growth-related investment allocations and M&E investments.

Education and communication (MOET)

This set of recommendations suggest using education and communication campaigns as means to change negative social norms hampering the achievement of gender equality in the context of climate action. The quote below resonates with the work required to ensure that gender mainstreaming is not considered as 'women problem', but rather address the inequalities 'between women and men'.

In particular, the *"confusion between a gender-aware approach and women-only support can lead to a range of problems, such as the marginalisation of women's issues and inappropriate projects for women (...)* **No development work can be effective which does not take into account the relationships between people.** *As the relationships between males and females form the basis of human society, the analysis of the implications of these relations must form the basis of development and relief interventions"* (Eade, 1995).

The recommendations highlighted in this section have been developed to contribute to the group of tasks "2 of Decision 1055 "Improve the resilience and adaptation capacity of communities, economic sectors and ecosystems through making investments in adaptation actions, science and technology, and increasing public awareness to be ready to adapt to climate change" and in particular "dd) Increase awareness and knowledge about climate change and disasters of governments at all levels, social organizations and communities; improve capacity, empower women and promote gender equality in climate change adaptation". They also

span well as beyond the scope of the NAP as they contribute to raising awareness on climate change and tackling some pervasive inequalities that hinder women's roles in CCA.

Design and implement climate/gender educational programmes in rural areas

- » **Benefit:**
To build women's capacity to participate in decision-making processes at the local and national levels

The lessons from mainstreaming gender in the National Target Programmes (NTPs) revealed that the requirement set out in the various Circulars⁴² of at least 30 percent of women participating in meetings for local planning did not yield considerable results. The quality of women's participation was not high, due to number of reasons such as the fact that women 'were not considered to have decisive voices', or due to the lack of consideration for women's preferences in the planning of such meetings (i.e., time, location), and other cultural barriers that hamper women's participation (CARE, 2020).

Against this background, this report suggests rolling-out education and training programmes targeted and designed locally in order to enhance the knowledge and awareness of women on priority topics (infrastructure and water development, agricultural planning and DRR mechanisms). Changing the perceptions of women's participation and beliefs related to who should lead on certain tasks or on local adaptation planning is an endeavour for the whole of society (men and women).

Actively promote the enrollment of women in university degrees related to transport, engineering and STEM

- » **Benefit:**
Increase the share of women working in prioritised sectors for climate action

Increase investments to promote diversity and inclusion in the science and technology sectors. Actively develop and implement quota of female

42 Circular No. 01/2017/TT-KHDT (NTP-SPR Sustainable Poverty Reduction Programme)

students in sector that are traditionally male dominated. These activities would help increase the percentage of women holding decision making positions.

Promote the idea that mainstreaming gender is a 'societal issue' not a 'women's issue'

- » **Benefit:**
Explore gender social behavioural change interventions that target both men and women and advance both women's rights and promote women's empowerment, while at the same time, generating co-benefits for men

Gender mainstreaming and addressing gender inequalities is not a women's issue, but a societal one. As introduced at the outset of this report, the interrelation of gender roles and norms are social constructs and as such, they can be changed. The concept of a 'true man', as well as traditional masculinity and gender biases and norms that lead to the idea that men should be in power and have control of resources is ingrained in the mindset of Vietnamese society and is the chief factor underpinning gender inequality (ISDS, 2022). Male migration from rural to urban areas is already shifting the patterns and beliefs through which men 'are the family's pillar and leader in the society.' Therefore, promoting gender equality can liberate men from the pressure associated with the outdated/traditional values of what a man's role is.

These social and cultural biases may undermine the ability of women to take on a bigger role in climate action and DRR, while consistently pushing men to take behavioural risks. The challenge for the coming years will be to help governments shift systems and power structures that generate gender inequalities and women's disempowerment. This should be done by changing power relationships and cutting the deep roots of gender inequality.

UNDP recently released its Gender Equality Strategy 2022-2025 on 21/09/2022, stipulating the need to achieving gender equality and highlights "changing negative social norms" under Signature 6: Gender Equality" as one of critical areas that will be prioritized. The gender



analysis presented in this report confirm the deep-rooted gender stereotypes are pervasive and present bottlenecks for all prioritized sectors under the NAP process. Therefore, interventions that target social norms are necessary, and these could be done through the educational sector.

Support and create spaces to increase the visibility of women tackling climate change and leading initiatives in their communities

- » **Benefit:** Contribute to advocacy efforts by offering role models and stories that depict women not as ‘vulnerable’ but rather as climate leaders

UNDP recently launched its own podcast [‘The Descendants of Hai Ba Trung’](#), to broadcast voices from the frontline of the climate crisis. The podcast curate stories of women from diverse backgrounds and professions (farmers, researchers, climate advocates, scientists, community mobilizers, policymakers, entrepreneurs, volunteers and others), who are sharing their experiences of ready taking action to tackle climate change, while promoting gender equality and women’s empowerment.

