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# REPORT ON THE REVIEW OF 4-YEAR IMPLEMENTATION OF THE SCHEME

“SUPPORTING GENDER EQUALITY  
ACTIVITIES IN ETHNIC MINORITY AREAS  
FOR THE PERIOD OF 2018–2021”

Ha Noi, July 2021

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**Report on the review of 4-year implementation of the Scheme "Supporting gender equality activities in ethnic minority areas for the period of 2018-2021"**

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*The view expressed in this publication are those of the authors and do not necessarily present the views of UN Women, the United Nations or any of its affiliated organizations.*

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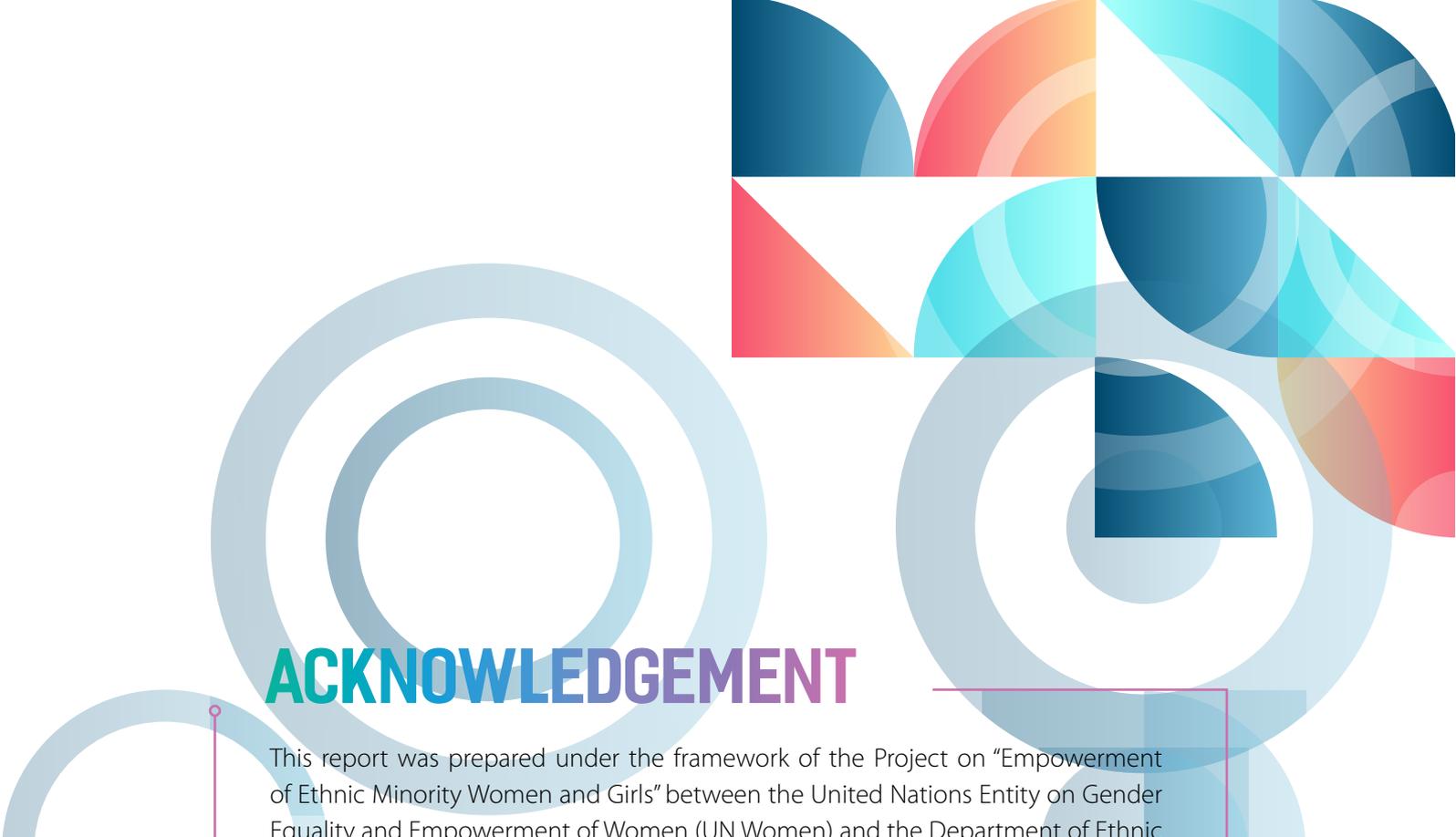
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# LIST OF ABBREVIATIONS

BPfA	Beijing Platform of Action
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEMA	Committee for Ethnic Minority Affairs
DEMA	Department of Ethnic Minority Affairs
DFAT	Australian Department of Foreign Affairs and Trade
EM	Ethnic Minority
GSO	General Statistics Office
ICCPR	International Covenant on Civil and Political Rights
IMR	Infant Mortality Rate
IFGS	Institute for Family and Gender Studies
iSEE	The Institute for Studies of Society, Economy and Environment
IT	Information and Technology
MOET	Ministry of Education and Training
MOLISA	Ministry of Labour, War Invalids and Social Affairs
MOH	Ministry of Health
NGO	Non-governmental Organisation
SDGs	Sustainable Development Goals
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNFPA	United Nations Population Fund
UNICEF	United Nations Children’s Fund
WB	World Bank



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The report has been written by Ms. Nguyen Thi Bich Thuy - UN Women National Consultant under the overall coordination of Dr. Vu Phuong Ly - UN Women Programme Specialist. During the finalisation of the report, we have received insightful comments from various independent experts working in the sphere of ethnic minority affairs: Ms. Nguyen Thi Tu and Mr. Luu Xuan Thuy - former and incumbent Directors of CEMA Department of Ethnic Minority Affairs respectively, representatives of City/Provincial Departments of Ethnic Minority Affairs (DEMA) in the entire country. The report was also subject to consultation in Hanoi with the active participation of 40 delegates from the Departments under CEMA including Departments of General Affairs, Ethnic Minority Policies, International Cooperation and Advocacy, Coordination Office for Programme 135, Academy for Ethnic Minority Affairs, Information Centre, Ethnic Minority Reviews, Ethnic Minority Affairs and Development Newspaper, and Provincial Departments of Ethnic Minority Affairs of Ha Giang, Son La, Dien Bien, Quang Tri, Hoa Binh, Bac Kan, Yen Bai, Thai Nguyen, Thanh Hoa, Tuyen Quang, Lao Cai, Cao Bang, Ninh Thuan, Lam Dong, Quang Ngai and Ca Mau. The feedback received on the report offered significant sources of information for the finalization of this report, thereby contributing independent perspectives on the outcomes, challenges and difficulties experienced during the four-year implementation of Scheme 1898.

UN Women and CEMA Department of Ethnic Minority Affairs would like to express our heartfelt thanks for the financial assistance from the Government of Ireland which facilitated the implementation of this important report.



# PREFACE

Viet Nam is a multi-ethnic country with 54 ethnic groups living together, including 53 ethnic minority (EM) groups.

Ethnic minority and mountainous areas make up almost three-quarters of the natural area across the country and are home to 53 ethnic minority groups representing 14.12 million people, accounting for 14.7 per cent of the country's total population<sup>1</sup>. Ethnic minority and mountainous areas hold a strategic position which is particularly important in terms of the socio-economics, national defense, security and ecological environment. However, ethnic minority and mountainous areas remain the most disadvantaged area wherein the rate of poor households is many times higher than the national average<sup>2</sup>.

The findings from the Survey on Socio-economic situation of 53 ethnic minority groups in Viet Nam conducted by General Statistics Office (in 2015 and 2019 for the first and second time respectively) have showed a number of gender issues in ethnic minority and mountainous area which are more critical than gender issue in Viet Nam in general, and is required to be tackled. Gender gaps among and between EM groups and Kinh-Hoa ethnic groups remains large and persists, particularly in the fields of education and training, employment and income, health care and family. Within EM community, women and girls are often more disadvantaged in accessibility to opportunities, resources on the grounds of social norms which impose inferior position on them and restrict them in childbearing and household production. Multiple and intersecting forms of discrimination on the grounds of gender and ethnicity have exerted the most influence.

In the context that Viet Nam is committed to

implementing Sustainable Development Goals (SDGs) of the United Nations with the principle of "No one is left behind", special attention should be paid to the issues of EM affairs, gender equality promotion and the advancement of women in EM and mountainous areas<sup>3</sup>. Viet Nam has participated in many international conventions related to human rights, rights of women in general and EM women in particular such as Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), International Covenant on Civil and Political Rights (ICCPR), Beijing Platform for Action (BPfA) and the agreed conclusions of the Commission on the Status of Women. The Government of Viet Nam has strictly followed its international commitments and is highly appreciated by international community for its achievements, particularly in gender equality. Viet Nam has developed a quite advanced national legal framework on gender equality and the empowerment of women including policies to promote gender equality in EM and mountainous areas. Law on Gender Equality (2006), National Strategy on Gender Equality for 2011-2021 and National Programmes on Gender Equality for 2011-2015 and 2016-2020 contain provisions to promote gender equality in EM and mountainous areas.

The Committee for Ethnic Minority Affairs is a ministerial-level agency of the Government performing the state management function of ethnic minority affairs nationwide. In recent years, CEMA has advised both the Party and the State in the enactment of a number of guidelines and policies to make positive changes in promoting gender equality and raising the status of women in EM areas such as the Scheme "The Minimization of child marriage and consanguineous marriage among ethnic minority people, 2015-2025 (Scheme 498)<sup>4</sup>, Scheme "Supporting gender equality activities in ethnic minority areas for the period of 2018-2025"

1 General Statistics Office, 2019. Survey on socio-economic situation of 53 ethnic minority groups 2019  
2 General Statistics Office, 2019. Survey on socio-economic situation of 53 ethnic minority groups 2019. The percentage of poor and near-poor households in EM and mountainous areas was 35.5 per cent, 3,5 times higher than the overall national rate (10.2 per cent)

3 UN Women and the Committee for Ethnic Minority Affairs, 2018. Policy recommendations to promote gender equality among EM groups in Viet Nam.  
4 Decision 498/QĐ-TTg dated 14/4/2015 of the Prime Minister

(Scheme 1898)<sup>5</sup>, and most recently is the Master Plan on “Socio-economic development in ethnic minority and mountainous areas for the period of 2021-2030”<sup>6</sup>, etc. A number of initial and positive results have been achieved during the implementation of the above mentioned policies and schemes contributing to improvement of accessibility of EM women and girls to education, health, cultural and information services as well as to resources in support of production development and poverty reduction.

The report aims at reviewing the implementation situation of the Scheme “**Supporting gender equality activities in ethnic minority areas for the period of 2018-2025**” from 2018 to present. The report content shall focus on reviewing the achievements during 2018-2021 by specific targets, primary tasks and solutions; identifying advantages, constraints and challenges in implementation of Scheme 1898; drawing lessons and making recommendations for further effective implementation of the Scheme in the coming phase of 2022-2025.

## 1. OBJECTIVES OF THE REVIEW

- To assess implementation situation and implementation results of Scheme 1898 including the guidance and performance; implementation results of overall and specific objectives, criteria, primary tasks and solutions, as well as inspection and reporting;
- To research a number of good models in practice on gender equality promotion in EM areas of survey Minisitres, sectors and provinces (Ha Giang, Hoa Binh and Yen Bai);
- To identify advantages, constraints and challenges during implementation, inspection and monitoring of the performance of Scheme 1898 including CEMA’s coordination role in the process of implementation and drawing lessons;
- To evaluate the impact of implementation

5 Decision 1898/QĐ-TTg dated 28/11/2017 of the Prime Minister

6 Resolution No. 88/2019/QH14 of the National Assembly of the Socialist Republic of Viet Nam

of Scheme 1898 on the development and execution of policies, programmes of CEMA and Provincial DEMAs from 2018 to present;

- To review budget for implementation of Scheme 1898 and the initiatives in resource mobilization for Scheme implementation;
- To propose recommendations and solutions for effective implementation of Scheme 1898 in the coming phase of 2022-2025.

## 2. METHODOLOGY

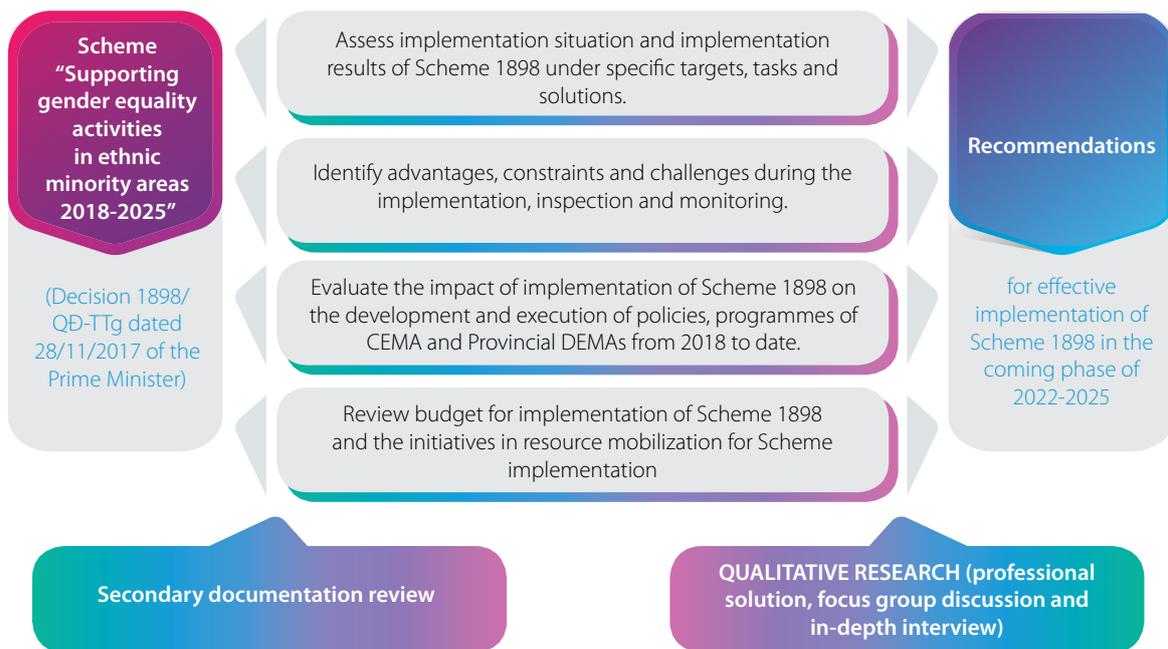
### 2.1 Analytical framework

### 2.2 Methodology

The review report has combined a number of quantitative and qualitative research methods as follows:

- **Desk review method:** is used to review and assess gender equality situation in EM areas; implementation situation and implementation results of policies and laws related to gender equality promotion in EM areas, particularly Scheme 1898 from 2018 to present.
- Sources of secondary documents include: (i) Legal normative documents in the field of EM affairs; administrative reports on the implementation of Scheme 1898 from national and provincial agencies from 2018 to present<sup>7</sup>; (ii) administrative, research and thematic reports from in-country and international organisations, agencies reflecting implementation situation of policies and laws on gender equality in various fields in EM areas.
- **Secondary data analysis method:** is used to analyse gender equality situation in various fields in EM areas, particularly the fields related to Scheme 1898.
- Sources of secondary data include: (i) Data from surveys such as Surveys on Socio-economic

7 Refer to Annex 1: List of administrative reports on the implementation of the Scheme 498 from national and provincial agencies.



situation of 53 ethnic minority groups 2015 and 2019 (GSO), Viet Nam Population and Housing Census 2019 (GSO), Viet Nam Household Living Standards Surveys 2016 and 2018 (GSO), Labour Force Surveys from 2018 to 2020 (GSO), etc., (ii) Data from periodic reporting system from the ministries such as the Committee for Ethnic Minority Affairs, the Ministry of Education and Training (MOET), the Ministry of Health (MOH), the Ministry of Labour, War Invalids and Social Affairs (MOLISA), and other relevant sectors.

- **Quantitative research method** aims at collecting information on the implementation situation of Scheme 1898 during 2018-2021, lessons learned; and suggestion of effective implementation of Scheme 1898 in the coming period of 2022-2025.
  - Methodology: Focus group discussion and in-depth interview.
  - Survey areas covered 3 provinces including Ha Giang, Yen Bai and Hoa Binh. Two (02) focus group discussions and six (06) in-depth interviews would be conducted in each province.
  - Survey participants consisted of representatives from agencies, organisations participating in the implementation of

Scheme 1898 at national and provincial levels such as CEMA; Provincial DEMAs; Provincial Departments of Labour-War Invalids and Social Affairs, Information and Communications, Education and Training, Cultural Affairs-Sports and Tourism; Provincial Women’s Unions; local authorities (provincial and commune levels); a number of households and EM women.

- Survey tools: Guideline on focus group discussion (Tool 1, 2); Guideline on in-depth interview (Tool 3, 4).
- **Method of reviewing good model in practice:** Review a number of good models in practice in terms of implementation of Scheme 1898 during 2018-2021 to draw lessons and propose solutions for effective performance of Scheme 1898 in the coming phase of 2022-2025.
- **Fieldwork method:** Consulting specialists who used to be or are the managers, researchers working in the field of ethnic minority affairs and gender equality such as professional staff from CEMA, City/Provincial DEMAs and a number of relevant agencies, organisations on the review results.