The Viet Nam Circular Economy Hub jointly developed by UNDP and the Institute of Strategy and Policy on Natural Resources, and Environment (under MONRE) is a public-private partnership aiming to enhance dialogue,

generate know-how, and mobilise collective action towards the transition to a circular economy in Viet Nam. Recognizing the key roles of Vietnamese women in priority sectors (e.g., agriculture, textile, waste and plastic management), the ‘Women in Circular Economy’ series features inspiring stories of women entrepreneurs, thinkers and founders of NGOs, as examples.

Address systemic and root causes of gender inequalities, through for instance, the revision of the Labour Law

- » **Benefit:** Tackle the root causes of these vulnerabilities.

The Technical Paper **‘Education and training, public participation and youth to enhance adaptation action’** prepared by the [Technical Examination Process on Adaptation \(TEP-A\)](#)⁴³ (2021) proposed eight principles to guide governments away from “empty participation rhetoric” and towards effective, locally-led adaptation; including *“(b) Address structural inequalities faced by women, youth, children, people with disabilities, displaced people, Indigenous peoples and marginalised ethnic groups.”*

⁴³ The (TEP-A) was established at COP21 as part of the enhanced action prior to 2020 in the decision adopting the Paris Agreement. Its objective is to identify concrete opportunities for strengthening resilience, reducing vulnerabilities, and increasing the understanding and implementation of adaptation actions.

To quote UN Women (2022), there is a *“Lack of consideration of women’s vulnerabilities in responding to climate change. One of the shortcomings of the policies reviewed is that there are no specific targets or activities identified to address women’s vulnerabilities in responding to climate change”* (p. 67). The sections above have extensively outlined what those vulnerabilities are and brought forward the notion of ‘intersectionality.’

Table 14 below attempts to systematically map those vulnerabilities and corresponding policy bottlenecks, which if addressed, would help to tackle the root causes of these vulnerabilities.

The use and management of natural resources, access to land and access to information and services are identified as the three major entry points to strengthen women’s resilience and empower them in delivering CCA solutions.

Table 14. Root causes of gender inequality and related laws.

Issue	Impacts	Policies	Ministries/ Agencies
Double burden of household chores and paid work	Time poverty prevents women from attending social gatherings	Labour Law (2019)	MOLISA, Women’s Union cooperatives
Limited decision-making power on farms		Land Law (2013)	MONRE
Literacy rates are lower than men	Do not access, understand, or apply climate information services	Education law (2019)	Committee for Ethnic Minority Affairs (CEMA) MARD NGOs
GBV	Physical and psychological trauma	The revision of the Family Law and Remediation (2014)	Ministry of Justice (MOJ)
Wage gap		The allocation of state budget for CCA activities (80 percent of which is currently going to the transport sector and to infrastructure) (MPI, 2022)	MPI

Tackle Gender Based Violence which is indirectly correlated to climate impacts

GBV is the world's most pervasive violation of human rights (UNDP, 2022). Climate change will likely increase the occurrence of intimate GBV through increased impacts on natural resources that cause environmental and economic stress and extreme weather events, making it more difficult for women to access healthcare facilities. Crises of all sorts tend to exacerbate domestic violence; during the COVID-19 pandemic and lockdowns, for example, Vietnamese women experienced an increase in GBV. Economic, social and environmental crises present a systemic risk for women's rights and women's empowerment. Some of the norms and beliefs around women, such as that women should make sacrifices for their children and family and are inherently weaker and not as capable as men, compromise the ability of women to attend climate-related trainings and consultation meetings, and overall to fulfil their roles as agents of change.

"These beliefs and stereotypes inherently uphold the superiority and privileges of men over women, restrict the chances for women's economic empowerment, and justify gender-based discrimination in the workplace as well as in domestic and societal spheres" (ISDS, 2022).

The NAP of Kiribati highlights an important finding that could be adopted in Viet Nam, since past studies have highlighted the prevalence of GBV in the country, particularly in the aftermath of disasters and in poor and ethnic minority communities.

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Annex 1: Gender in international climate policies and agreements

In 1992, Viet Nam ratified the **Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)**, which stated that **gender equality is a human right**. Viet Nam also adopted the Sustainable Development Goals (SDGs) framework in 2015, committing to “Achieve gender equality and empower all women and girls”, as part of SDG5. Gender equality is also entrenched into international climate agreements, of which Viet Nam is a signatory. The [Beijing Declaration and Platform for Action](#) adopted by 189 countries including Viet Nam in 1995 and considered as the most comprehensive framework for women’s rights has been of utmost importance in bringing forward global attention to the roles women play as agents of change, knowledge, stewards of environmental protection and made pledges to foster opportunities for them to join decision-making process. The IPCC also adopted a [Gender Policy](#) and Implementation Plan in 2020 to enhance gender equality, foster a gender-inclusive environment, and raise awareness of the experts on gender-related issues. The policy clearly recognizes the ‘intersectionality’ of inequalities and highlights other factors such as ethnicity or disability as influence participation.