TABLE 1. SOURCES OF REFERENCES FOR REVIEWING THE IMPLEMENTATION OF SCHEME 1898 DURING 2018-2021 AND PROPOSING RECOMMENDATIONS, SOLUTIONS FOR SUCCESSFUL IMPLEMENTATION OF SCHEME 1898 IN THE COMING PERIOD OF 2022-2025

Secondary data analysis	Document review	Consultation Workshop, talks, in-depth interview
<ul style="list-style-type: none"> <li>· Data on resources (staffing, budget) of national agencies and cities/provinces for implementation of Scheme 1898 during 2018-2021.</li> <li>· GSO's relevant national survey data (Surveys on Socio-economic situation of 53 EM groups 2015 and 2019, Viet Nam Population and Housing Census 2019, Viet Nam Household Living Standards Survey 2016 and 2018, Labour Force Surveys from 2018 to 2020 etc.).</li> <li>· Data from periodic reporting system of the ministries, sectors such as CEMA and provincial EM affairs agency, MOET, MOH, MOLISA and other relevant ministries, sectors.</li> </ul>	<ul style="list-style-type: none"> <li>· Policy documents for EM areas.</li> <li>· 41 reports on implementation situation of Scheme 1898 during 2018-2021 and proposals on ways forward for the coming phase of 2022-2025 from CEMA and centrally-administered City/Provincial DEMAs.</li> <li>· CEMA's documents and reports during 2018-2022.</li> </ul>	<ul style="list-style-type: none"> <li>· 25 professional staff from CEMA and City/Provincial DEMAs.</li> <li>· 3 professional staff from concerned agencies, organisations.</li> </ul>

### 3. IMPLEMENTATION TIMEFRAME

TABLE 2. ACTIVITY IMPLEMENTATION PLAN

#	Activities	Implementation Duration
1	<b>Development of plan and research tools</b>	Apr - May 2021
2	<ul style="list-style-type: none"> <li>• <b>Reviewing, analysing secondary documents and data</b></li> <li>• Collecting relevant data and reports</li> <li>• Reviewing, analysing</li> </ul>	May - Jun 2021
3	<ul style="list-style-type: none"> <li>• <b>Survey (in-depth interview) on CEMA's gender equality implementation situation during 2011-2015 and recommendations for development of CEMA's Action plan on gender equality in EM areas for 2016-2020.</b></li> <li>• Conducting in-depth interview</li> <li>• Processing and analysing data, documents</li> </ul>	Jun - Jul 2021
4	<ul style="list-style-type: none"> <li>• <b>Draft Review Report</b></li> <li>• Implementation situation of Scheme 1898 during 2018-2021;</li> <li>• Proposing recommendations and solutions for further effective implementation of the Scheme in the coming period of 2022-2025.</li> </ul>	Tháng 7-8/2021
5	<b>Consulting specialists on the draft Report</b>	Aug - Sep 2021
6	<b>Report finalisation</b>	Sep 2021

#### 4. DIFFICULTIES AND CONSTRAINTS

**Firstly**, the review was conducted while COVID-19 was evolving complicatedly, social distancing was applied in many cities/provinces across the country which resulted in certain difficulties in implementation of the review plan, particularly survey and consultation plans at national and provincial levels.

**Secondly**, the collection of preliminary data and information was made through qualitative survey with limited number of survey respondents without quantitative survey. Therefore, review results may not reflect, in a comprehensive and multi-dimensional way, the implementation situation of Scheme 1898 as well as the advantages, constraints and challenges.

**Thirdly**, Scheme 1898 on supporting gender equality activities in EM areas has recently been developed and implemented for the first time, therefore the grounds for comparison and verification of efficiency and relevance extents of the Scheme are absent.





## PART 1

# IMPLEMENTATION SITUATION AND IMPLEMENTATION RESULTS OF THE SCHEME "SUPPORTING GENDER EQUALITY ACTIVITIES IN ETHNIC MINORITY AREAS"

2018-2021

# I. GENERAL OVERVIEW OF GENDER EQUALITY SITUATION IN ETHNIC MINORITY AREAS DURING 2018-2021

Viet Nam has 53 ethnic minority groups with over 14 million people (accounting for 14.7 per cent of the country population),<sup>8</sup> residing in communities in 51 cities/provinces, 548 districts, 5,266 commune administrative units of which 382 are border communes (adjoining China, Laos and Cambodia). In EM areas, 1,957 communes (zone III) and 20,139 villages (out of zone III communes) are particularly disadvantaged. The process of economic structure change in EM and mountainous areas was slow, the proportion of workers working in agricultural sector accounted for high ratio (of over 80 per cent), the technical infrastructure remained under-developed which has not met socio-economic development need.<sup>9</sup>

EM people's access to and enjoyment of basic social services was at a very low level compared to the national average. EM and mountainous areas have been "the country's core of poverty"; EM people's per capita income is only about 30 per cent of the national average; the percentage of EM poor households accounts for 63.3 per cent of the country total number of poor households.<sup>10</sup> The percentage of poor and near-poor EM household in 2018 remains 3,5 times higher than that of the entire country. The Chut and the Hoa ethnic groups have the highest (89.3 per cent) and lowest (2.9 per cent) percentage of poor and near-poor households respectively. The percentage of poor and near-poor EM households in rural areas is approximately four times higher than that in urban areas (39.4 per cent versus 11.0 per cent). The North Central and central coastal areas are the regions with the highest percentage

of poor and near-poor EM households. Nearly half (48.2 per cent) of EM households in EM communes in this area are categorised as poor and near-poor. The second highest percentage of poor and near-poor households falls on Northern midlands and mountainous areas (39.1 per cent) and the Central Highlands (35.5 per cent).<sup>11</sup>

## 1. GENDER EQUALITY SITUATION IN VARIOUS DOMAINS IN EM AREAS DURING 2018-2021

### 1.1 Gender issues in access to economic resources of EM people



*EM women are more disadvantaged than EM men in assessing formal credit for livelihood, production-business-service development*

A research on women's financial capacity in 27 countries<sup>12</sup> showed that Viet Nam ranks 25 out of 27 countries in the bottom group. In the past time, a lot of preferential loans has been allocated to people in EM and mountainous areas in support of production development and poverty reduction. However, results of the Survey on Socio-economic situation of 53 EM groups showed that although EM women play an important role in production-business-service activities and traditional products in EM and mountainous areas, the percentage of EM women-led households who were provided preferential loans by the Bank for Social Policies in

8 According to the results of Population and Housing Census 2019 as of 0:00 hour on 01/4/2019

9 Government of the Socialist Republic of Viet Nam, 2019. Draft Master Scheme on Socio-economic development in ethnic minority and mountainous areas.

10 Government of the Socialist Republic of Viet Nam, 2019. Draft Master Scheme on Socio-economic development in ethnic minority and mountainous areas.

11 GSO, 2019. Results from Survey on Socio-economic situation of 53 EM groups 2019.

12 Fuded by VISA

2019 was only 15.8 per cent, nearly 5 percentage points lower than the corresponding rate of EM men-led households (20.7 per cent). The loan value of EM women-led households was lower than that of EM men-led households;<sup>13</sup> at the same time, it was significantly lower than the optimal loan level from the Bank for Social Policies.<sup>14</sup> The causes are: (i) The scale of women-led production-business-service households/institutions is small, hence big loans are not needed; (ii) the capacity of EM female household heads in preparation of documents for loan, production-business plans remains limited which result in inaccessibility to big loans; (iii) small production-business-service institutions/households do not have sufficient business/sales books, transaction documents and financial statements, therefore conditions for loans without loan security are not met.<sup>15</sup>

The most disadvantaged EM women are often less benefited from the micro financial institutions due to lower rate of success and also weaker ability to continue maintaining saving and credit group after project completion.<sup>16</sup>

13 Findings from the Survey on socio-economic situation of 53 EM groups 2019 show that among eligible EM households for loan from VND 51 million and above, the percentage of men-led households is higher than that of women-led households (7.5 per cent and 6.2 per cent respectively); on the contrary, at loan amount of less than VND 20 million, the proportion of men-led households is significantly lower than that of women-led households (27.1 per cent and 35.0 per cent).

14 According to Decision No. 12/QĐ-HĐQT dated 22/02/2019 of the Board of Directors of Vietnam Bank for Social Policies on increasing the maximum loan amount and loan term for poor households to meet the funding needs for production and business from 01/03/2019: Increase the maximum loan amount for the loan program for the poor from VND 50 million/household to VND 100 million/household without loan security.

15 Loan security is the establishment of conditions to determine client's current capacity to repay the loan on time. According to Clause 1, Article 2 of Decree No. 178/1999/ND-CP, loan security is the application of measures by a credit institution to prevent risks, create an economic and legal basis for the recovery of loans, debts lent to customers.

16 World Bank, 2019. Research report: Drivers of Socio-economic development among ethnic minority groups in Viet Nam.

## 1.2 Gender issue in employment of EM people



### *EM female workforce faces many disadvantages and is one of the “disadvantaged” groups in the labour market*

Professional technical qualifications of EM workforce has been improved compared to 2015 but remains very poor. The proportion of EM people aged 15 and older who participated in professional technical training from elementary level and above in 2019 was 10.3 per cent (male: 11.7 per cent; female: 8.9 per cent)<sup>17</sup>, less than half of the corresponding national workforce rate<sup>18</sup>. Up to 18 out of 53 EM groups have the percentage of labour force participated in professional technical training lower than 5 per cent such as La Hu 1.7 per cent (male: 2.0 per cent; female: 1.4 per cent), Xtieng 2.1 per cent (male: 2.8 per cent; female: 1.3 per cent), Xinh Mun 2.1 per cent (male: 2.9 per cent; female: 1.3 per cent), Brau 2.3 per cent (male: 3.0 per cent; female: 1.5 per cent), Ba Na 2.3 per cent (male: 2.8 per cent; female: 1.9 per cent).<sup>19</sup>



### *EM women tend to begin working from a very young age; employment structure reflects “dual” advantages from ethnicity and gender elements.*

Many EM girls have been working as adults before the full age of 15 while at this age, most Kinh ethnic girls are still attending school. Labour force participation rate<sup>20</sup> of EM population aged 15 and older is 83.3

17 GSO, Survey on socio-economic situation of 53 EM groups 2019.

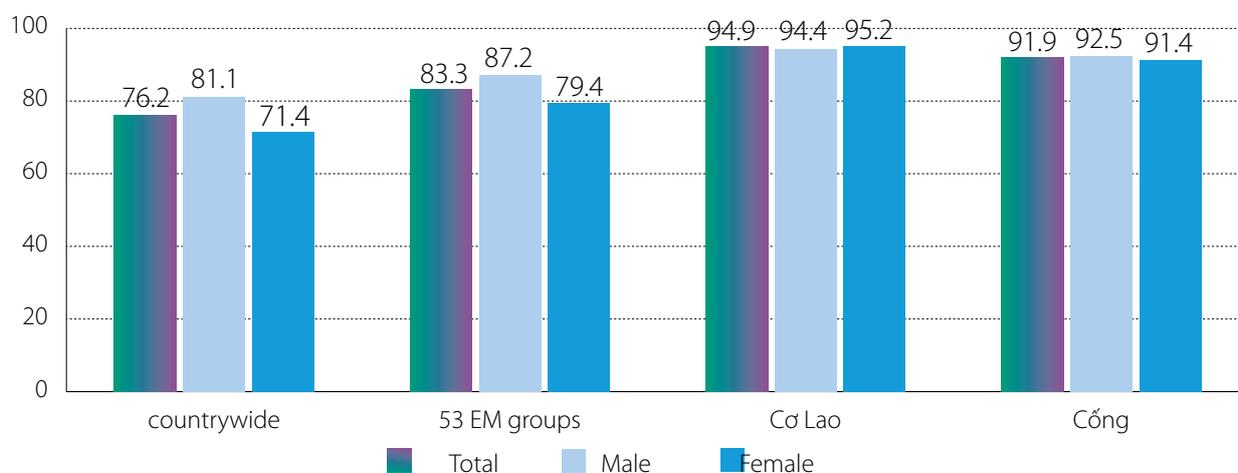
18 GSO, Labour Force Survey results 2019.

19 GSO, Survey on socio-economic situation of 53 EM groups 2019.

20 GSO. Labour force participation rate is the percentage of people in the labour force that make up the total population aged 15 and older.

FIGURE 1. LABOUR FORCE PARTICIPATION RATE BY SEX AND ETHNICITY 2019

Unit: %



Source: GSO, Survey on socio-economic situation of 53 EM groups 2019 and Labour Force Survey 2019

per cent (male: 87.2 per cent; female: 79.4 per cent), higher than the national corresponding rate of 76.2 per cent (male: 81.1 per cent; female: 71.4 per cent). Nine out of 53 EM groups have a high labour force participation rate from 90 per cent and above such as Co Lao 94.8 per cent (male: 94.4 per cent; female: 95.2 per cent), Lu 94.1 per cent (male: 95.4 per cent; female: 92.8 per cent), Cong 91.9 per cent (male: 92.5 per cent; female: 91.4 per cent)<sup>21</sup>. These are EM groups with high employment ratio in agro-forestry sector; people often begin working in agro-forestry production with their families from lower-secondary education age and at the same time, tend to continue working even when their working age is over.

**EM female workers undertake unstable and vulnerable work** more than EM male workers and Kinh ethnic female workers. Up to 76.4 per cent of EM female workers' employment is in agro-forestry sector, nearly 6 percentage points higher than that of EM male workers (70.5 per cent) and twice as high as that of the country female workers (35.9 per cent). Twenty four out of 53 EM groups have employment ratio of female workers in agro-forestry of over 90 per cent.<sup>22</sup> With respect to employment status, the percentage of EM female workers undertake "unpaid domestic work" is 52.0 per cent, nearly 2 times higher than

that of EM male workers of 26.6 per cent and more than 2,5 times higher than that of the country female workers of 19.4 per cent.<sup>23</sup> This is a group of unstable employment with poorer working conditions than other sectors and is ineligible to participate in social insurance, unemployment insurance and mandatory health insurance.

**There are many barriers to EM female workers in shifting employment out of agro-forestry sector and accessing salary and wage occupations** in the factories, enterprises in provinces, industrial zones in the country or working overseas. The causes include: (i) in the current gender role, EM women still attach to housework and family care work more than EM men; (ii) prejudice of the society against women working away from the homeland remains considerable in some EM groups; (iii) high rate of illiteracy and falling back into illiteracy among EM women<sup>24</sup>, inability to communicate in the national language, low educational qualification, non-participation in professional technical training; (iv) lacking of basic skills for safe and effective labour migration such as lacking of understanding of the laws and policies on labour and employment, communication skills,

23 GSO, 2019. 2019 Labour Force Survey results.

24 The fact is that women over 35 years old among some EM groups currently do not understand and can not speak, read and write a simple sentence in Vietnamese; or used to be but no longer be able to do so.

21 GSO, Survey on socio-economic situation of 53 EM groups 2019 and Labour Force Survey 2019.

22 GSO, 2019. 2019 Labour Force Survey results.



*The reasons that made EM women to opt for searching for illegal jobs out of the border also caused by their constraints, disadvantages,...EM women can not speak Vietnamese language, do not have professional technical qualifications,... it's difficult for them to have opportunities to find jobs in industrial zones and cities in Viet Nam,...and income from agricultural production in provinces is not sufficient for living,... while they are living very close to the border, they possibly cross the border to look for a job with better income, and it's easy to communicate in the same ethnic language,...if luckier they also have a chance to find a good husband,...*

*In-depth interview with professional staff from Ha Giang Provincial DEMAs*

information technology, etc.

**Searching for illegal jobs out of the border is the last choice of disadvantaged EM female workers.**

With regards to groups of disadvantaged EM female workers who do not meet recruitment conditions to work in domestic factories, enterprises or work overseas on contracts, looking for illegal jobs out of the border has become more popular.<sup>25</sup> Although this type of job can generate immediate income for disadvantaged women, it implicitly contains a lot of risks during illegal working overseas, particularly human trafficking.

Researches on livelihood of EM households, EM and mountainous areas all showed that **the extent of access to opportunities for livelihood development and income generation of EM women is more limited than that of EM men**<sup>26</sup> as they are subject to intersecting disadvantages caused by ethnicity and gender elements. Experiences in value chain

25 The World Bank, 2019. Research report: Drivers of socio-economic development among ethnic minority groups in Viet Nam

26 Researches of CEMA and WB (2019), CEMA, Irish Aid, UNW (2017) are based on data from the Survey on Socio-economic situation of EM groups 2015.

development for the poor and EM groups showed that the identification of value chains with many female beneficiaries, women's participation in the core positions in production groups, business initiation or start-up activities are important drivers of the results.<sup>27</sup> However, women's participation in production groups, collectives, enterprises or start-up women often face more difficulties and barriers than men. These barriers may include: financial barrier, competitiveness, limitation in mobility, family relations, lacking of professional training, incapability to cope with risks, etc.<sup>28</sup>

**1.3 Gender issue in education and training in EM areas**

**There has been a reversal of gender gap in access to education between EM boys and girls.**

In the past, EM girls' rate of school attendance at the right age was lower and out-of-school rate was higher than that of EM boys. However, recently, this tendency has been gradually reversed in the direction that EM girls' rate of school attendance at the right age is higher and out-of-school rate is lower than that of EM boys.

The percentage of school attendance at the right age<sup>29</sup> of EM girls is higher than that of EM boys in all educational levels, the higher educational level is the bigger disparity is. At primary education level, this gap is only 0.2 percentage point; and it increased to 3.3 and 7.5 percentage points at lower and upper-secondary education levels respectively.<sup>30</sup>

27 As in projects funded by Australian Department of Foreign Affairs and Trade (DFAT): WEAVE Project of CARE, Oxfam, SNV (implemented in Lào Cai and Bắc Kạn provinces) or GREAT Project (implemented in Sơn La and Lào Cai provinces).

28 Nguyễn Thị Thanh Tâm M.A and Trịnh Thị Nhuần M.A. A number of motivations and barriers restrict business starting process of Vietnamese women. Subject of Business Operations Management, Faculty of Business Administration, University of Commerce.

29 The percentage of school attendance at the right age is the number of students within school age of a general education level who are attending that education level per 100 people at school age of that education level. Overall school attendance proportion is the number of students who are attending a general education level (regardless of age) per 100 people within school age of that education level.

30 GSO, 2019. Findings from Population and Housing Census 2019.



*A few provinces where EM areas located have made much efforts to compile provincial educational documents like Ha Giang province,... I directly participated in compiling a document on types of EM cultures of Ha Giang province of 183 pages for instruction in school; currently, the province have completed the compilation of a set of provincial educational document from grade 1 to 12 and it's in appraisal process,...*

*In-depth interview with professional staff from Ha Giang Provincial DEMAs*

10 years after the Population and Housing Census 2009, the percentage of out-of-school EM children<sup>31</sup> dropped nearly twice from 26.4 per cent in 2009 to 15.5 per cent in 2019. However, the rate of out-of-school children of 53 EM groups was nearly 2 and 3 times higher than the national rate and that of Kinh ethnic group respectively. The rate of out-of-school EM boys was higher than that of EM girls with disparity of 1.9 percentage point (16.4 per cent versus 14.5 per cent). The reasons why EM children are out-of-school referred to dropping out of school for work at young age, early marriage and too long distance to school.

### **Access to quality education remains a challenge for EM children**

The mobilisation rates of preschoolers and kindergarteners to school in EM and mountainous areas during 2011-2019 was only 56.2 per cent (the whole country reached 88.5 per cent) and 11.8 per cent (the whole country reached 25.8 per cent) respectively.<sup>32</sup> EM children are bad in Vietnamese language whereas preschool teachers are limited in EM languages which hinders the mobilisation of children to school and the quality of early childhood education in EM and mountainous areas.

The average distance to upper-secondary school of EM children is 10.9 km. Children of 14 out of 53 EM groups have to cross a distance from 20 to over 50 km of dangerous mountainous and forest roads to

school.<sup>33</sup> In 2018-2019 academic year, there were 316 EM boarding secondary schools (in 49 cities/provinces) and 1.097 EM semi-boarding secondary schools (in 28 cities/provinces) of which only 15 per cent of schools have been recognised as nationally standardised. The further to mountainous areas, the more scattered the schools and classes are, the lower solidification rate is, many multi-age school branches/classrooms remain in EM and mountainous areas. In some provinces, temporary classrooms are still used, function rooms are lacking and poor, sanitation facilities are inadequate and improper, clean water facilities is lacking. EM boarding and semi-boarding secondary schools lack accommodations, kitchens, clean water and sanitation facilities. Young teachers lack practical experience, hence they are limited in mobilisation of EM children to school; a part of teachers has little understanding of local ethnic culture, lacks ethnic minority language skill resulting in restriction in performing education tasks.<sup>34</sup> Teaching in EM languages remains restricted in some EM languages<sup>35</sup> on the grounds that the use of EM spoken language and scripts is only within those communities. In addition, in order to introduce EM languages in school, the schools should comply with specific regulations.<sup>36</sup> Education of EM cultures in

31 Out-of-school EM children are EM children who are at school age of general education but have never attended school or once attended but latter dropped out. The rate of out-of-school EM children indicates the number of EM children at school age of general education but do not attend school in total EM population of this age.

32 Ministry of Education and Training. Final review report of 10-year implementation of Education Development Strategy 2011-2020.

33 Average distance to upper-secondary school is 10.9 km but children from 14 EM groups have to cross a distance from 20 to over 50 km of dangerous forest and mountainous roads to school.

34 Ministry of Education and Training. Final review report of 10-year implementation of Education Development Strategy 2011-2020.

35 From 2011 to 2020, the instruction of EM languages has been officially conducted in schools of general education with six EM languages (Mông, Ê đê, Gia Rai, Ba Na, Chăm and Khmer) and rolled out in 22 cities/provinces with the scale of 756 schools, 5,267 classes, 174,562 students.

36 As regulated in Article 4, Decree No. 82/2010/NĐ-CP dated 15/7/2010 of the Government on teaching and learning EM spoken language and script in general educational

schools of general education in EM and mountainous areas remains much limited from development of curriculum, documents to education which are not qualified nor meeting the requirements.<sup>37</sup>

**Literacy rate<sup>38</sup> of the national language of EM people reaches only 80.9 per cent (male: 86.7 per cent, female: 75.1 per cent), significantly lower than that of Kinh ethnic people** (male: 97.0 per cent, female: 94.6 per cent).<sup>39</sup> The older of age group among EM people is, particularly EM women, the lower literacy rate of the national language is. In the age group of 35-44, up to 30.3 per cent of EM women can not read nor write the national language and the state of falling back into illiteracy has been popular in this age group.<sup>40</sup> This is a barrier to middle-aged women in participating in vocational, agro-forestry and fisheries extension trainings which are organised in provinces regularly.

Most of current educational policies and vocational education for EM students are gender-neutral. Though these policies have not directly mentioned female or male, it may exacerbate gender inequalities existing in education and vocational training. Specifically, Law on Education (2005, amendment 2010) and Law on Vocational Education (2014) have stipulated measures to narrow the gap in access to general education and vocational education for EM people, however most of these provisions are "gender neutral".<sup>41</sup> Law on Gender Equality (2006) also regulates the assurance of gender equality in education but has not covered specific gender issues in EM affairs.

.....  
institutions and continuing education centres.

37 Ministry of Education and Training. Final review report of 10-year implementation of Education Development Strategy 2011-2020.

38 The ability to read and write a simple sentence in the national language (Vietnamese).

39 GSO, Population and Housing Census 2019.

40 GSO, 2019. Survey on Socio-economic situation of 53 EM groups 2019.

41 Gender-neutral policies are thought to affect both genders, however, they can have distinct impacts on women and men, especially among disadvantaged groups. Gender-neutral policies have not significantly promoted gender equality. Refer to European Institute for Gender Equality and Public Health Agency of Canada - Centre for Emergency Preparedness and Response, Gender mainstreaming in Emergency Management: Opportunities to Build community resilience in Canada, 2008.

## 1.4 Gender issues in health care in ethnic minority areas

**Although many progresses have been made in the past time in health care in general and reproductive health care for EM women in particular, significant gap remains in comparison to Kinh-Hoa ethnic women.**

In the past time, health sector has focused on improving the quality of reproductive health care service in EM and mountainous areas such as supporting midwives, obstetricians and paediatricians from commune medical stations; training and using EM village midwives; providing clean birth delivery package; promoting the implementation of the project on "Safe motherhood".<sup>42</sup>

According to the results of Population and Housing Census 2019, maternal mortality ratio related to obstetrics dropped to 46 cases per 100.000 live births in 2019, a decrease of 23 cases per 100.000 live births in comparison to 2009. Even though, this ratio in EM and mountainous areas remains 3 times higher than that of the country and among some EM groups, and 4 times higher than that of Kinh ethnic women.<sup>43</sup>

The percentage of EM pregnant women aged 10-49 had antenatal check-ups in medical settings in 2019 was 88.0 per cent, increased to +17.1 per cent compared to 2015;<sup>44</sup> however, it remains significantly lower than that of Kinh ethnic women of more than 99 per cent.<sup>45</sup>

The ratio of EM women aged 10-49 giving birth at home without professional assistance in 2019 reduced to 9.5 per cent, a sharp decrease to -26.8 percentage point compared to 2019; however, it remains significantly higher than the rate of under 0.5 per cent of Kinh ethnic women.<sup>46</sup>

42 MOH Report on the implementation situation of the National Target on Gender Equality 2018.

43 MOH Report on the implementation situation of the National Target on Gender Equality 2019.

44 This indicator was calculated for the age between 12-49 and 10-49 in 2015 and 2019 respectively.

45 GSO, 2019. Survey on Socio-economic situation of 53 EM groups.

46 GSO, 2019. Survey on Socio-economic situation of 53 EM groups.

The ratio of EM women aged 10-49 giving birth in medical settings reached 86.4 per cent, an increase of +22.8 per cent compared to 2015, however, it remains significantly lower than that of Kinh ethnic women of more than 99 per cent. Notably, level of disparity between urban and rural areas was up to 12.8 percentage points (urban area: 98.0 per cent; rural area: 85.2 per cent). At the same time, the disparity among socio-economic regions was also quite large; the Central Highlands had the percentage of EM women aged 10-49 giving birth in medical settings of 84.2 per cent which was -14.2 percentage points lower than that in the Mekong Delta of 98.4 per cent. Three EM groups remain with the ratio of women giving birth at medical facilities less than 50 per cent, including Mong 49.6 per cent, Mang 44.5 per cent and La Hu 34.7 per cent.<sup>47</sup> The reason why EM women do not give birth in medical settings referred to the custom which does not allow EM women to give birth in a medical settings in addition to difficult transportation, or difficult economic conditions of the household.

The causes of disparity in health care between EM women and Kinh-Hoa ethnic women include: (i) Constraints and weakness of medical system in EM areas, capacity of commune medical stations in meeting the needs of health care and reproductive health care of EM women and men remains limited; (ii) language barrier between medical staff and EM people; (iii) long-standing cultural custom in some EM groups does not allow women to have antenatal check-up and give birth in medical settings; (iv) prefer to be examined by a femal medical staff; being unable to pay for the service; and (vi) in some mountainous areas, difficult transportation and long distance to medical settings are barriers to antenatal check-up and giving birth in medical settings for EM women.<sup>48</sup>

## 1.5 Early marriage and child marriage in ethnic minority areas

Early marriage or child marriage<sup>49</sup> intimidates current

47 GSO, 2019. Survey on Socio-economic situation of 53 EM groups.

48 Nicola Jones, Double jeopardy: How gendered social norms and ethnicity intersect to shape the lives of H'mong adolescent girls in Viet Nam.

49 Law No. 102/2016/QH13. Law on Children, Article 1: A child is a person below the age of 16.

and future lives of girls and women all over the world, deprives their right to self-determination in life; deprives their learning and training opportunities; makes them more vulnerable to violence, discrimination and abuse; restricts their participation in economic, political and social field. Early marriage or child marriage is often associated with early pregnancy and rapid repeated childbirth resulting in increased maternity mortality.<sup>50</sup>

***Child marriage among EM groups has decreased but remains complicated, some EM groups has child marriage rate of over 50 per cent.*** Although being prohibited by the Law on Marriage and Family, child marriage and consanguineous marriage persist among EM groups in Viet Nam, causing many health problems, affecting the quality of human resources and is one of the obstacles to the sustainable socio-economic development of EM areas.

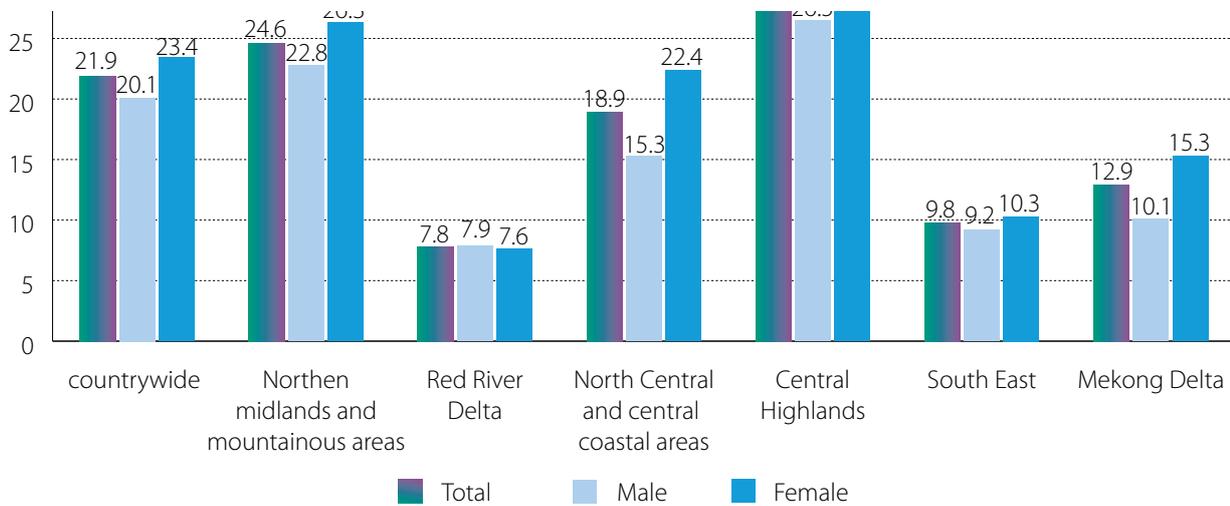
Results of the Survey on Socio-economic situation of 53 EM groups 2019 showed that the ratio of EM people getting married at young age in 2018 was 21.9 per cent, a decrease of 4.7 percentage points compared to 2014 (26.6 per cent). However, child marriage rate remains high in EM densely populated areas such as the Central Highlands 27.5 per cent, the Northern Midlands and mountainous areas 24.6 per cent, the North Central and central coastal areas 22.4 per cent. The highest child marriage rate by ethnicity was Mong at 51.5 per cent (male: 52.7 per cent, female: 50.4 per cent), Co Lao 47.8 per cent (male: 34.0 per cent; female: 63.0 per cent), Mang 47.2 per cent (male 42.7 per cent; female: 50.7 per cent), Xinh Mun 44.8 per cent (male: 42.5 per cent; female: 46.9 per cent), Ma 39.2 per cent (male: 31.7 per cent; female: 51.3 per cent). Child marriage rate among EM women remains higher than that of EM men (male: 20.1 per cent; female: 23.5 per cent). By professional technical qualifications,<sup>51</sup> only 1.1 per

50 United Nations. Child, early and forced marriage, including in humanitarian settings. (<https://www.ohchr.org/EN/Issues/Women/WRGS/Pages/ChildMarriage.aspx>)

51 According to GSO, technical, professional qualifications include elementary, intermediate, college, university levels and higher. A person is considered to attain "elementary-level qualification" if his/her highest level of technical, professional qualifications is elementary after training or attending vocational training for less than 3 months and being granted a certificate. A person is considered to attain "intermediate-level qualification" if his/

FIGURE 2. CHILD MARRIAGE RATE AMONG EM PEOPLE BY SEX AND SOCIO-ECONOMIC REGIONS 2018

Unit: %



Source: GSO, Results from Survey on Socio-economic situation of 53 EM groups 2019

cent of early-married EM people have professional technical qualifications while this rate among non early-married EM people is nearly 18 times higher (18.8 per cent). 31 out of 53 EM groups has 100 per cent of early-married people without professional technical qualifications. The average marriageable age of early-married EM people in 2018 was 17.5 and 15.8 years old for men and women respectively.

**Consequences of child marriage:** Early marriage, pregnancy and giving birth in juvenile age when the mother's body is not fully mature, lacking of understanding, experience and being psychologically unready for pregnancy and childbirth constitute major impacts on maternal health and the normal development of fetus and newborn.<sup>52</sup> This is the cause of an increase in malnutrition rate among EM children,<sup>53</sup> a rise in the mortality rate of EM children

under 1 and under 5 years old,<sup>54</sup> and an increase in EM maternal mortality related to maternity.<sup>55</sup>

**Causes of child marriage:** Child marriage among EM groups in Viet Nam is a contextual issue depending on both historical context and changes in political and socio-economic life. This is not merely a social issue but is also accompanied by cultures of EM groups. In other words, EM culture may contribute to the increase of child marriage.<sup>56</sup> Some specific causes include: (i) Economic difficulties is an obvious factor leading to child marriage among EM groups. In the context of unfavourable natural conditions for

malnutrition in ethnic minority communities in Viet Nam: Issues and Intervention Options". 1 in 3 EM children suffer from stunting while 1 in 5 are underweight.

54 GSO, 2019. Results of the Survey on Socio-economic situation of 53 EM groups 2019 showed that mortality ratio of children under 1 year old (infant mortality ratio-IMR) of 53 EM groups in 2019 was 22.13 percentage point; of which the proportion of boys and girls was 24.82 and 19.29 percentage point respectively. There was a large difference in IMR among EM groups, the IMR of La Hu ethnic groups was the highest (66.23 percentage point), 5.5 times higher than that of Hoa ethnic group (11.94 percentage point).

55 UN Women and CEMA (2015). Briefing note on the situation of EM women and girl in Viet Nam. Maternal mortality rate among some EM groups (Mông, Thái, Ba Na, Tày, Dao, Nùng) remains 4 times higher than that of Kinh-Hoa ethnic groups.

56 UN Women and CEMA, 2018. Policy recommendations to promote gender equality among EM groups in Viet Nam.

her highest level of technical, professional qualifications is professional intermediate or vocational intermediate after training and being granted a certificate. A person is considered to attain "college-level qualification" if his/her highest level of technical, professional qualifications is college or vocational college after training and being granted a certificate. A person is considered to attain "university level and higher" if he/she has been trained and granted bachelor's degree, master's degree or doctoral degree.