United Nations Framework Convention on Climate Change (UNFCCC)

[All UNFCCC documents related to Gender and Climate Change are [accessible here](#)]

Parties to the UNFCCC have recognised the importance of involving women and men equally in the UNFCCC processes and in the development and implementation of national climate policies that are gender-responsive by establishing a dedicated agenda item under the Convention addressing issues of gender and climate change.

COP20, 2014: The two-year Lima Work Programme on Gender (LWPG) is established and explicitly recognised the need to ensure gender-equitable participation in, and benefit from, adaptation actions. [Decision 18/CP.20](#) introduced the goal of making gender-response climate policies for Parties.

COP21, 2015: The [Paris Agreement](#) makes three specific references to gender and in particular outlines in its Preamble the approach that Parties should take in order to respect the rights of vulnerable groups in **all climate action policies**.

*Acknowledging that climate change is a common concern of humankind, Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of Indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and **the right to development, as well as gender equality, empowerment of women and intergenerational equity.***

COP22, 2016: Parties decides to continue and enhance the Lima Work Programme on gender for another three years. ([Decision 21/CP.22](#)). By noting that gender-responsive climate policy would ‘requires further strengthening in all activities concerning adaptation, mitigation and related means of implementation (finance, technology development and transfer and capacity-building) as well as decision-making on the implementation of climate policies’, it lays the groundwork for the upcoming Enhanced LWP. It further requests subsidiary bodies to develop gender action plans.

COP23, 2017: The first **Gender Action Plan (GAP)** under the UNFCCC is adopted ([Decision 3/CP.23](#)). The GAP establishes five key priority areas to advance knowledge and mainstream gender response climate actions in the implementation of the UNFCCC, as well as equal participation in the UNFCCC process: (i) capacity building, knowledge management and communication; (ii) gender balance, participation and women’s leadership, (iii) coherence; (iv) gender-responsive implementation and means of implementation; and (v) monitoring and reporting.

COP25, 2019: Parties agrees on a landmark [5-years Enhanced Lima Work Programme](#) on Gender and its GAP ([Decision 3/CP.25](#)). [Table 1 of the GAP](#) outlines over 20 activities, 35 outputs, and specifies the level of implementation. An intermediate review of implementation will take place in June 2022.

Key highlights as follows:

Recognising with concern that **climate change impacts on women and men can often differ owing to historical and current gender inequalities** and multidimensional factors and can be more pronounced in developing countries and for local communities and Indigenous peoples.

Recognises that the full, meaningful and equal participation and leadership of women in all aspects of the UNFCCC process and in national- and local-level climate policy and action is vital for achieving long-term climate goals.

Notes that gender-responsive implementation and means of implementation of climate policy and action can enable Parties to raise ambition, as well as enhance gender equality.

Requests all constituted bodies to continue to include in their regular reports information on progress towards integrating a gender perspective into their processes.

Invites Parties to submit via the submission portal, (31 March 2022), information on efforts and steps taken to implement the enhanced Lima work programme on gender and its gender action plan in their national reporting under the UNFCCC process, as applicable.

COP26, 2021: At COP26 ([Draft Decision -/CP.26](#)), the Chair proposed the following recommendations:

Urging Parties to accelerate their efforts to advance implementation of the enhanced Lima work programme on gender and its gender action plan.

Invites Parties and observers to submit via the submission portal, (31 March 2022), information on the progress of implementation of the activities contained in the gender action plan, areas for improvement and further work to be undertaken, including, as appropriate, information on the multidimensional impacts of the coronavirus disease 2019 pandemic on progress, and consideration of other diverse challenges that may impact future implementation of the gender action plan at all levels.

Encourages Parties to be more explicit about the gender-responsiveness of climate finance with a view to strengthening the capacity of women and furthering work under the gender action plan in order to facilitate access to climate finance for grass-roots women’ organisations as well as for Indigenous peoples and local communities.

COP26, 2021: The Report ‘**Progress in integrating a gender perspective into constituted body (CB) processes**’ ([FCCC/CP/2021/5](#)), provided an insightful snapshot on approached put in place by CB to mainstream gender. The CB of the UNFCCC, representing the highest level of the climate institutions, have made great stride to integrate a gender perspective in their respective processes over the last years and further confirms the interest in, and engagement with, the topic.