52 Ngo Thi Van Phong, 2019. Child marriage and consanguineous marriage in EM areas.

53 WB and National Institute of Nutrition. Report on "Persistent

livelihood and life development, persistent poverty in EM and mountainous areas made child marriage as a way to cope with social upheavals and it becomes a “strategy” on livelihood security.<sup>57</sup> Marriage and livelihood security has been considered as one and the same. EM girls after marriage will be the main worker in the in-law family and do most of housework and care work;<sup>58</sup> (ii) Due to the influence of harmful concepts, custom, practices and habits among EM groups such as the custom of pulling wife, asking for wedding presents, ... putting pressures for early marriage and consanguineous marriage among EM people. Social pressure may affect girls’ decision on child marriage and often relates to the protection of family honour. Under honour and economic pressure, parents from EM households often agree with their children’s marriage decision though they have not reached marriageable age as prescribed by law. Marriage can be considered as an expectation to fulfill gender role. However, in many cases, children are the ones who make decision on getting married early despite their parents’ objection. Girls decide to get married early because they are afraid of not having a chance to get married when they get older;<sup>59</sup> (iii) Change of socio-economic life in EM and mountainous areas in the direction of modernisation also result in an increase of child marriage, risks and vulnerability of EM children. Recently, considerable investment has been made in IT infrastructure and internet connection in EM and mountainous areas. In addition, personal technological devices such as mobile phones, computers with internet connection, and the social networks as well as modern entertainment services have become increasingly popular and remarkably attracted EM youths. EM children are exposed to harmful information from the internet early and affected by snobbish lifestyle and unhealthy “disguised” entertainment services in provinces; lack of attention and education from parents and schools is also the cause of child marriage stimulation;<sup>60</sup> (iv) Legal provisions for prevention of

child marriage through prohibition and sanction are not really effective.<sup>61</sup> Local authorities in EM and mountainous areas hardly control the cohabitation of child-married couples. The imposition of a ban sometimes creates conflicts between the authority and local EM communities and among community members.<sup>62</sup> The liability of local authorities in handling and intervening child marriage cases remains infirm and unresolved. Law enforcement officers at grassroots level have not resolutely addressed this type of violation, administrative sanctions and denial of marriage registration are mostly applied. When intentional legal violation against child marriage happens, the authorities are passive, confused, and do not deal with the cases thoroughly;<sup>63</sup> (v) The awareness of the law in general, the Law on Marriage and Family in particular, and the sense of law observance of a part of EM people remain limited.<sup>64</sup> Additionally, they are not fully aware

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 communities in Viet Nam: An analysis from an anthropological perspective.

- 61 Law on Marriage and Family (2014), Article 10, Clause 3 stipulates that: “When detecting an illegal marriage, other persons, agencies or organizations have the right to propose an agency or organization prescribed at Point b, c, or d, Clause 2 of this Article to request a court to annul such marriage”. In case of being sanctioned for administrative violation: Article 47 of the Decree No. 110/2013/NĐ-CP prescribes the act of child marriage and organisation of child marriage as: “A caution or a fine of between VND 500.000 and 1.000.000 shall be imposed for the acts of organization of marriage for persons who are under marriageable age; A fine of between VND 1.000.000 and 3.000.000 shall be imposed for the acts of deliberately illegally maintaining conjugal relationship despite of the Court’s decision to coercively terminate that relationship”. Addition to Decree No. 82/2020/NĐ-CP: “A fine of between VND 1.000.000 and 3.000.000 shall be imposed for the acts of organization of marriage for persons who are under marriageable age; A fine of between VND 3.000.000 and 5.000.000 shall be imposed for the acts of deliberately illegally maintaining conjugal relationship despite of the Court’s decision to coercively terminate that relationship”.
- 62 UN Women and CEMA, 2018. Policy recommendations to promote gender equality among EM groups in Viet Nam.
- 63 CEMA, 2020. 5-year preliminary report of implementation of the Decision No. 498/QĐ-TTg dated 14/4/2015 of the Prime Minister on the Scheme “The Minimization of child marriage and consanguineous marriage in EM areas 2015-2020 and task implementation for 2021-2025.
- 64 CEMA, 2020. 5-year preliminary report of implementation of the Decision No. 498/QĐ-TTg dated 14/4/2015 of the Prime Minister on the Scheme “The Minimization of child marriage and consanguineous marriage in EM areas 2015-2020 and task implementation for 2021-2025.

57 iSEE Viet Nam, 2019. Child marriage in several EM communities in Viet Nam: An analysis from an anthropological perspective.

58 CEMA and UN Women, June 2017. Report at the national workshop on Prevention and ending early marriage and child marriage: Lessons learned from practice, page 8, 9.

59 UN Women and CEMA, 2018. Policy recommendations to promote gender equality among EM groups in Viet Nam.

60 iSEE Viet Nam, 2019. Child marriage in several EM

of the consequences of child marriage.<sup>65</sup>

## 1.6 Violence against ethnic minority women

Violence against women in general and EM women in particular committed by husbands or intimate partners are the most popular type of violence that women suffer from. Types of violence include physical, sexual, emotional, economic violence and behavioural control. Results of the national survey on violence against women in Viet Nam in 2019 showed considerable difference among ethnic groups exists in terms of violence committed by husband/intimate partner in life and violence committed in the last twelve months.<sup>66</sup> Among five types of violence committed by husband/intimate partner, the proportion of EM women experience physical and/or sexual and emotional violence (in life and in the last 12 months) is lower than the corresponding rate of the country's women and Kinh ethnic women. In contrast, the percentage of EM women whose behaviours and economics are controlled is higher than the corresponding ratio of the country's women and Kinh ethnic women.

Qualitative analysis has showed that<sup>67</sup> violence situation among ethnic groups depends quite much on matriarchy or patriarchy tradition of that ethnic group. In patriarchal social groups, the custom of gender role and value is similar to that of Kinh ethnic group, for example, pressure of having a son. Women from matriarchal ethnic group, such as Cham ethnic group, seem to have more power and control in the family. Women from this ethnic group are not under pressure of having a son but having a daughter. A noteworthy observation here is that EM women believe they do not experience violence

65 CEMA, 2020. 5-year preliminary report of implementation of the Decision No. 498/QĐ-TTg dated 14/4/2015 of the Prime Minister on the Scheme "The Minimization of child marriage and consanguineous marriage in EM areas 2015-2020 and task implementation for 2021-2025.

66 To every violence act that a woman reports happened to her, she will be asked if that act has ever occurred in her life (violence in life). If the answer is yes, she will be asked for the next question if that act happened within the last 12 months. Violence that happened in the last 12 months is considered as current violence committed by husband/intimate partner. Both of reference periods of time are important as it will let us know various aspects of the issue.

67 National Study on violence against women in Viet Nam 2019: Journey for change.

### BOX 1. VIOLENCE AGAINST ETHNIC MINORITY WOMEN

*The percentage of EM women experiencing physical and/or sexual violence committed by their husbands/intimate partners in life (29.4 per cent) and in the last 12 months (8.3 per cent) is lower than the overall national ratio (32.0 and 8.9 per cent respectively) and that of Kinh ethnic women (32.7 and 8.3 per cent respectively). Particularly, this rate among some EM groups is much lower than that of the country such as Mong (12.2 and 4.8 per cent respectively), Kho me (14.6 and 5.9 per cent respectively), Thai (17.4 and 4.9 per cent respectively) and Muong (20.3 and 4.9 per cent respectively). However, some EM groups have very high ratio of physical and/or sexual violence such as Nung (42.8 and 25.8 per cent respectively).*

*The proportion of EM women experiencing psychological violence committed by their husbands/intimate partners in life (43.7 per cent) and in the last 12 months (20.4 per cent) is lower than the overall national rate (47.0 and 19.3 per cent respectively) and that of Kinh ethnic women (47.7 and 19.2 per cent respectively). Mong ethnic women has the lowest percentage of psychological violence in life at 21.9 per cent and in the last 12 months at 5.8 per cent. The highest ratio is among Nung ethnic women with over one third (34.9 per cent) of women experiencing psychological violence in the last 12 months.*

*The ratio of EM women whose behaviours are controlled by their husbands/intimate partners in life (33.8 per cent) and in the last 12 months (17.4 per cent) is higher than the overall national rate (27.3 and 12.9 per cent respectively) and that of Kinh ethnic women (26.0 and 12.0 per cent respectively). This rate is particularly high among Mong ethnic women (54.7 per cent in life and 25.6 per cent in the last 12 months), and Dao ethnic women (51.3 per cent in life and 32.0 per cent in the last 12 months) though these two ethnic minority groups have lower average rate of physical and/or sexual violence committed by husbands/intimate partners.*

*The rate of EM women experiencing economic violence committed by husbands/intimate partners in life (24.1 per cent) and in the last 12 months (16.4 per cent) is higher than the overall national rate (20.6 and 11.5 per cent respectively) and that of Kinh ethnic women (19.9 and 10.5 per cent respectively). This rate is particularly high among Dao ethnic women, 45.8 per cent in life and 28.6 per cent in the last 12 months.*

as much as Kinh women do. Has this affected the quantitative survey results which showed that “the percentage of EM women experiencing physical and/or sexual violence committed by their husbands/intimate partners in life and in the last 12 months is lower than the overall rate of the country and that of Kinh ethnic women”? More EM women have accepting attitude towards violence committed by their husbands or intimate partners than Kinh ethnic women.

## 1.7 Gender issue in unpaid care work

***The burden of unpaid care work in EM households is being placed more on women and girls***

***EM women are primarily responsible for unpaid care work in EM households and communities.*** In the context of underdeveloped infrastructure in EM areas (for instance, lack of electricity, clean water for domestic use, or roads, markets, schools, medical stations are far from the living place, etc.); lack of equipment in support of housework and household care (such as lack of quality services for baby-sitting, care for the elderly and the sick; lack of utensils in support of housework in the household, EM women’s burden of housework and care is getting heavier. 74 per cent of EM women and 5 per cent of EM girls often take charge of fetching water for domestic use in the household compared to the corresponding national ratio of 65 per cent and 2 per cent respectively.<sup>68</sup> Twenty per cent of EM households spend more than 30 minutes to fetch water for domestic use compared with the corresponding national rate of nearly 4 per cent.<sup>69</sup> With regards to matriarchal EM groups, women are primarily responsible for income-generating economic activities and also in housework and care work in the households at the same time.

***The awareness of EM women and EM communities has been affected by gender norms and gender stereotypes on division of work in the family,*** imposing housework, care work of children, the elderly and the sick in the family as women’s

responsibility and obligations.<sup>70</sup>

***Lack of an updated database on unpaid care work*** of EM women and men. In 2019, GSO incorporated the content of unpaid care work in the annual Labour Force Survey for the first time. This is an updated and reliable database for gender analysis and policy recommendations in gender field but regrettably, this survey did not include information on EM groups.

## 1.8 Gender issue among ethnic minority public officials and civil servants

***The percentage of ethnic minority female public officials and civil servants in Party agencies, People’s Councils, administrative agencies and socio-political organisations in EM areas is very low and has not corresponded to the scale of EM female labour force.***

Findings of the Survey on Socio-economic situation of 53 EM groups showed that, in EM communes, the proportion of female EM public officials and civil servants in Party agencies is the lowest, accounting for only 6.0 per cent; this ratio in the People’s Councils, administrative agencies and socio-political organisations is 7.3, 11.4 and 15.5 per cent respectively. It is notable that the lower socio-economic conditions and the higher proportion of residing EM people in the areas, regions and provinces are, the higher rate of female EM public officials and civil servants is. Specifically, the proportion of EM women in the total number of public officials and civil servants in border and rural areas is higher than the corresponding rate in urban areas. Similarly, among socio-economic regions, the Northern midlands and mountainous areas have the highest percentage of EM women in the total number of public officials and civil servants in Party agencies, the People’s Councils, administrative agencies and political organisations in the whole country, followed by the Central Highlands and North Central and central coastal areas.

***Female EM public officials and civil servants have been not only small in number, but their place in the allocated structure of agencies and organizations in EM areas have also been gender stereotyped***

68 UN Women, IFGS, Australian Government and other counterparts 2016, Towards gender equality in Viet Nam: Making inclusive growth work for women.

69 UN Women, IFGS, Australian Government and other counterparts 2016, Towards gender equality in Viet Nam: Making inclusive growth work for women.

70 UN Women, IFGS, Australian Government and other counterparts 2016, Towards gender equality in Viet Nam: Making inclusive growth work for women.

Findings of the Survey on Socio-economic situation of 53 EM groups in 2019 showed that, female EM public officials and civil servants account for the highest proportion in the sector of “Socio-political organisation” of 15.5 per cent, of which Women’s Union has 100 per cent of female staff. In contrast, in Party agencies and People’s Councils, female EM public officials and civil servants represent only 6.0 per cent and 7.3 per cent respectively, only about one sixth of that of EM men (the proportions of male EM public officials and civil servants are 36.1 per cent and 39.0 per cent respectively). In commune administrative agencies, female EM public officials and civil servants account for 11.4 per cent but mainly found in positions such as clerical, administrative, accounting, and finance staff.

***In fact, the quality of public officials and civil servants in EM communes remains limited in view of the government regulations***<sup>71</sup>. Findings from the Survey on Socio-economic situation of 53 EM groups in 2019 indicated that 1.4 per cent of EM public officials and civil servants in commune administrative agencies have not undergone professional technical training and the corresponding rate of female EM public officials and civil servants was 0.7 per cent. Up to 30.4 per cent of EM public officials and civil servants only attain minimum professional qualifications of “intermediate level” while “college graduation rate”, “university graduation rate and postgraduate completion rate” are 6.6 per cent and 61.6 per cent respectively. The proportion of female EM public officials and civil servants only attain “intermediate” qualifications are 20.3 per cent and the “college graduation rate”, “university graduation rate and postgraduate completion rate” are 7.5 and 71.6 per cent respectively.

71 Decree No. 112/2011/ND-CP dated 05 December 2011 of the Government on civil servants at commune, ward, town levels and Circular No. 06/2012/TT-BNV dated 30/10/2012 providing guidance on the responsibilities, specific standards, tasks and recruitment of commune/ward/town civil servants, in which commune/ward/town civil servants still have to graduate from university and higher in the training sector in line with the task requirements of every title of commune civil servants. With regards to EM and mountainous areas, intermediate-level qualifications and higher is required.

## 2. CAUSES OF GENDER INEQUALITY IN EM AREAS

**Firstly**, incomplete awareness of gender equality in a significant part of public officials and people in EM areas. Although the advocacy and dissemination of gender equality and laws on gender equality have initially helped public officials and people in EM areas have a common understanding of gender equality, however, persisting gender prejudices have not been eliminated and traditional gender norms and stereotypes among EM groups have not been radically changed.

**Secondly**, division of work between men and women in the families and EM communities remains subject to traditional concept which associates women and girls with housework, care work in the family and unpaid work.

**Thirdly**, EM women and girls are more restricted than men in access to, participation in, enjoyment and equal control of policies, programmes, projects and resources for socio-economic development in EM areas. These are barriers for EM women in participating in activities of education and training, health care, cultural and social affairs for improvement of human and social capital; and also restricting them in participating in paid work for raising income and economic position.

**Fourthly**, EM women remain more “disadvantaged” than EM men in voice raising and decision making in EM households and communities. In the past time, the number and proportion of female EM public officials and civil servants in Party agencies, People’s Councils, administrative agencies and socio-political organisations in EM areas have tended to gradually increase though remained low and not corresponding to the scale of female population and female EM workforce.

**Fifthly**, gender equality work in EM areas has not been paid adequate attention to as well as expected results and effect have not been achieved.

- Lack of clear regulations on the accountability of the head of agency, unit in providing guidance for gender equality work; lacks of sanctions for monitoring and evaluation of gender equality implementation in provinces, agencies, units. Some agencies, organisations remain slow in performing gender equality work or taking action in a formalistic, coping, inactive and uncreative manner.
- Financial resources for gender equality implementation in EM areas were very limited which have affected the results and efficiency of gender equality work in general and the implementation of gender equality objectives, indicators in EM areas during 2018-2020.
- Gender equality staffing in EM areas have just been set up, therefore it is insufficient in number and limited in gender knowledge, gender mainstreaming skills, particularly at provincial and grassroots levels.
- A lot of constraints exist in statistics, information provision and reporting on gender equality in EM areas, a sex-disaggregated database system in all fields has not been established.

### 3. REVIEW OF POLICIES, PROGRAMMES AND PROJECTS IN SUPPORT OF GENDER EQUALITY ACTIVITIES IN EM AREAS DURING 2018-2021

#### 3.1 Development, issuance and implementation of legal normative documents on gender equality and measures to promote gender equality in ethnic minority areas

During 2016-2020, in execution of the Law on Gender Equality (2006), National Strategy on Gender Equality for 2011-2020 and National Programme on Gender Equality for 2016-2020 and also based on gender inequality situation in EM and mountainous areas, CEMA had chaired the drafting and submitted to the

Prime Minister for issuance number of legal normative documents on gender equality and measures to promote gender equality in EM areas for 2016-2020.

#### BOX 2. LEGAL NORMATIVE DOCUMENTS ON GENDER EQUALITY IN EM AREAS DURING 2016-2020

1. Decision No. 1898/QĐ-TTg dated 28/11/2017 of the Prime Minister on approval of the Scheme on Supporting gender equality activities in ethnic minority areas for 2018-2025.
2. Decision No. 498/QĐ-TTg dated 14/4/2015 of the Prime Minister on approval of the Scheme "The Minimization of child marriage and consanguineous marriage in ethnic minority areas, 2015-2025".
3. Decision No. 565/QĐ-TTg dated 25/04/2017 of the Prime Minister on approval of the Target Programme on Development of social assistance system for 2016-2020, Project 3 on "Supporting the implementation of national targets on gender equality".
4. Decision No. 484/QĐ-UBND dated 18/7/2019 on the Implementation plan for the National action plan to implement the 2030 Agenda for Sustainable Development (Target 5.3 Eliminate all harmful practices such as child, early and forced marriage)<sup>72</sup>

#### 3.2 Mainstreaming gender equality in the formulation of legal normative documents in the field of ethnic minority affairs

During 2015-2020, CEMA has mainstreamed gender equality in the development of a number of legal normative documents, advised to issued or issued by its authorisation with specific results as in the table below.

<sup>72</sup> Decision No. 622/QĐ-TTg dated 10/5/2017 of the Prime Minister on the issuance of the National action plan to implement the 2030 Agenda for Sustainable Development, Target 5.3: Eliminate all harmful practices such as child, early and forced marriage (Global Goals, Target 5.3).

TABLE 3. IMPLEMENTATION RESULTS OF GENDER EQUALITY MAINSTREAMING IN FORMULATION AND EXECUTION OF LEGAL NORMATIVE DOCUMENTS IN THE FIELD OF ETHNIC MINORITY AFFAIRS DURING 2016-2020

Year	Name of Document	Issuing Agency	Chairing Agency for drafting	Gender Mainstreaming Content
2016	<b>Decision No.</b> 2085/QĐ-TTg dated 31/10/2016 approving Specific policy for socio-economic development in ethnic minority and mountainous areas for 2017- 2020	Prime Minister	CEMA	<p><b><i>Gender mainstreaming in scheme implementation</i></b></p> <ul style="list-style-type: none"> <li>• Attention paid to measures in promotion of EM women's participation in plan making, capacity building, community monitoring.</li> <li>• There were no sex-disaggregated data.</li> <li>• Reports on implementation results (biannual, annual) included very little information and data on the participation and enjoyment of benefits of EM women and men.</li> </ul>
2016	<b>Decision No.</b> 2086/QĐ-TTg dated 31/10/2016 approving the Project of Socio-economic development for EM groups with sparse population for 2016-2025.	Prime Minister	CEMA	<p><b><i>Gender mainstreaming in scheme implementation</i></b></p> <ul style="list-style-type: none"> <li>• Attention paid to measures in promotion of EM women's participation in plan making, planning, training, fostering, creating source of officials, qualification improvement for the officials from EM groups with sparse population and community monitoring activities.</li> <li>• Attention paid to sex-disaggregation (though incomplete) in statistic data on implementation results.</li> <li>• Reports on programme implementation results (biannual, annual and the full period) contained information, data on the participation and enjoyment of benefits of EM women and men.</li> </ul> <p>Good example: In accordance with the Decicion No. 2086/ QĐ-TTg, Ha Giang Province organised 17 training courses for 1.164 trainees from EM groups with very small populations, the proportion of female participants was paid attention from the planning stage...</p>
2017	<b>Circular No.</b> 01/2017/TT-UBDT dated 10/5/2017 specifying the implementation of Project 2 (Programme 135) under the National Target Programme on Sustainable Poverty Reduction.	CEMA	CEMA	<p>Gender mainstreaming in policy regulations:</p> <p>(1) Programme implementation principles: Article 2. ... ensuring gender equality</p> <p>(2) Specific provisions: Article 4. Clause 3 Making plan for programme implementation... a) ... proportion of women participating in meetings is not lower than 30 per cent;</p> <p>(3) Building capacity for the communities and grassroots officials: Article 10. Clause 1. Community, targets of capacity building in community... prioritise EM people and women. Clause 2. Grassroots officials: prioritise EM officials, female officials. Article 11 Clause 1 Content on capacity building for the communities... Skills on community development, strengthening the participation of the community, the poor and women in planning, implementation; community monitoring on programme activities.</p>

Year	Name of Document	Issuing Agency	Chairing Agency for drafting	Gender Mainstreaming Content
				<p>(4) Information and advocacy: Gender mainstreaming in rolling out and implementation</p> <ul style="list-style-type: none"> <li>• Attention paid to ensuring actual needs and conditions of EM women in the contents, formats and methods of information, popularization.</li> <li>• Attention paid to the participation of female household heads in activities.</li> </ul> <p>(5) Implementation, monitoring and evaluation:</p> <ul style="list-style-type: none"> <li>• Attention paid to promote EM women's participation in planning, capacity building, community monitoring. Giving specific examples.</li> <li>• Data were disaggregated by sex.</li> <li>• Reports on programme implementation results (biannual, annual and the full period) comprised information, data on the participation and enjoyment of benefits of EM women and men.</li> </ul>
2017	<p><b>Decision No 1163/QĐ-TTg</b> dated 08/08/2017 approving Project to Promote law dissemination, education, and advocacy for people in EM and mountainous areas.</p>	Prime Minister	CEMA	<p><b>1. Mainstreaming gender into the contents of Scheme 1163</b></p> <ul style="list-style-type: none"> <li>• Content on law dissemination and education: ... prevention and control of human trafficking, domestic violence ...</li> <li>• Content on advocacy for ethnic minority affairs, ethnic ethnic minority policies: ... combating against women, children trafficking,...</li> </ul> <p><b>2. Mainstreaming gender into implementation of Scheme 1163</b></p> <ul style="list-style-type: none"> <li>• Law integration, dissemination and education on gender equality, prevention and control of gender-based violence, domestic violence.</li> <li>• Integration of EM policy advocacy into gender equality policy advocacy and support in EM areas (within the framework of Scheme 1898); policies and activities for the minimization of child marriage and consanguineous marriage in EM areas (within the framework of Scheme 498)</li> </ul> <p><b>Good example:</b> Dien Bien was one of the provinces that had very well implemented Decision No. 1163/QĐ-TTg, such as: Making 1.155 news, articles for radio and television broadcasting in districts, towns, and city; organizing 425 talks, 2.143 verbal advocacy sessions, 196 advocacy sessions through village meetings, 793 sessions on cultural, music, sports exchange under family theme for advocacy for prevention and response to domestic violence and gender equality which attracted a lot of participants and respondents to questions on family knowledge of prevention and control of domestic violence and gender equality.</p>

Year	Name of Document	Issuing Agency	Chairing Agency for drafting	Gender Mainstreaming Content
				Focusing on advocacy for education on ethics, way of living in the family through the Law on Prevention and Control of Domestic Violence, prevention and control of gender-based violence, Law on gender equality, Law on marriage and family,... and in various forms such as hanging banners, news broadcasting through public loudspeakers in residential areas, direct dissemination of information through village, residential cluster, club meetings. As a result, 1.957 banners, slogans were hung, 942 advocacy sessions were broadcasted on commune loudspeakers. Organised 59 advocacy conferences on child marriage and consanguineous marriage including advocacy for gender equality for 59 communes in 8 districts in the whole province with 4.130 participants. Organised 07 communication sessions for 350 members, women and people.
2018	<b>Decision No. 771/QĐ-TTg</b> dated 28/06/2018 approving the Project on "Fostering ethnic minority knowledge for public officials, civil servants and public employees 2018-2025"	Prime Minister	CEMA	<p><b>Mainstreaming gender into implementation</b></p> <ul style="list-style-type: none"> <li>• Taking measures in support and promotion of fostering knowledge of EM affairs in regulated contents/forms for female civil servants and public employees under subject groups 1, 2, 3, 4.</li> <li>• The proportion of men and women is specified in the guidelines, allocation of training participation quota for provinces.</li> <li>• Reports on project implementation results (annual) contained information, data on the participation and enjoyment of benefits of female and male public officials, civil servants and gender equality promotion measures.</li> <li>• Outcomes: A couple of dozen training courses were organised mainly for subject 2 with 25-30 trainees for each course.</li> </ul>
2019	<b>Decision No. 45/QĐ-TTg</b> dated 09/01/2019 on distribution of some publications, newspapers, magazines to EM and mountainous areas, and particularly disadvantaged areas for 2019-2021	Prime Minister	CEMA	<p><b>Mainstreaming gender into the implementation process of the Decision at national and provincial levels:</b></p> <ul style="list-style-type: none"> <li>• Policy and law advocacy, dissemination on gender equality in separate theme;</li> <li>• There are no specific statistics on the number of gender mainstreaming or gender-specialized columns, news and articles in publications, newspapers and magazines distributed to EM and mountainous areas;</li> <li>• Mainstreaming gender equality into other themes of policy and law advocacy and dissemination in the field of EM affairs.</li> </ul>
2019	<b>Decision No. 484/QĐ-UBND</b> dated 18/7/2019 on the on the Implementation plan for the National Action Plan to implement the 2030 Agenda for Sustainable Development.	CEMA	CEMA	<p>Target 5.3 Eliminate all harmful practices, such as child, early and forced marriage.</p> <p>The Scheme "the Minimization of child marriage and consanguineous marriage" was issued and implemented in 52 provinces in EM areas nationwide under the Decision No. 498/QĐ-TTg of the Prime Minister. The Scheme target by 2025 is radical elimination of child marriage. However, findings from the Survey on Socio-economic situation of 53 EM groups 2019 revealed that child marriage ratio remains very high and it's hard to achieve the target if the solutions of Scheme 498 have not been accelerated for consistent implementation.</p>

Year	Name of Document	Issuing Agency	Chairing Agency for drafting	Gender Mainstreaming Content
2019 2020	<b>Resolution</b> No. 88/2019/QH14 dated 18/11/2019 approving the Master Plan on Socio-economic Development of EM and mountainous areas 2021-2030.	National Assembly of the Socialist Republic of Viet Nam	CEMA	<p>- Viewpoint, objective: Gender equality is determined as one of the cross-cutting and consistent tasks.</p> <p>- Main tasks and solutions: Project component on “Promoting gender equality and handling of pressing issues for women and girls”.</p>
	<b>Resolution</b> No. 120/2020/QH14 dated 19/6/2020 approving the investment policy of the National Target Programme for Socio-economic Development in EM and mountainous areas for 2021 - 2030.	National Assembly of the Socialist Republic of Viet Nam	CEMA	
2020	Decision No. 499/QĐ-TTg dated 10/04/2020 approving the Programme “Protection and development of ethnic minority with sparse population 2021-2030”	Prime Minister	CEMA	<p>Overall and specific objectives and implementation:</p> <p>+ The designing of specific objectives has met the requirements of EM women groups with a very small population contributing to handling of existing gender issues in EM areas and among EM groups with sparse population. Specifically, addressed issues include: “reproductive health care, maternal and child health care, child marriage and consanguineous marriage, increasing the literacy rate of EM people with with sparse population aged 15-60 to 99 per cent, of which 95 per cent of the literate continued learning to intensify their literacy results; 70 per cent of the workers in working age participated in vocational training that fit for the needs and conditions of EM groups with with sparse population.</p> <p>+ The solutions paid attention to actual conditions of women groups with sparse population: “selecting officials, teachers, prestigious people in the community, village heads... who are EM people or are knowledgeable about cultures and languages of EM groups with with sparse population for participating in survey on the needs, mobilising people to literacy classes, maintaining literacy classes”...</p> <p><b>Good example:</b> In August 2018, Yen Bai Provincial Party Committee issued the Scheme No. 11/ĐA-TU on development and creation of source of young officials, female officials and EM officials. Female public officials and civil servants are provided fund for training and fostering. The Province has issued a Illiteracy Eradication Plan for Mong ethnic women and girls aged 15-35 fom Mu Cang Chai district. Focusing on development of social skills and economic capacity for EM women in line with local socio-econmic conditions.</p>

### 3.3 General assessments on gender equality mainstreaming in formulation and execution of legal normative documents in the field of ethnic minority affairs

In the period of 2016-2020, CEMA was assigned to chair the development and amendment of 38 EM schemes, policies of which 22 of them have been approved and promulgated into EM programmes and policies.<sup>73</sup>

**Results of gender mainstreaming in the development of legal normative documents:** Among 22 accomplished schemes, tasks by 2020, three schemes referred to gender equality and nine were integrated with gender equality issues in accordance with regulations and gender mainstreaming results were quite explicit and complete as analysed in the above table. This is the result of great efforts of CEMA Department of Ethnic Minority Affairs in particular as well as agencies, individuals assigned to chair the drafting. However, there remains quite many schemes without explicit results on gender equality mainstreaming as per regulations.

**Causes of constraints** in mainstreaming gender in the development of legal normative documents include: (i) Gender mainstreaming has not been paid close attention and guided; (ii) The inspection and assessment of gender mainstreaming remains formalistic and unsubstantial; (iii) Capacity on gender analysis and gender mainstreaming of the drafting, editing teams remains limited. Members of the drafting, editing teams were trained on gender equality and gender mainstreaming but incompletely and without quality assurance; (iv) Non or very few resources were allocated for gender analysis and gender mainstreaming during the development of the schemes. Only a few schemes were provided adequate technical and financial assistance for gender analysis and gender mainstreaming by UN Women, the Embassy of Ireland, etc.

<sup>73</sup> CEMA, 2020. Report No. 1770/BC-UBDT dated 17/12/2020 Final review of EM affairs 2016-2021 and ways forward, tasks of EM affairs for 2021-2026.



*During the period of 2016-2020, UN Women had provided technical and financial assistance for gender analysis, gender mainstreaming and capacity building for members of some drafting teams for scheme development, thereby gender mainstreaming showed good results. For instance, the Scheme on Development of the Circular specifying the implementation of Project 2 (Programme 135) under the National Target Programme on Sustainable Poverty Reduction, the Scheme “The Minimization of child marriage and consanguineous marriage in EM areas, 2015-2025”, the Scheme on Supporting gender equality activities in EM areas for 2018-2025,...*

*In-depth interview with CEMA female professional staff*

## II. IMPLEMENTATION SITUATION AND IMPLEMENTATION RESULTS OF SCHEME 1898 DURING 2018-2021

### 1. 1. LEADERSHIP AND GUIDANCE FOR IMPLEMENTATION

#### Deliverables

Right after the promulgation of the Decision No. 1898/QĐ-TTg dated 28/11/2017 of the Prime Minister approving the Scheme, CEMA issued the Decision No. 4201/QĐ-UBND dated 12/7/2018 of CEMA Minister-Chairperson on the approval of the implementation plan of Scheme 1898 in 2018, and the Letter No. 39/UBND-DTTS dated 16/1/2018 to centrally-administered City/Provincial People's Committees providing guidance on the implementation of Scheme 1898, and at the same time requesting City/Provincial People's Committees to delegate Provincial DEMAs to chair and coordinate with other relevant authorities in development of implementation plan of Scheme 1898 for the period of 2018-2025 and the annual plans for submission to Provincial People's Committee for approval and CEMA for consolidation. Provincial EM affairs agency is the standing agency that advise and assists Provincial People's Committee in management and implementation of the Scheme contents and tasks in the province area.

Annually, CEMA send the letter of reminder, guiding provincial EM affairs agencies in implementation Scheme 1898<sup>74</sup>.

In implementation of the Decision No. 366/QĐ-TTg

<sup>74</sup> Decision No. 4201/QĐ-UBND dated 12/7/2018 approving the implementation plan for the Scheme "Supporting gender equality activities in EM areas 2018-2025", 2018; Plan No. 209/KH-UBND dated 13/3/2019 on implementation of programmes, schemes on gender equality of CEMA including Scheme 1898; Plan No. 54/KH-UBND dated 15/3/2020 on the implementation of Schemes, tasks related to gender equality in EM areas in 2020 including Scheme 1898.

dated 22/6/2018 of CEMA Minister-Chairperson on additional fund allocation to the estimate of state budget expenditure for 2018 to implement Scheme 1898. For provinces, every year, based on Scheme 1898 implementation plan approved by the Chairpersons of Provincial People's Committees, provinces proactively reconcile and allocate fund for the Scheme implementation from provincial budget. For disadvantaged provinces that are not able to allocate fund from provincial budgets, a report on funding needs and an estimate incorporated in the provincial annual budget plan shall be submitted to the Ministry of Finance for consolidation and further submitting to higher competent level for reviewing and allocating fund from the national budget. Provinces may mobilise fund from sources of loans, grants and other legal mobilisation sources for implementation of Scheme 1898.<sup>75</sup>

City/Province People's Committees directly provided guidance to the state management agencies for EM affairs for plan development and implementation of Scheme 1898 in provinces. Some provinces has rolled out Scheme 1898 in accordance with CEMA instructions in a timely manner.

#### Limitations and shortcomings

**Firstly**, there remains cities/provinces that have not really paid attention to the implementation of Scheme 1898. Leaders of some provinces have not paid attention to nor given guidance for Scheme implementation, slow issuance of implementation plan still occurred,<sup>76</sup> or the plan was made

<sup>75</sup> Letter No. 39/UBND-DTTS dated 16/1/2018 to centrally-administered City/Provincial People Committees providing guidance on the implementation of Scheme 1898.