The synthesis report found that from 2017 to 2020, the number of CB that included references to gender in their regular reports to their respective governing bodies **grew from six to twelve**, while those who have shown their progress in including a gender perspective into their processes increased from **three to seven between 2017 and m 2020**.

Gender in CCA

2012: The [National Adaptation Plan Technical Guidelines](#), prepared by the Least Developed Countries (LDC) Expert Group and key to the (NAP) process, already emphasis and articulate the need for integrating gender considerations in country's NAPs. At the onset, it clearly states that:

Integrating a gender perspective into the NAP process can help to ensure that there is equal participation of men and women in the decision-making processes, as well as in the implementation of adaptation activities. Furthermore, it can help to ensure that the NAP process and the activities it entails will not exacerbate gender inequalities. It can lead to better adaptation and more resilient communities.

It further recommends a training programme for women and youth: **Step C.3, "Enhancing Capacity for Planning and Implementing Climate Action,"** Cooperate in, promote, facilitate, develop and implement formal and nonformal education and training programmes focused on climate change at all levels, **targeting women and youth in particular**, and including the exchange or secondment of personnel to train experts (Page 99).

2015: The [Sendai Framework for Disaster Risk Reduction](#) 2015-2030, endorsed by the United Nations (UN) General Assembly in 2015, is truly inclusive, hereby recognising the need to engage women and ethnic minority in every step of the design, implementation and monitoring of DRR responses.

*While recognising their leading, regulatory and coordination role, Governments should engage with relevant stakeholders, including **women, children and youth, persons with disabilities, poor people, migrants, Indigenous peoples**, volunteers, the community of practitioners and older persons in the design and implementation of policies, plans and standards. **A gender, age, disability** and cultural perspective should be integrated in all policies and practices, and **women and youth leadership should be promoted.***

In **2021**, 94 [countries](#) had appointed a Gender and Climate Change Focal Point for climate negotiations, implementation and monitoring.

COP21, 2015: The [Paris Agreement](#) set up the first global goal for adaptation to climate change, highlighting the links to human rights, poverty eradication and sustainable development while enhancing the ambition on gender in climate action, acknowledging the importance of gender equality and women's empowerment and calling for gender-responsive approaches to adaptation and capacity building. Article 7 on Adaptation of the PA recognises the importance of considering vulnerability at the micro and macro levels in adaptation planning, as well as drawing from EMS' traditional knowledge.

*Parties acknowledge that **adaptation action** should follow a country-driven, **gender-responsive, participatory and fully transparent approach**, taking into consideration **vulnerable groups, communities and ecosystems**, and should be based on and guided by the best available science and, as appropriate, **traditional knowledge, knowledge of Indigenous peoples and local knowledge systems**, with a view to integrating **adaptation into relevant socio-economic and environmental policies** and actions, where appropriate. (Article 7.5)*

*Capacity-building should be country-driven, based on and responsive to national needs, and foster country ownership of Parties for developing country Parties, including at the national, subnational and local levels. **Capacity-building** should be guided by lessons learned, including those from capacity-building activities under the Convention, and should be **an effective, iterative process that is participatory, cross-cutting and gender-responsive**" Article 11, paragraph 2 of the Paris Agreement*

2021: The most recent **Report of the Adaptation Committee**⁴⁴ covering the period 2019-2021, highlights specific progress with respect to advancing gender considerations in adaptation, through:

*The launch at COP25 of a **Toolkit for a Gender-Responsive Process to Formulate and Implement National Adaptation Plans (NAPs)**, Supplement to the UNFCCC Technical Guidelines for the NAP Process (2019), followed by a webinar (accessible here).*

*The dissemination of an [Adaptation Finance Bulletin](#) (2020) included a **spotlight on gender**.*

2021: The last Technical Paper '**Education and training, public participation and youth to enhance adaptation action**' prepared by the [Technical Examination Process on Adaptation \(TEP-A\)](#)⁴⁵ and proposed eight principles to guide governments 'away from "empty participation rhetoric" toward effective, locally-led adaptation.

*(b) **Address structural inequalities faced by women, youth, children, people with disabilities, displaced people, Indigenous peoples and marginalized ethnic groups.***

⁴⁴ As part of the [Cancun Adaptation Framework](#), Parties established the Adaptation Committee (AC) to promote the implementation of enhanced action on adaptation in a coherent manner under the Convention.

⁴⁵ The (TEP-A) was established at COP21 as part of the enhanced action prior to 2020 in the decision adopting the Paris Agreement. Its objective is to identify concrete opportunities for strengthening resilience, reducing vulnerabilities, and increasing the understanding and implementation of adaptation actions.

Annex 2: Gender indicators in the set of statistical indicators for sustainable development of Viet Nam (Circular 03/2019/TT-BKHDT)

No.	Indices
1	Sex ratio at birth
2	Percentage of women and girls aged 15 years and over who have experienced sexual violence by non-husbands or non-partners in the past 12 months
3	Percentage of women and girls aged 15 years and over who have experienced sexual violence by a husband or partner in the past 12 months
4	Percentage of women and girls experiencing violence detected and counselled
5	Percentage of women aged 20-24 who were married or cohabiting for the first time before the age of 15, before the age of 18
6	Number of child marriages
7	Percentage of time doing unpaid housework and family care
8	Percentage of female parliamentarians
9	Percentage of women holding positions of government leadership
10	Percentage of women participating in the party committee
11	Percentage of women deputies of the People's Council
12	Ratio of female directors/business owners, cooperatives
13	Percentage of female farm owners
14	Percentage of women aged 15-49 who make their own decisions about sex, contraceptive use, and reproductive healthcare
15	Percentage of households using agricultural production land with certificates of land-use rights for agricultural production land
16	Percentage of mobile phone users

Annex 3: Results of the survey on gender mainstreaming in NAP implementation of the NAP Technical Team

In February 2022, we conducted a survey to assess the knowledge, attitudes and practices of 18 experts contracted by the NAP-Sup Project and working in the technical teams of five-line ministries (MONRE, MARD, MOT, MOH, MPI) and UNDP was conducted. There are 7 women, over half of them have a master's degree or a PHD. Only 39% of them have already attended courses on gender mainstreaming and applied in their work (e.g.: gender and climate change, mainstreaming gender mainstreaming in clean water, sanitation, nutrition and health projects; rights under the Law on Gender Equality; gender stereotypes, ability to receive information on promoting gender equality; and building a coordination mechanism between localities and social organizations).

83.3% of them believe that gender is relevant for the work they are doing in the NAP, while 94% thinks that gender is relevant to their work beyond the NAP. However, most of them think that gender has little to do with their work. Half of the experts are aware of gender policies and strategies in their organizations, which was a useful finding for the gender experts to access relevant policies. However, there is only 8 people indicate the relevant policies including the Green Growth Strategy, sustainable development strategy, the Committee for the Advancement of Women, percentage of leaders in their school being women. Except for some officials and experts who have knowledge and experience in gender mainstreaming in their work, gender awareness of staff directly involved in the project as well as consultants is not very high and lack of specificity. This will affect ensuring gender responsiveness in the performance of their work in particular and objective achievement of the project in general.



Annex 4: Survey on gender mainstreaming in climate change responses

Purpose: to collect information, data for gender integration in the implementation of the NAP

Audience: department of resources and environment, department of agriculture and rural development, department of health, department of planning and investment and department of transportation

I. Knowledge, attitudes, and practices of gender considerations (KAP)

1. Have you attended any training or training courses on gender analysis and mainstreaming? (Including training courses with gender content).

Yes No

If you did, what topics were included in the content and were useful to your work?

2. Do you agree with the statement "Vulnerabilities and climate risks are often reduced through carefully designed and implemented laws, policies, processes, and interventions that address context-specific inequities based on gender, ethnicity, disability, age, location, and income"?

Yes No

Explain why?

3. What is the number of women who rely on natural resources (e.g., forestry, mining, etc. fishing, seafood) compared to men?

More Less Same

What is the specific number?

4. In your opinion, how is the impact of water scarcity and water quality deterioration on women compared to men?

More Less Same

Explain why?

5. In your opinion, how is the number of female workers who have received vocational training in the locality compared to male workers?

More Less Same

What is the specific number?

6. In your opinion, what is the percentage of women named in the residential land-use right certificate (red book) compared to men?

More Less Same

What is the specific number?

II. Gender analysis data in climate adaptation projects

7. In the area where you work, have any types of disasters or risks that affect women more than men have been identified? If yes, please name the type of disaster or risk.

8. Please share information about climate programmes or projects implemented in your locality. Do you work that benefits women or focus on women's empowerment.

9. Do you know what solutions have been implemented to meet the specific adaptation needs of the following target groups in your field?

For households headed by women, specifically.....

For pregnant and lactating women, specifically

For Ethnic Minority Women, specifically

For Children and adolescents, specifically

10. Decision No. 148/QD-TTg dated January 28, 2022, of the Prime Minister on promulgating a national system of monitoring and evaluation of climate change adaptation activities including 3 indicators related to climate change. needs and empowering women. How will you collect data for these indicators and are there any documents from the Province or Department to guide collection?

8	Labour and society	8.1. Number of vocational training and livelihood transformation programmes for vulnerable communities and groups due to climate change impacts	Ministry of Labour, Invalids and Social Affairs, local authorities
		8.2. Percentage (%) of people and women in vulnerable areas due to climate change who received vocational training and changed livelihoods	Ministry of Labour, Invalids and Social Affairs, local authorities
		8.3. Percentage (%) of people and women in vulnerable areas due to climate change impacts trained in soft skills on climate change adaptation and disaster prevention	Ministries and local authorities

11. When you monitor and evaluate programmes/tasks/activities on climate change adaptation, do you collect gender disaggregated data?