<sup>76</sup> Several cities, provinces issued Decisions on Scheme implementation in Quarter 3 and 4/2018 such as Bắc Kạn



*During the past time, some provinces have mobilised or combined the funding sources from EM schemes, programmes, policies including projects of the NGOs operating in province area for implementation of Scheme 1898 such as Ha Giang, Dien Bien, Quang Ngai and Son La provinces. . .*

*Ha Giang Province has utilised the fund from the Project of Socio-economic Development in EM areas (Ca Lao ethnic group) and the Policy for Socio-economic development for EM groups with sparse population for 2016-2025 (including 5 EM groups namely Lo Lo, Pu Peo, Bo Y, Pa Then and Phu La) under the Decision No. 1672/QĐ-TTg dated 26/9/2011 and Decision No. 2086/QĐ-TTg date 31/10/2016 of the Prime Minister respectively, for implementation of Scheme 1898. In addition, Ha Giang Province also integrated Decision 498/QĐ-TTg under Programme 135 with Decision 1898, integrated small projects of some organisations such as Plan International, Care International,...*

*Dien Bien Province has well coordinated with provincial Departments, sectors who were conducting various programmes, schemes to contribute to the implementation of Scheme 1898. Provincial Radio and Television increased the broadcasting time for programmes, special sessions and the number of publication for advocacy and education of gender equality; 224 reportages, documentaries, news, articles were posted and broadcasted contributed to raise the awareness of the entire society on women's position and role in the renovation period. 100 per cent of provincial radio and television has made special sessions, special themes for raising awareness of gender equality. The model of domestic violence prevention and control made by Provincial Department of Cultural Affairs, Sports and Tourism has been rolled out in 10/10 districts, towns, city; 60/129 communes, wards, towns have the Steering Committees; 495 family clubs for sustainable development; 568 groups for domestic violence prevention and control. Provincial Police has delegated the competent forces to actively coordinate with all levels, sectors, organisations and associations, local authorities for implementing advocacy activities on prevention and control of human trafficking through residential cluster, village meetings in the entire province. During 2016-2020, 125 EM women who were trafficked across the border were rescued, received and returned to their provinces, 100 per cent of trafficked women repatriated via handover or rescue, the identified number of self-returned trafficked victims are entitled to assistance services and community reintegration.*

*Son La Province: Currently, the province has been piloting and scaling up models such as: Consulting, supporting gender-based violence and human trafficking prevention and control; the Model of development and amendment to village rules and regulations for assurance of gender equality principles; the Model of intervention and minimization of child marriage and consanguineous marriage; the Paradigm of pre-marital counselling and health check-up; Pilot model of Supporting women and girls. The operation of the model has been promoting the efficiency contributing to changing people's awareness, attitude and behaviours of harmful effects of domestic violence, constituting a sense of domestic violence prevention and control, promoting gender equality, providing people with knowledge for emulation and building civilised, equal, progressive and happy families. The Scheme was implemented in 17 communes in 4 districts of Son La province where EM people with sparse population densely reside.*

*Quang Tri Province, is a province in difficult funding situation for implementing Scheme 1898 (only VND 28.4 million was allocated from 2018-2020). However, Quang Tri has taken the initiative to combine the Scheme activities with Plan, World Vision's projects to integrate practical activities in contribution to promote gender equality in some communes with a large number of EM people as well as to the implementation of Scheme 1898.*

*In-depth interview with professional staff from EM affairs agencies in survey provinces*

TABLE 4. FUND FOR IMPLEMENTATION OF SCHEME 1898 DURING 2018-2020

	National Budget (million dong)	Provincial Budget (million dong)(*)	Number of cities/provinces allocated fund for Scheme 1898 (province)
2018	1.515	4631,2	13/52
2019	100	9051,4	24/52
2020	200	933,5	28/52
2021	200	7001,1	30/52
<b>2018-2021</b>	<b>2.015,0</b>	<b>30.017,2</b>	-

(\*) Including fund integrated with other programmes and projects

Source: Extract from Annual reports on implementation situation of Scheme 1898 of city/provincial EM affairs agencies in 2018, 2019, 2021 and 2021.

formalistically, not based on actual situation of gender equality in EM areas of the province.

**Secondly**, staff from EM affairs agencies in some provinces do not have adequate knowledge, skills and experience on making plan for Scheme implementation in gender equality field, or developing model in promotion of gender equality in EM areas.

**Thirdly**, lack of information, data on EM groups fully disaggregated by sex, age, geographical location, socio-economic conditions, education qualifications, etc. for analysis of gender equality situation in EM areas in provinces. Review and assessment on the situation and causes of gender issues in EM areas have not been conducted, as the grounds for proper intervention and promotion solution.

**Fourthly**, fund for implementation of Scheme 1898 at national and provincial levels is insufficient, depending and challenging.

At national level, VND 1.515 million was allocated in the first year of implementation of Scheme 1898 (2018). However, the following years (2019 and 2020) were allocated only VND 100-200 million/year.

(August 2018), Bạc Liêu (September 2018) and Điện Biên province (August 2018) v.v. Some provinces did not even roll out Scheme 1898 due to failing to allocate fund such as Dien Bien province.

At provincial level, as regulated in Scheme 1898,<sup>77</sup> centrally-administered City/Provincial People's Committees are responsible for "active allocation of fund from provincial budget for implementation of tasks under the assigned Scheme on the grounds of approved scheme". However, most of provinces in EM and mountainous areas have disadvantaged socio-economic conditions with limited provincial budget sources, therefore, fund allocation for Scheme 1898 in fact did not meet planning needs such as slow fund allocation (from 1-3 years) or even failing to allocate separate fund for implementing tasks as planned.<sup>78</sup> Fund from the national budget allocated for provinces in the past year was relatively limited and often delayed. In addition, most of provinces were not able to mobilise loans, grants and other legal mobilization source for implementation of Scheme 1898.

The table below refers to the fund for implementation of Scheme 1898 during 2018-2020.

77 Article 2, Clause 2

78 Some provinces did not allocate fund for implementation of Scheme 1898 such as Điện Biên, Hà Giang, Lạng Sơn, Ninh Thuận, Bình Thuận, Lâm Đồng, Vĩnh Long, Bạc Liêu, Hậu Giang provinces, etc. Some provinces did not have fund for 1-3 years (2018, 2019, 2020) such as Bắc Kạn, Cao Bằng, Lai Châu, Tuyên Quang, Thái Nguyên, Bắc Giang, Phú Thọ, Vĩnh Phúc, Hòa Bình, Thanh Hóa, Nghệ An, Quảng Bình, Quảng Ngãi, Gia Lai, Đắk Lắk, Bình Định, Trà Vinh, Kiên Giang provinces, etc.



..., In 2018, among 52 cities/provinces in EM areas, Son La province allocated the most amount of fund of VND 596.770 million, and Khanh Hoa allocated VND 435 million,... from provincial budget to implement Scheme 1898. There remained 39 cities/provinces without fund allocation from provincial budgets for implementation of Scheme 1898 despite of the available implementation plan and budget estimate,...

In 2019, 24 out of 52 cities/provinces allocated fund from provincial budget for implementing Scheme 1898, however, the most fund allocated was VND 650 million from Gia Lai province.... and most of province allocated from VND 100-200 million,... Bac Kan and Lai Chau allocated only VND 47 and 30 million respectively....With such a limited funding source, it's hard to fully perform with quality the contents of Scheme 1898,...

*In-depth interview with CEMA staff*



According to the approved plan, fund for implementation for the whole period of 2019-2025 is VND 5.258 million ensured by the national budget and other level funding sources (if any) under current state decentralisation. However, due to the unavailability of funds, as of now, the performance of the implementation plan of the Scheme "Supporting gender equality activities in ethnic minority 2018-2025" in Dien Bien province has not been conducted. The assigned provincial Departments, sectors as in the plan shall integrate and perform a number of contents based on their functions and tasks...

*In-depth interview with staff from Provincial DEMAs in survey provinces*

## 2. INSPECTION, SUPERVISION AND REPORTING ON SCHEME 1898 IMPLEMENTATION RESULTS

### Deliverables

**Inspection:** Annually, CEMA integrates the inspection of implementation of Scheme 1898 in some provinces. From 2018 to 2020 inclusively, CEMA organised field inspection in 8 cities/provinces in the whole country;<sup>79</sup> in 2021, inspection plans in 3 provinces<sup>80</sup> were made but they were postponed due to complicated evolution of COVID-19. In provinces, city/provincial EM affairs agencies integrated the inspection of Scheme 1898 with provincial inspection sessions. The inspection contents focus on implementation situation and implementation results of activities, models, fund allocation and use, and coordination mechanism in scheme implementation. A lot of comments, suggestions from provinces, grassroots agencies on the difficulties, constraints during the implementation were made during the review of preliminary report of 3-year (2018-2020) implementation of Scheme 1898 such as: lack of attention and guidance from the leaders; (ii) ineffective coordination between concerned agency; (iii) lack of capacity and human resource for activity implementation; (iv) lack of fund; (v) gender issues in EM areas are diverse and link to the characteristics of unique culture, customs and practices of each EM group, therefore, ways forward on flexible settlement in line with current situation should be proposed. Inspection delegations has consulted with provinces and proposed recommendations, solutions to gradually address concerns of province and grassroots agencies.

**Reporting:** Every 6 months and annually, CEMA requests provinces to make reports on

79 CEMA Department of Ethnic Minority Affairs. Inspections conducted in Lạng Sơn, Đắk Nông, Kon Tum, Quảng Bình and Quảng Trị provinces in 2019; and in tỉnh Thanh Hóa, Lâm Đồng and Tuyên Quang provinces in 2020.

80 CEMA Department of Ethnic Minority Affairs. Annual Plan 2021, CEMA shall conduct inspection in 3 provinces of Ninh Thuận, Điện Biên and Bắc Kạn.

implementation situation of Scheme 1898 with contents of activity implementation progress, pilot models; achievements; fund mobilisation and use for activities; advantages and disadvantages; work plan of the following year including budget estimate. Most of the provinces have made the reports on schedule.

### Limitations and shortcomings

**Firstly**, due to time and resource constraints and the complicated evolution of COVID-19 in 2020-2021 which made a certain impact on the implementation progress of the inspection plan in provinces. Additionally, the inspections on the Scheme 1898 were integrated with CEMA inspection sessions while time and resource allocation for inspection of Scheme 1898 was very limited. Therefore, the inspection and supervision results have not fully and specifically reflected the implementation situation of Scheme 1898, nor completely assessed the advantages and disadvantages, and proposed recommendations for appropriate solutions and remedial measures.

**Secondly**, implementation methods for reviewing and reporting on the implementation of Scheme 1898 at both national and provincial levels remained deeply formalistic without focusing on control of quality and implementation efficiency. Specifically, (i) unorganized and unsystematic collection and consolidation of information and data for reporting, preliminary and final review; (ii) lack of a clear and transparent evaluation criteria system; (iii) insufficient and inappropriate tools for collecting information and data for evaluation; (iv) lack of fund and resources required for information and data collection, and evaluation of implementation results and efficiency.

## 3. IMPLEMENTATION RESULTS OF SCHEME 1898 DURING 2018-2020

### 3.1. Implementation results of targets

As of July 2021, target implementation situation of Scheme 1898 in provinces are as follows:

**Target 1: Explicit information on implementation results of target 1** was not available “100 per cent of provincial EM affairs staff, 50 per cent of staff engaged in work related to gender equality at district and commune levels, prestigious people, village patriarchals, village heads in EM areas where EM people with sparse population reside, are disseminated laws on gender equality, trained and fostered knowledge, improved capacity for executing policies, laws on gender equality”.

The review of reports and statistics on implementation situation of Scheme 1898 during 2018-2021 of 41 cities, provinces<sup>81</sup> revealed that:

- Clear information or data on implementation results of Target 1 was unavailable. 10 provinces<sup>82</sup> self assessed as “Achieved” or demonstrated in the report as “Achieved” despite of unavailability of data or clear evidence for this assessment result.
- 41 cities/provinces reported implementation situation of activities, solutions of Target 1, however, non of these cities/provinces had data on the implementation results of Target 1.

**Target 2: Only 3 out of 12 cities, provinces have achieved Target 2** “80 per cent of EM households with sparse population access information on gender and laws on gender equality”.

The review of reports and statistics on implementation situation of Scheme 1898 during 2018-2021 of

81 Preliminary review report of implementation of Decision No. 1898/QĐ-TTg for 2018-2021 of 41 cities, provinces including Annexes on data of target implementation results Scheme 1898.

82 Sơn La, Cao Bằng, Thừa Thiên-Huế, Trà Vinh, Tây Ninh, Sóc Trăng, Quảng Ninh, Quảng Ngãi, Quảng Nam and Đắk Lắk provinces.



... The model for implementation of Scheme 1898 in Sinh Lung commune, Dong Van district and Tung San commune, Hoang Su Phi district has integrated the activities of Scheme 1898 in the funding source for implementation of the Decision No. 1672/QĐ-TTg dated 26/9/2011 of the Prime Minister on the approval of Project on Socio-economic Development for Co Lao ethnic group: All Cao Lao ethnic households in 02 model communes have to participate in training on gender equality upon being supported by the Scheme...

*In-depth interview with staff of CEMA and Ha Giang Provincial DEMA.*

12 cities, provinces where EM people with sparse population are concentrated<sup>83</sup> showed that:

- Implementation results of Target 2: Three out of 12 cities/provinces self assessed as “Achieved” or demonstrated in the report as “Achieved”;<sup>84</sup> one out of 12 cities/provinces achieved less than 10 per cent;<sup>85</sup> the remaining provinces did not have explicit information, data.
- 12 cities/provinces reported implementation situation of activities, solutions of Target 2, of which only 4 cities/provinces provided data on implementation results of Target 2.

**Target 3: 9 cities/provinces have achieved Target 3** “100 per cent of EM semi-boarding and boarding secondary schools and classes are advocated life skills, gender and gender equality with contents and duration fit for the age groups.”

- Implementation results of Target 3: 9 cities/provinces self assessed as “Achieved” or demonstrated in the report as “Achieved”;<sup>86</sup> 4, 2 and 2 cities/provinces achieved from 20-90 per cent<sup>87</sup>, from 30-less than 40 per cent and less than

10 per cent respectively; 2 provinces did not take action;<sup>88</sup> and the remaining provinces did not have explicit information.

- 41 cities/provinces reported implementation situation of activities, solutions of Target 3, of which only 7 cities/provinces presented data on implementation results of Target 3.

**Target 4: 9 cities/provinces have achieved Target 4** “At least 50 per cent of EM affairs staff in districts, communes where EM people with sparse population reside are trained on the skills for gender equality activities and gender mainstreaming in drafting documents and policy implementation.”

- Implementation results of Target 4: 12 cities/provinces self assessed as “Achieved” or demonstrated in the report as “Achieved”;<sup>89</sup> 2 and 1 cities/provinces achieved from 20-30 per cent<sup>90</sup> and less than 10 per cent<sup>91</sup> respectively; 2 provinces did not take action;<sup>92</sup> and the remaining provinces did not provide explicit information.
- 41 cities/provinces reported implementation situation of activities, solutions of Target 4, of which only 8 cities/provinces presented data on implementation results of Target 4.

83 According to Decision No. 499/QĐ-TTg dated 10/4/2020 approving the Programme “Protection and development of EM groups with very small populations 2021-2030”, EM people with very small population concentrate in the area of 12 provinces of Cao Bằng, Hà Giang, Lào Cai, Yên Bái, Tuyên Quang, Lai Châu, Điện Biên, Sơn La, Nghệ An, Hà Tĩnh, Quảng Bình and Kon Tum.

84 Sơn La, Nghệ An and Quảng Bình provinces.

85 Lai Châu 1%

86 Sơn La, Quảng Ninh, Thanh Hóa, Quảng Ngãi, Quảng Nam, Đắk Nông, Đắk Lắk, Tây Ninh, Trà Vinh.

87 Bắc Giang 50%, Hà nội 90%, TT-Huế 20%, Kiên Giang 33%.

88 Nghệ An và Quảng Bình

89 Sơn La, Bắc Giang, Cao Bằng, Thái Nguyên, Hà Nội, Quảng Ninh, Quảng Ngãi, Quảng Nam, Quảng Bình, Đắk Nông, Tây Ninh, Sóc Trăng.

90 TT-Huế 20%, Kiên Giang 30%.

91 Lai Châu 2%

92 Nghệ An and Quảng Bình

**Target 5: 10 cities/provinces have achieved Target 5** “30-50 per cent of communes, where a large number of EM people with sparse population reside, develop model of gender equality and prevention and control of gender-based violence”.

- Implementation results of Target 5: 10 cities/provinces self assessed as “Achieved” or demonstrated in the report as “Achieved”;<sup>93</sup> 5 cities/provinces achieved less than 30 per cent;<sup>94</sup> 2 provinces did not take action;<sup>95</sup> and the remaining provinces did not provide explicit information.
- 41 cities/provinces reported implementation situation of activities, solutions of Target 5, of which only 7 cities/provinces presented data on implementation results of Target 5.

## 3.2. Implementation results of tasks and solutions

### 3.2.1 Task: Advocacy and dissemination of laws on gender equality

#### Results

During the period of 2018-2020, CEMA has integrated advocacy, dissemination and education on laws on gender equality of Scheme 1898 with the Project of “Promoting law dissemination and education, and advocating people in EM and mountainous areas for 2017-2021”;<sup>96</sup> Scheme 498 on “The Minimization of child marriage and consanguineous marriage in EM areas, 2015-2025”;<sup>97</sup> and Decision No. 45/QĐ-TTg dated 09/01/2019 on distribution of a number of publications, newspapers, magazines to EM and mountainous areas, areas with particularly disadvantaged socio-economic conditions.

93 Cities/provinces of Lạng Sơn, Thái Nguyên, Tây Ninh, Hà Nội, Quảng Ninh, Quảng Ngãi, Quảng Nam, Đắk Nông, Bình Dương, Sóc Trăng.