Yes No Don't know

In your opinion, what are the 3 main challenges of gender mainstreaming in climate adaptation in your field (e.g., funding, techniques, policies, guidelines, ...)?

III. Institutions and mechanisms for cooperation

12. Have you ever collaborated with the following organizations while implementing policies related to climate change?

	DOLISA	Women's Union	Which tasks?
Decision 158/2008/QD-TTg dated December 2, 2008, of the Prime Minister approving the National Target Programme to respond to climate change (2008-2015)			
Decision No. 2139/QD-TTg dated December 5, 2011, of the Prime Minister approving the National Strategy on Climate Change (2011-2020)			
Decision No. 1670/QD-TTg dated October 31, 2017, of the Prime Minister approving the Target Programme to respond to climate change and green growth for the period 2016-2020			
Decision No. 1055/QD-TTg dated July 20, 2020, of the Prime Minister approving the National Plan to adapt to climate change for the period 2021-2030, with a vision to 2050)			
Any other policies...			

Annex 5: Decision 1055/QĐ-TTg dated July 20, 2020, of the Prime Minister approving the National Plan to adapt to climate change for the period 2021-2030, with a vision to 2050

Among the three specific goals are:

“Strengthening resilience and enhancing adaptive capacity of communities, economic sectors and ecosystems through investments in adaptation actions, science and technology, raising awareness to ready to adjust to climate changes.”

The second group of solutions includes:

“dd) Raising awareness and knowledge about climate change and natural disasters of all levels of government, social organizations and communities; capacity building, development of female human resources, promotion of gender equality in climate change adaptation.”

In the execution phase there are:

“3. Vision to 2050

The period after 2030 until 2050 will build on the results achieved in the period 2021 - 2030, continue to strengthen the capacity to adapt to climate change of people, infrastructure and natural systems , in order to protect and improve the quality of life, to ensure food security, energy security, water security, gender equality, social security, community health, protection of natural resources, national sustainable development in the context of climate change and safety from natural disasters. Implement climate change adaptation in all socio-economic activities in order to actively adapt to climate change and take advantage of opportunities from climate change for socio-economic development. society, making active contributions to the international community in responding to climate change and protecting the earth's climate system.”

Annex 6: Knowledge of gender differences in climate change adaptation at the provincial level

Questionnaire methodology and respondents

The questionnaires were delivered during two NAP workshops (on 24 May 2022 and 1 June 2022) to 42 respondents (22 men and 20 women) (Figure 5a). Respondents included 18 representatives from DONREs and 14 from DARDs, while the others came from diverse organizations (i.e., MONRE, Ministry of Planning and Security, universities, Provincial People’s Committees and Viet Nam Cooperative Unions) (Figure 5b).

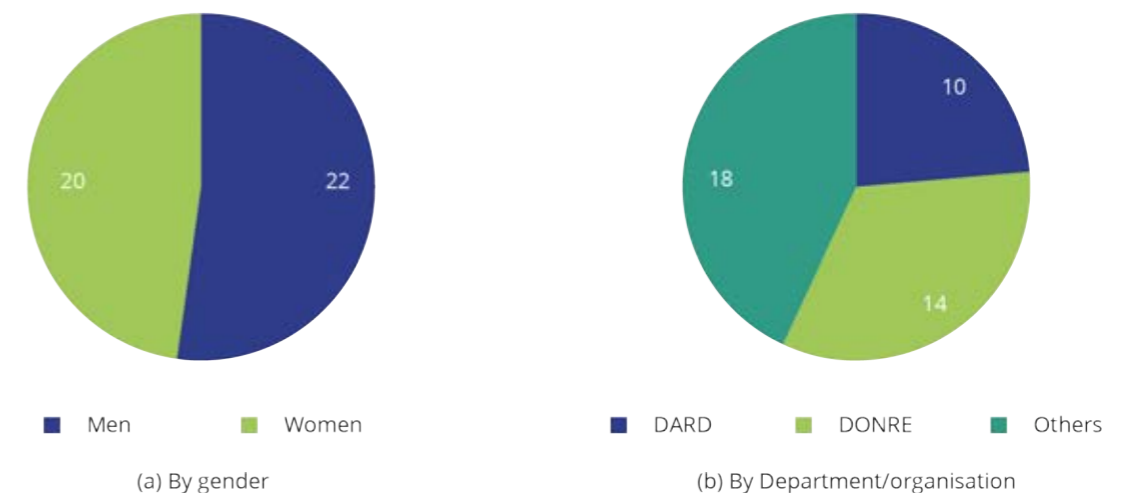
The overwhelming majority of respondents (39 of 42) agreed with the following statement extracted from the IPCC’s Sixth Assessment Report (AR6) WGII (2022):

“Vulnerabilities and climate risks are often reduced through carefully designed and implemented laws, policies, processes, and interventions that address context-specific inequities such as those based on gender, ethnicity, disability, age, location and income.”

The consideration of inequality issues in policies will ensure that activities are implemented on track to achieve social equality. By implementing such policies, the capacity of vulnerable groups to respond to climate change will be improved and the impacts of climate change will be mitigated.

19 percent of those questioned already participated in gender courses or courses including gender considerations, and seven of these eight respondents have applied such knowledge in their work, which mostly relates to disaster prevention and control.

Figure 6. Typology of participants responding to the survey.

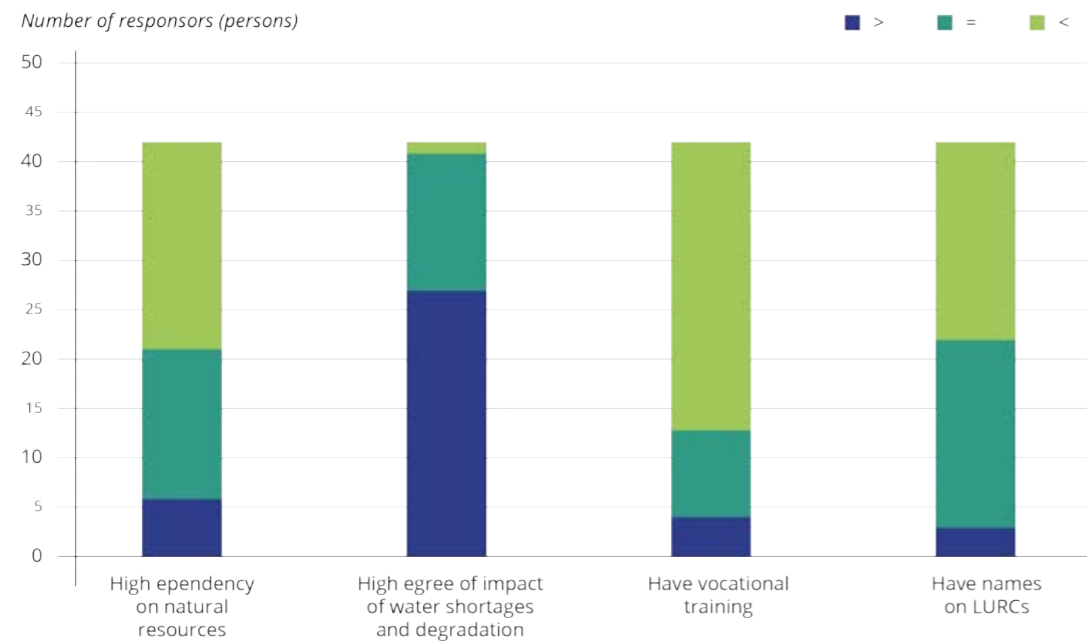


Knowledge of the differential impacts of climate change on women and men

Most of the respondents (36 of 42) thought that the number of women deriving their livelihoods from natural resources is less than or equal to the number of men. Moreover, 27 of 42 believed that the impacts of water shortages and water quality degradation on women is higher than on men. Participants mentioned that *“women could suffer more from the impacts of climate change than men because they have to do housework and have a higher water demand, and need higher water quality for sanitation, and livelihoods.”* Respondents especially mentioned that *“women from ethnic minorities and rural areas were the main force to take water, using water for domestic households.”* However,

respondents acknowledged that the capacity for adaptation of women is lower than that of men. 29 of 42 respondents thought that the number of women with vocational training is lower than the number of men, and 22 of 42 agree that the number of women with their names on LURCs is lower than men in their provinces.

Figure 7. Perceptions of respondents on gender-based differences on various statements related to livelihoods, the impacts of climate change and adaptation capacity.