94 Sơn La 17%, Lào Cai, Quảng Bình 16,7% ,TT-Huế 10%.

95 Lai Châu, Bắc Giang provinces

96 Decision No. 1163/QĐ-TTg dated 08/8/2017 of the Prime Minister

97 Decision No. 498/QĐ-TTg dated 14/4/2015 of the Prime Minister

**Advocacy objectives:** Dissemination and education on laws on gender equality in EM areas of Scheme 1898 to change awareness and behaviours of EM people, particularly EM groups with sparse population; promoting integration of Scheme 1898 into socio-economic programmes.

**Advocacy forms:** The tasks of advocacy, dissemination and education on laws on gender equality in EM areas of Scheme 1898 have been performed regularly and continuously by CEMA in many diverse forms in keeping with the languages, cultures, customs and practices of each province such as: Advocacy through the mass media (newspapers, magazines, radio, television, grassroots information system in communes/villages/hamlets); organisation of advocacy meetings, workshops, talks; direct advocacy in village meetings; promoting the role of prestigious people in EM communities, Youth Union, Women’s Union; organisation of contests, advocacy feuilleton, advocacy activities in EM boarding secondary schools in EM and mountainous areas, etc.<sup>98</sup>

**Advocacy contents cover:** (i) dissemination and education on laws on gender equality, marriage and family, prevention and control of domestic violence with focus on gender equality in the domains of family, education and training, health, cultural affairs, information, etc.; (ii) commendation of good people, good deeds, typical examples and households in execution of laws on gender equality, marriage and family, prevention and control of domestic violence.<sup>99</sup>

**Advocacy scope:** Intensive and extensive advocacy in the entire EM and mountainous areas focusing on disadvantaged, remote areas and areas with underdeveloped socio-economic conditions; schools, particularly EM semi-boarding and boarding secondary schools and classes.<sup>100</sup>

98 CEMA Report No. 920/BC-UBND dated 29/07/2020. Implementation situation of laws on gender equality 2019, National Strategy on Gender Equality 2019 and 2011-2020.

99 CEMA Report No. 920/BC-UBND dated 29/07/2020. Implementation situation of laws on gender equality 2019, National Strategy on Gender Equality 2019 and 2011-2020.

100 CEMA Report No. 920/BC-UBND dated 29/07/2020. Implementation situation of laws on gender equality 2019, National Strategy on Gender Equality 2019 and 2011-2020.

**BOX 3. A NUMBER OF TYPICAL ACTIVITIES ON ADVOCACY AND DISSEMINATION OF LAWS ON GENDER EQUALITY WITHIN THE FRAMEWORK OF SCHEME 1898 OF THE COMMITTEE FOR ETHNIC MINORITY AFFAIRS FOR 2018-2020**

In 2018, CEMA in coordination with Lam Dong province successfully organised a Contest for advocacy and dissemination of policies, laws on gender equality for the students from EM boarding secondary schools in Lam Dong province. With 9 teams and nearly 100 contestants, the contest attracted hundreds of audiences and supporters. The success of the contest has created a great pervasion among EM boarding secondary schools in Lam Dong in particular and EM community in general, and made a change in the awareness of EM students of gender and gender equality.

In 2020, CEMA in coordination with the Voice of Viet Nam developed 3-5 special sections, each section was 3-5 minutes covering advocacy and dissemination of policies and laws on gender equality, and was translated in 8-10 EM languages broadcasted on the Voice of Viet Nam. The broadcasting contents reflected current situation of gender equality in EM areas; advocacy and dissemination of policies, laws and knowledge of gender; introduction of good people and good deeds in performing activities to promote gender equality, prevention and control of domestic violence and trafficking of EM women and girls.<sup>101</sup>

In 2020, advocacy has been conducted in the Ethnic Minority Reviews by CEMA: Developing a supplement of Ethnic Minority Reviews for gender equality advocacy in EM areas. In 2020, total 15 articles, 25 news and 15 photos were published in 5,500 copies in 3 publishing periods. The publications covered advocacy and dissemination of policies and laws; providing knowledge of gender; reporting on activities, examples of good people and good deeds related to gender equality in EM areas.<sup>102</sup>

**BOX 4. IMPLEMENTATION RESULTS OF THE TASK OF "ADVOCACY AND DISSEMINATION OF LAWS ON GENDER EQUALITY" WITHIN THE FRAMEWORK OF SCHEME 1898 DURING 2018-2020 IN PROVINCES**

19,515 activities of advocacy and dissemination of knowledge, thematic laws on gender equality with 1,874,228 participants were organised in 41 provinces in EM areas in diverse forms such as advocacy meetings, extra-curricular meetings, contests, feuilleton writing, etc.<sup>103</sup>

***Publishing of publications for advocacy and dissemination of laws on gender equality***

Within the framework of Scheme 1898, CEMA and provincial EM affairs agencies have compiled and published publications for advocacy and dissemination of laws on gender equality in various forms such as leaflets, brochures, gender equality handbooks, banners, posters, etc. Specific results are in the box below.

101 CEMA Report No. 20/BC-UBDT dated 28/02/2019. Implementation situation of the Law on Gender Equality and National Target on Gender Equality 2018.

102 Decision No. 489/QĐ-UBDT dated 3/9/2020 on the amendment and addition to a number of tasks in the Plan No. 54/KH-UBDT dated 15/01/2020 of CEMA Minister-Chairperson on the implementation of schemes, tasks related to gender equality in EM areas of CEMA.

103 Consolidation from 3-year (2018-2021) preliminary review report of implementation of Scheme 1898 from 41 cities/provinces in EM areas.

BOX 5. IMPLEMENTATION RESULTS OF  
COMPILATION AND PUBLISHING OF PUBLICATIONS  
FOR ADVOCACY AND DISSEMINATION OF LAWS  
ON GENDER EQUALITY WITHIN THE FRAMEWORK  
OF SCHEME 1898 DURING 2018-2020 AT NATIONAL  
AND PROVINCIAL LEVELS

During 2018-2020, CEMA has compiled and had 20.000 leaflets, brochures (in Vietnamese, Mong, Ja rai, Ba na languages) printed; 2000 gender equality handbook printed; designed and printed banners, posters for gender equality advocacy for communes conducting pilot models (15-20 copies for each commune).<sup>104</sup>

26 cities/provinces published a total of 14.473.901 communication publications on gender equality, of which Binh Duong province produced the most (1 million communication publications on gender equality within the entire province including EM areas), Tay Ninh province (100.000 publications), Lâm Đồng province (83.000 publications), Thanh Hóa province (45.000 publications), Gia Lai province (32.920 publications), Lạng Sơn province (30.000 publications), Hà Giang province (30.000 publications), Sóc Trăng province (20.000 publications), and Yên Bái province (10.000 publications), etc.<sup>105</sup>

**General assessment:** During 2018-2020, advocacy and education activities on gender equality of Scheme 1898 were intensively conducted in most of provinces in EM areas under various forms in keeping with local cultural characteristics and traditions. 3-year implementation results has enlightened public officials, civil servants and people in EM areas in paying more attention to current situation, risks and consequences of gender inequality; and gradually raised awareness as well as changed behaviours in relation to gender equality, prevention and control of gender-based violence in the families and communities.

104 Decision No. 4201/QĐ-UBND dated 12/7/2018 of CEMA Minister-Chairperson on the approval of the implementation plan of the Scheme "Supporting gender equality activities in EM areas" 2018.

105 Consolidation from 3-year (2018-2021) preliminary reports of implementation of Scheme 1898 from 41 cities/provinces in EM areas.



*... In Yen Bai province, during 2018-2021, 94 training courses have been organised for 5.097 participants in the entire province. However, only 4 out of 8 districts and city organised trainings for district and commune officials; at the same time, the number of training and participants remained limited, failing to reach 100 per cent as set in Target 1...*

*..., Kien Giang province has conducted more than 12 advocacy meetings with 1.200 participants on the Law on Gender Equality, National Strategy on Gender Equality, gender equality documents of the government, ministries, sectors and province which prioritising women, EM public officials and civil servants, students from EM boarding schools,...*

*..., Kien Giang province printed 1.200 leaflets in 02 languages of Vietnamese and Khmer and 1.300 sets of documents related to gender and gender equality for distributing to the people,...*

*..., In Thanh Hoa province, during 2018-2021, Provincial DEMA has organised 10 trainings for 1.262 officials at all levels;... however, non of the districts (0/18) organised trainings for district, commune officials,...*

*Source: Preliminary reports on the assessment of implementation results of Scheme 1898 during 2018-2021 of cities, provinces*

## Limitations and shortcomings

**Firstly**, most of reports from provinces have not directly or specifically mentioned the results of advocacy and education on gender equality of Scheme 1898 for 3 key target groups who are (i) “EM affairs staff in provinces”; (ii) “staff engaged in work related to gender equality at district and commune levels”; and (iii) “prestigious people, village patriarchals, village heads in EM areas where EM people with sparse population reside”. In which, implementation results for target group (i) were mentioned the least by provinces. Non of provinces organised communication activities in all districts regularly and annually.

**Secondly**, the implementation of advocacy and education on gender equality of Scheme 1898 faced many difficulties on the grounds of: (i) language barrier, particularly EM people with sparse population; (ii) advocacy and education on gender equality for EM groups with sparse population require approaches, contents, tools and documents that align with unique cultural characteristics, customs and practices of those EM groups. However, most of provinces in EM areas have not met this requirement, therefore advocacy efficiency remained low.

**Thirdly**, the situation of insufficient officials with adequate knowledge, skills, experiences in advocacy

and education on gender equality in EM areas; provincial officials have to concurrently undertake various tasks and it’s difficult to allocate time for conducting communication tasks of Scheme 1898.

**3.2.2 Tasks: Organisation of training, knowledge fostering, capacity building on implementation of policies and laws on gender equality for EM affairs staff, administrators of EM boarding and semi-boarding secondary schools at all levels and prestigious people in the areas where EM people with sparse population reside.**

**Results:** Within the framework of Scheme 1898, CEMA and provincial EM affairs agencies have organised trainings for officials engaging in the implementation of Scheme 1898 including: officials from Provincial DEMAs; officials from district bureaus and divisions; commune/village/hamlet officials and village patriarchals, village heads, prestigious people.

The training contents covered: Provision of information, policies, laws on gender equality, prevention and control of gender-based violence, prevention and control of child marriage and consanguineous marriage; guidelines for implementation of Scheme 1898; guidelines on skills in advocacy, mobilisation, legal counselling on gender equality. Specific results are in the box below.



*...Knowledge dissemination activities of gender equality remains formalistic without engraving on officials’ and people’s awareness...*

*Due to unavailability of fund, advocacy and education activities on gender equality of Scheme 1898 had to be integrated in general advocacy activities, therefore, it’s hard to achieve expected effectiveness,...*

*Insufficient resources for organising advocacy and education activities of Scheme 1898 in the most disadvantaged EM areas, areas where EM people with sparse population reside,... in order to organise advocacy here, it requires advocacy materials in EM languages and advocacy officials with knowledge of EM languages, customs and practices,...however, lack of resources made it difficult for effective implementation,...*

*...The awareness of gender equality in communities is unclear,...*

*In-depth interview with staff from Provincial DEMAs in survey provinces*

BOX 6. IMPLEMENTATION RESULTS OF TASKS AND SOLUTIONS ON TRAINING, KNOWLEDGE FOSTERING, CAPACITY BUILDING ON ORGANIZATION AND EXECUTION OF POLICIES, LAWS ON GENDER EQUALITY WITHIN THE FRAMEWORK OF SCHEME 1898 DURING 2018-2020

During 2018-2020, CEMA has organised 8 training courses for nearly 1000 grassroots officials; 02 contests for advocacy and dissemination of laws on gender equality for students from EM boarding secondary schools; and 01 meeting for sharing experience in gender equality work.<sup>106</sup>

During 2018-2021, 35 cities/provinces have organised 1.137 trainings for 125.382 participants<sup>107</sup>

**General assessment:** Through capacity building activities of Scheme 1898, a part of government officials, officials from EM affairs agencies, socio-political organisations, unions have attained better knowledge of laws on gender equality, prevention and control of gender-based violence, prevention and control of domestic violence; had basic and necessary knowledge and skills for implementation of activities within the framework of Scheme 1898 in EM areas.

### Limitations and shortcomings

**Firstly**, most of provinces have not fulfilled the tasks of training, knowledge fostering, capacity building on implementation of policies, laws on gender equality for EM affairs staff, administrators of EM boarding and semi-boarding secondary schools at all levels and prestigious people in the areas where EM people with sparse population reside.

Training, capacity building activities for

106 CEMA Report No. 920/BC-UBDT dated 29/07/2020. Implementation situation of laws on gender equality 2019, National Strategy on Gender Equality 2019 and 2011-2020.

107 Consolidation from 3-year (2018-2021) preliminary reports of implementation of Scheme 1898 from 41 cities/provinces in EM areas.

 **Training activities within the framework of Scheme 1898 has contributed to improve capacity for public officials, civil servants in mainstreaming gender into socio-economic development policies, programmes in provinces; at the same time improve knowledge and skills in counselling, advocacy for gender equality for grassroots advocates...**

**... From 2018 to 2020, Ha Giang province has organised 31 training courses in support of gender equality activities for EM people with sparse population with 1.964 participants, of which trainings for Co Lao ethnic group were organised in 14 courses with 800 trainees.**

*In-depth interview with staff from provincial EM affairs agencies in survey provinces*

implementation of Scheme 1898 in the past time remained formalistic, failing to meet the demands in terms of both quantity and quality. Lack of post-training supporting activities to assist officials, particularly EM groups with sparse populations in practicing, applying knowledge and skills to practical work, thereby full efficiency of training activities can be maximized.

Budget for Scheme 1898 remains unavailable in some provinces, therefore, all training, knowledge fostering, capacity building activities have to be integrated into other policies, programmes under implementation in the area. However, this approach will hardly ensure complete training with necessary contents for all subject groups as requested by Scheme 1898.

Knowledge and skills for implementing assigned tasks in the framework of Scheme 1898, especially gender mainstreaming skills in drafting documents and implementation of policies, laws on gender equality of many staff from EM affairs agencies; administrators



*Quite many provinces do not have budget for Scheme 1898 therefore the capacity building training for the Scheme's targets had to be integrated in the activities of other policies, programmes under implementation in the province area;...*

*...Integrated training courses may equip basic knowledge and skills of gender equality, gender mainstreaming,... however, in order to implement the activities of Scheme 1898, EM affairs staff shall need a number of intensive knowledge, skills which integrated training courses can hardly provide,...implementation efficiency has not been achieved as expected,...*

*In-depth interview with EM affairs staff in 3 survey provinces*

of EM boarding and semi-boarding secondary schools at all levels; prestigious people in EM areas, particularly among EM groups with sparse population, remain inadequate.

**Secondly**, CEMA has not had sufficient resources (human and finance) for development of technical, professional guidelines, training materials for improvement of gender mainstreaming skills in drafting documents and organization, implementation of policies, laws on gender equality in line with characteristics and actual conditions of grassroots officials in EM areas, particularly EM groups with sparse very small population.

**Thirdly**, a number of policies for participants in training have not ensured gender sensitiveness nor fully considered actual conditions and needs of female and male officials in EM areas, particularly EM groups with sparse population (for instance, unavailability of policy for female officials to register for training as per personal aspiration and in line with childbirth and child-rearing plans, allowance for baby-sitting of young child/children under 36 months old,

travel expense as many EM women cannot ride motorbikes, allowance for EM language interpreters/translators, etc. upon development of capacity building plan for implementation of Scheme 1898 annually).

Fourthly, provincial agencies face a lot of constraints, struggle in technical and financial mobilization from in-country and international organization for capacity building activities for implementation of Scheme 1898.

**3.2.3 Tasks: Support the formulation and implementation of models to promote gender equality through interventions such as prevention and control of gender-based violence, improving social skills and economic capacity for EM women in alignment with local socio-economic conditions, cultural characteristics and customs.**

## Results

Within the framework of Scheme 1898, CEMA and provincial EM affairs agencies have developed gender equality models through interventions such as prevention and control of gender-based violence, improving social skills and economic capacity for EM women in alignment with local socio-economic conditions, cultural characteristics and customs.

Some provinces conducted surveys, collected information and data on gender equality situation in provinces in the fields of economics, labour, employment, income, right property, right to learn, right to participate in political and public affairs, right to access medical services, cultural and social affairs, etc. Based on survey analysis results, provinces selected some communes for rolling out and scaling up pilot models.

After 3 years of implementation, some pilot models in provinces have initially promoted their efficiency, have been unanimously supported and enthusiastically participated by the people.<sup>108</sup>

<sup>108</sup> Consolidation from 3-year (2018-2021) preliminary reports of implementation of Scheme 1898 from 41 cities/provinces in EM areas.



**Province conducted surveys and selected 02 communes with highest gender inequality rate in the entire province for establishment of pilot model which were Dong Phong and Hoang Tri communes (Bach Thong and Ba Be districts respectively). By 2021, 02 more pilot models have been scaled up in Xuan Lac and Thanh Van communes (Cho Don and Cho Moi districts respectively).**

*Source: 3-year (2018-2020) preliminary report of implementation of Scheme 1898 in Bac Kan province*



**... In 2019, Provincial DEMA in coordination with Provincial Women's Union launched 02 pilot models in Vinh Kim commune, Vinh Thanh district and An Vinh commune, An Lao district with 100 participants...**

**... So far, the inspection and evaluation of consulting groups' activities in the model showed obvious activities' effectiveness. Gender norms have been reduced, the role of women in the family and society has been highly appreciated.**

**... The fact of ultrasonography for sex selection has been sharply decreased. Dropout has been declined; the awareness of about more than 90% of people has been changed with better understanding of gender equality in the family, child marriage and consanguineous marriage...**

*Source: 3-year (2018-2020) preliminary report of implementation of Scheme 1898 of Binh Dinh province.*

Scheme 1898's activities covered: (i) Advocacy on Law on Gender Equality, Law on Marriage and Family, Law on Prevention and Control of Domestic Violence through commune, village broadcasting channels; banners, posters, leaflets, brochures; direct advocacy via village meetings; promoting the role of prestigious people, Youth Union, Women's Union in advocacy and mobilisation of people; (ii) legal counselling on gender equality, prevention and control of gender-based violence, prevention and control of domestic violence for professional staff and people in EM areas; (iii) organization of clubs to promote gender equality in EM communes, villages; (iv) other integration activities such as loan for production development; training on production techniques; training, guidance on reproductive health care, maternal and child health care, etc.