Gender disaggregated data

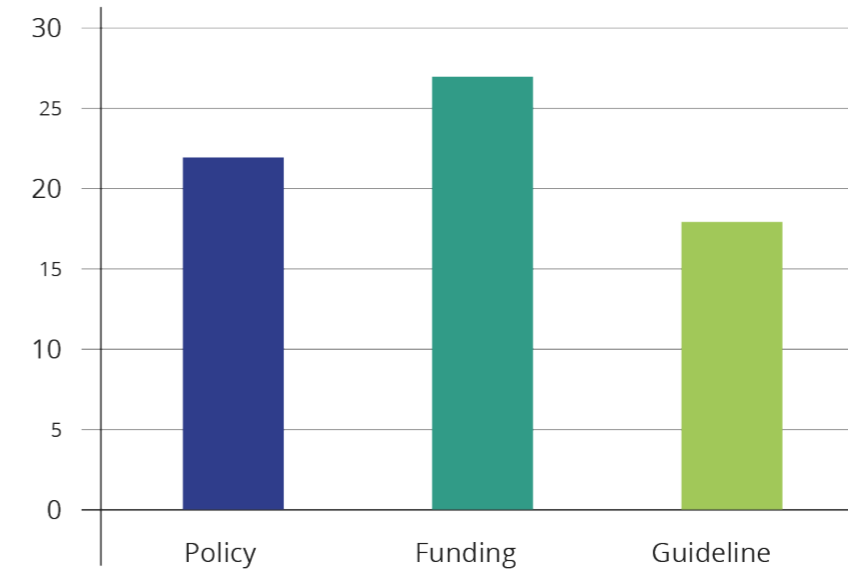
31 percent of respondents believed that disasters can adversely affect women more than men, and of the listed disasters, heatwaves, floods and droughts were the most frequently cited (with all options being floods, flash floods, droughts, heat waves, landslides, riverbank subsidence, saltwater intrusion, tornadoes and lightning).

Respondents mentioned existing projects and initiatives bringing benefits for women including the Commercial Smallholder Support Project; workshops and training on gender in environmental protection and climate change response; and projects on raising community awareness and enhancing DRM, forest planting and protection, embankment construction, upgrading rural infrastructure, improving media communications, modernizing irrigation to adapt to climate change in Kon Tum, and implementing agriculture models and applying intelligent agriculture production to adapt to climate change.

With respect to the M&E of programmes, tasks, and activities on CCA, only a few respondents mentioned collecting gender-disaggregated data (only five out of 42). Only one person responded to the question 'How do you plan to implement Decision No. 148/QD-TTg?' and indicated GSO as the resource organization. This clearly shows that more activities are needed to build the capacity of provinces in monitoring the NAP implementation.

With respect to the barriers to mainstreaming gender into CCA, respondents pointed out limited funding, a lack of policies and a lack of guidelines (Figure 7). Additional reasons revolve around limited awareness as well as limitations to planning, perception and research, and gender discrimination.

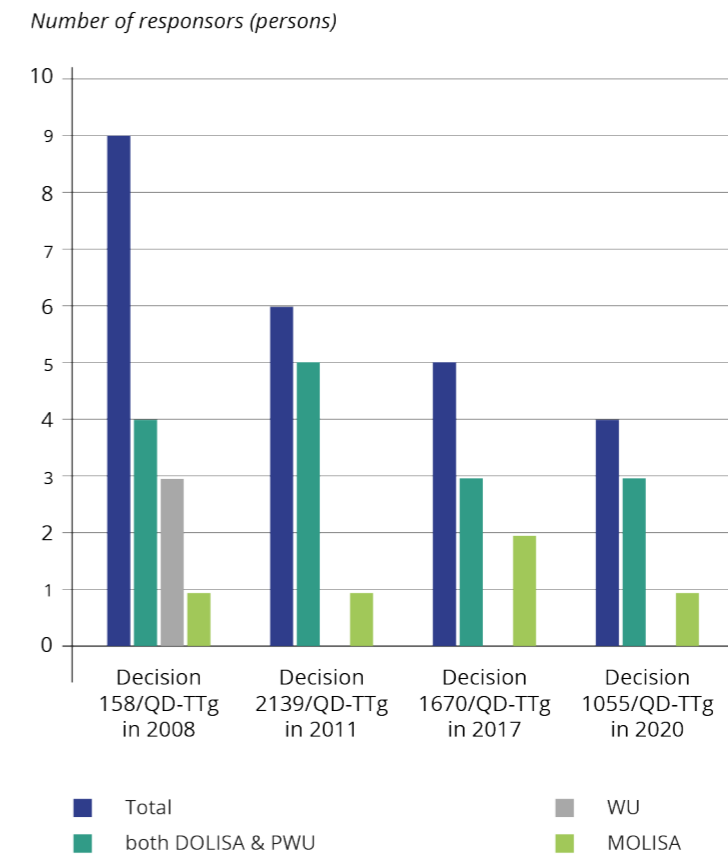
Figure 8. Challenge areas for mainstreaming gender into climate change adaptation.



Institutional cooperation mechanisms

Less than 21 percent of respondents mentioned existing cooperation between their agencies and women-led organizations in the implementation of climate change policies (Figure 8). This lack of cross-ministerial collaboration can also be explained by the absence of guidance on gender mainstreaming from the national level and limited awareness on gender mainstreaming and the necessity of cooperation in implementing climate change policies of decision-makers at the provincial level. This is a clear gap that should be addressed in the implementation of the NAP.

Figure 9. Institutional cooperation mechanisms.



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