#### BOX 7. IMPLEMENTATION RESULTS OF TASKS AND SOLUTIONS ON DEVELOPMENT AND IMPLEMENTATION OF MODELS TO PROMOTE GENDER EQUALITY IN THE FRAMEWORK OF SCHEME 1898 FOR 2018-2020

During 2018-2020, CEMA has developed pilot models in 3 regions in the North West, North East and the Central Highlands including 5 provinces of Lai Chau, Lao Cai, Tuyen Quang, Cao Bang and Kon Tum (pilot models rolled out in 3, 2, 1, 1, and 1 communes in 5 provinces respectively).<sup>109</sup>

In the period of 2018-2020, 24 cities/provinces have built 1.814 models to promote gender equality in alignment with local socio-economic conditions, cultural characteristics and customs. 5 provinces have established and scaled up more than 100 models expanding in many EM areas such as Thanh Hoa, Khanh Hoa, Soc Trang, Lang Son and Thai Nguyen with 652, 432, 176, 150 and 100 models. 4 provinces have developed and scaled up from 50-100 models such as Yen Bai, Binh Duong, Quang Tri, Dak Nong with 87, 68, 58 and 49 models. And 15 provinces have built only less than 10 models.<sup>110</sup>

<sup>109</sup> Report No. 920/BC-UBDT dated 29/07/2020 of CEMA. Implementation results of laws on gender equality in 2019, National Strategy on Gender Equality in 2019 and 2011-2020 period.

<sup>110</sup> Consolidation from 3-year (2018-2021) preliminary reports of implementation of Scheme 1898 from 41 cities/

## Limitations and shortcomings

Despite of a number of initial positive results, the rolling out of pilot models in the past time revealed some limitations and shortcomings as follows:

**Firstly**, there remained half of provinces in EM areas have not conducted this task in the framework of Scheme 1898. Among 24 provinces that have taken actions, many just developed some pilot models or integrated some activities in the available models of other programmes, projects in province, or did not scale up the model in provincial EM areas as set by the objectives of Scheme 1898. The causes consisted of: (i) Non or very little fund was allocated for model implementation; (ii) Capacity of provincial EM affairs agencies in establishing pilot gender equality model remained limited (lack of staff, staff do not attain adequate knowledge, skills, experience in rolling out pilot gender equality model; lack of capacity in providing counselling, interventions to the people in EM areas). In addition, the participation and coordination of local agencies, organisations for establishing and operating model remained incomplete, untimely and ineffective; (iii) Lack of technical guidelines on development and implementation of pilot model (survey guidelines; objective and scientific analysis of current situation of needs of relevant stakeholders; and proposals of appropriate solutions, intervention activities; monitoring and evaluation).

**Secondly**, quite many provinces have not conducted survey, collected information on gender equality situation nor precisely identified the situation, causes and drivers of gender equality in each EM group in province, particularly those with sparse population as the grounds for proposing strategic, sustainable intervention and response models in line with practice. Therefore, some consulting and intervention activities of pilot models remain subjective and formalistic; rigid application under the guidance of national agencies or copying between provinces; failing to ensure the appropriateness with the needs and actual conditions of model participants

.....  
provinces in EM areas.



*The province has not rolled out the model due to unavailability of fund.*

*... the province conducted gender equality models only in 3/17 communes in EM areas... and integrated the activities of Scheme 1898 into these models with limited budget sources,...*

*... to continue maintaining and scaling up the model of gender equality club in EM areas, it is required to sufficiently meet funding need for maintaining regular activities, improving model effectiveness, pervasion and scaling up to other neighbouring areas.*

*In-depth interviews with staff of Son La Provincial  
DEMA*

and beneficiaries groups. For example, most of intervention activities which were collectively carried out for EM groups, sex, age groups, qualifications, economic situation, etc. are inappropriate and unsustainable.

**Thirdly**, almost non of provinces have collected necessary information and data for monitoring and evaluation of pilot models. Therefore, the results and effectiveness of intervention activities and changes in awareness and behaviours to gender equality of EM areas have not been accurately reflected.

Fourthly, the implementation of pilot model, counselling and intervention activities in EM areas faced many difficulties and failed to achieve results, efficiency as expected, due to the following reasons: language barriers, especially among EM groups with sparse population; (ii) mobilisation of people's participation in the model, particularly women from EM groups with sparse population required specific solutions and persistent implementation over a long period. However, with current resources (human, funds), it is impossible to meet these requirements for model implementation.<sup>111</sup>

111 Consolidation from 3-year preliminary report of implementation of Scheme 1898 from 41 cities/provinces.

**3.2.4 Tasks: Promoting international cooperation, taking advantage of the support, funding and experience of foreign organisations and individuals; the support and contributions of in-country organisations and individuals to carry out gender equality activities of Scheme 1898**

**Results**

The results of international cooperation in implementing gender equality targets and tasks in the framework of Scheme 1898 during 2018-2020 are as follows:

CEMA in coordination with the Government of Ireland and UN Women organised a number of consultation workshops on the development of Scheme 1898 implementation plan, 10 training courses with about 400 participants and a number of conferences, workshops on recommendations on mainstreaming gender in policy development under the Project of “Gender equality capacity building in ethnic minority areas”.

CEMA has collaborated with UNFPA, UNICEF and non-governmental organisations (World Vision, Plan International, Childfund, iSEE) to organize a number of international and national conferences, workshops under the theme of prevention and ending early marriage, child marriage and consanguineous marriage.

A number of EM affairs agencies have been supported by international organization to establish models and implement some activities in support of gender equality in EM areas such as Quang Tri province (the model was supported by Plan International), etc.

**Limitations and shortcomings**

**Firsly**, international cooperation in implementation of Scheme 1898 during 2018-2020 remains limited both in terms of the number and cooperation scale. Particularly, lack of strategic cooperation throughout implementation process (2017-2025). Most of cooperation activities are technical and financial assistance for conducting some specific and single activities such as training or consultation, technical meetings, workshops, etc.

**Secondly**, EM affairs agencies in EM areas remains limited in information and capacity to approach and cooperate with international partners. Most of staff of provincial EM affairs agencies are not qualified to develop project cooperation proposals, and are limited in foreign languages.



### III. GENERAL ASSESSMENT AND LESSONS LEARNED

#### 1. STRENGTHS AND THE MAINSRINGS OF STRENGTHS

##### 1.1. Strengths

After 4 year of implementation, Scheme 1898 has showed a numbef of advantages as follows:

**Firstly**, the implementation of Scheme 1898 in EM areas has been paid attention to and guided by the leaders from CEMA and provincial DEMAs; guidelines for implementation of Scheme 1898 were issued quite completely and in a timely manner.

**Secondly**, the characteristics of language, culture, customs and practices of EM groups, particularly those with sparse population have been initially paid attention to during formulation and implementation process of Scheme 1898 at national level and in some provinces for appropriate design and implementation of activities.

**Thirdly**, despite of limited budget, some provinces have allocated fund for the implementation of Scheme 1898 as per the approved plans such as Gia Lai and Son La, etc. Additionally, a number of international organisations also provided technical and financial assistance for the the implementation of Scheme 1898 at national and provincial levels.

**Fourthly**, most of provinces have actively integrated the activities of Scheme 1898 into socio-economic development programmes under implementation in provincial EM areas such as the Strategy and Action Programme for Ethnic Minority Affairs towards 2020<sup>112</sup>, Programme 135, policies for residential land,

112 Decision No. 449/QĐ-TTg dated 12/3/2013 of the Prime Minister on the approval of the Strategy for Ethnic Minority Affairs by 2020 and Decision No.2356/QĐ-TTG dated 04/12/2013 of the Prime Minister on the issuance of Action programme for implementation of the Strategy for Ethnic Minority Affairs by 2020.

production land, water for domestic use, production development and life settlement for spontaneous EM migrants,<sup>113</sup> socio-economic development policy for EM groups with sparse population,<sup>114</sup> human resource development policy for EM groups and prestigious people among EM people,<sup>115</sup> policy on law advocacy, dissemination and education,<sup>116</sup> etc. In addition, some provinces in EM areas also combined Scheme 1898's activities with specific policies using provincial budget such as Quang Ninh, Ha Noi, Ho Chi Minh City, Yen Bai, Thanh Hoa, Ba Ria-Vung Tau, Dong Nai, Quang Ngai and Soc Trang, etc.<sup>117</sup>

**Fifthly**, during 2018-2020, the tasks of “advocacy and dissemination of laws on gender equality” and “training, knowledge fostering, capacity building for organization and implementation of gender equality laws, policies” for staff engaged in Scheme 1898 have been focused on implementation at national and provincial levels. Most of Scheme resources (human, fund) were used for these two tasks to different extents. As a result, the awareness of gender equality of I staff and the people in EM areas showed certain changes.

##### 1.2. Weakness and constraints

In addition to the achievements, a number of existing issues and drawbacks during the implementation of Scheme 1898 remain, which are:

**Firstly**, the leadership and guidance for

113 Decision No. 2085/QĐ-TTg, Decision No. 162/QĐ-TTg

114 Decision No. 2086/QĐ-TTg.

115 Resolution No. 52/NQ-CP, Decision No. 402/QĐ-TTg, Decision No. 771/QĐ-TTg, Decision No. 2561/QĐ-TTg, Decision No. 12/2018/QĐ-TTg

116 Decision No. 63/QĐ-TTg, Decision No. 59/QĐ-TTg, Decision No. 1162/QĐ-TTg, Decision No. 1860/QĐ-TTg

117 Report No. 1771/BC-UBDT dated 17/12/2020 of CEMA on the review of EM affairs during 2026-2021 and ways forward, tasks of EM affairs for 2021-2026.

implementation of Scheme 1898 in CEMA and EM affairs agencies across the country were sometimes untightened and slow, failed to catch up with practical requirements; inspection and supervision are not conducted regularly; preliminary, final review and reporting on the implementation of Scheme 1898 remained formalistic, failed to completely and comprehensively reflect the Scheme's gender equality results, efficiency and impacts on the awareness and actions of the staff and the people in EM and mountainous areas, particularly among EM groups with sparse population.

**Secondly**, in spite of ambitious objectives, the set contents and tasks of Scheme 1898, however, were not completely performed due to insufficient resources. The area scope for implementation of Scheme 1898 in most of provinces remained narrow, failed to widely spread across EM areas. The implementation results of Scheme 1898 remained inconsistent between regions and provinces; gender equality progresses in EM areas remained unsteady and failed to ensure sustainability.

**Thirdly**, some provinces, agencies were slow in performance of Scheme 1898's tasks; the implementation methods remained formalistic with inexplicit outcomes. The development of plans, contents, methods, tools, communication materials, training, model was not based on survey results, assessment, analysis of current situation and needs in an objective and scientific manner by each target group (male, female, qualifications, region and EM groups with sparse population). **The participation of some women groups from EM groups with sparse population in communication activities of Scheme 1898 and gender equality in EM areas remains limited.** The contents and presentation of some training, advocacy materials did not match with the qualifications and actual conditions of the staff and the people in EM areas, particularly EM groups with sparse population; documents that were not compiled in EM languages remained.

**Fourthly**, pilot gender equality models were not designed on the grounds of holistic and cross-

sectoral approach. Specifically, the review of current situation, analysis of causes and assessment of combined factorial impacts on gender equal behaviour has not ensured the objectiveness and scientific nature. The proposal of solutions, consulting and intervention activities of the pilot model were made rigidly under guidance of national agencies or were copied between provinces; also were not based on the overall assessment of the characteristics related to culture, customs, practices, socio-cultural-economic conditions of EM people; measures to ensure sustainability of the model were also unavailable. Guidance and coordination mechanism among agencies, organisations in implementation of the pilot model were not timely and effective. Lack of technical guidelines for development and implementation of pilot mode (guidelines for survey, objective and scientific assessment of needs; technical/professional guidelines for performance of intervention activities, monitoring and evaluation).

**Fifthly**, capacity building for staff engaged in Scheme 1898 at both national and provincial levels remained limited and was not based on the assessment of actual needs of beneficiary groups such as: failing to formulate a set of technical, professional guidelines and training materials on gender equality work in EM and mountainous areas for various targets and purposes of use. Specifically, lack of intensive technical and professional training documents (on communication, intervention activities, etc.); and at the same time failing to have the documents thoroughly translated in EM language. Most of provinces did not have policies for training on gender sensitiveness nor pay full attention to actual conditions and needs of female and male EM staff, particularly for EM groups with sparse population.

### 1.3. Causes

Causes of those existing issues and constraints are:

**Firstly**, a number of provincial Party Committees and local authorities have not properly attached value to the implementation task of Scheme 1898 nor provided guidance and allocated sufficient fund

for implementation of Scheme 1898. Coordination among agencies and organisations in implementation of Scheme 1898 remains discontinuous and inconsistent. Lack of specific guidance from national level as well as leadership, guidance from local government for the integration of Scheme 1898 implementation into other policies, therefore, results and efficiency have not been achieved as expected.

**Secondly**, a large number of EM people are not fully aware of gender equality and the consequences of gender inequality. The change in the awareness and actions of gender equality among EM groups with sparse population requires a master, consistent and long-term system of solutions on socio-economic development, implementation approaches should be in line with the customs, practices and culture of each EM group. However, provinces in EM areas have not developed multidimensional, holistic and sustainable strategies and intervention solutions for prevention and elimination of the root causes of gender inequality.

**Thirdly**, civil servants and public employees in CEMA and the system of EM affairs agencies have not been fully equipped with knowledge, skills to perform gender equality tasks with quality in EM areas in general and implement Scheme 1898 in particular. Most of staff directly engaged in Scheme 1898 implementation have to concurrently undertake various tasks and their job position are often changed causing difficulties for the implementation as well as affecting the efficiency of Scheme 1898. In addition, capacity building activities within the framework of Scheme 1898 are limited in terms of implementation resources, therefore, results have not been achieved as expected.

**Fourthly**, the inspection, evaluation, monitoring and drawing lessons learned on the implementation of Scheme 1898 in some provinces have not been paid proper attention to. While the inspection and monitoring tasks of Scheme 1898 implementation are periodically integrated into EM programmes, policies every 6 months and annually, implementation process remains formalistic, fail to ensure the

reflection of advantages and disadvantages in Scheme 1898 implementation in EM areas also and fail to propose ways forward for overcoming disadvantages, constraints.

**Fifthly**, limited funding is a major constraint. Funding for the implementation of Scheme 1898 should come from provincial budget. However, most of the provinces in EM and mountainous areas are still facing difficulties, many provinces are not able to allocate budget or allocate limited fund for the Scheme. In addition, resource mobilisation for implementation of Scheme 1898 has not achieved the results as expected, and the budget has not been mobilised to ensure systematic and sustainable implementation of Scheme 1898. Most of technical and financial assistance provided by international and domestic agencies and organizations remain fragmented by every activity or by year, support scale has not met task requirements.

**Sixthly**, a complete and updated database on gender equality in EM areas and nationwide has not been developed. Data collection provided by most of provinces has not accurately reflected current gender equality situation in EM areas; data are not fully disaggregated by gender, age, regions, areas, socio-economic situation, educational qualifications and other basic elements for development, implementation, supervision and evaluation of Scheme 1898 in particular and gender equality work in general.

## 2. LESSONS LEARNED

From the above-mentioned achievements and constraints, a number of lessons learned can be drawn as follows:

**Firstly**, leadership, guidance and accountability: It is necessary to thoroughly understand the role of the leaders, especially the heads as well as the importance and significance of gender equality work in successful implementation the objectives and targets of Scheme 1898 at national and provincial levels. The commitment, positive attitude, close

attention and guidance are among the prerequisites for the success of this work. This has been proven through the lessons of successes of some provinces. The head must be responsible for providing guidance and mobilising the participation of EM affairs agencies and coordinating agencies, organizations; allocating sufficient fund for the implementation of Scheme 1898, appointing adequate number of qualified staff to carry out activities; ensuring the collection of accurate and truthful data on child marriage and consanguineous marriage. Strengthen the accountability of every province, agency and individual in implementing and accomplishing the assigned tasks within the framework of Scheme 1898. Sanctions should be imposed on provinces and agencies that fail to comply with the regulations/ requirements to implement Scheme 1898.

**Secondly,** resource investment: In order to ensure that Scheme 1898 achieves results and effectiveness, it is necessary to focus on building capacity for key sectoral and provincial staff and those directly engaged in scheme activities on knowledge related to gender equality and gender mainstreaming in policy formulation and implementation; knowledge and skills on developing and implementing communication activities, developing pilot models, consulting and intervention activities on gender equality in keeping with the customs and practices of local EM people, especially those with very small populations. Ensure necessary resources for implementation of Scheme 1898 including human, financial and technical resources. In the context of limited resources, it is necessary to identify and focus resources on addressing the most burning gender equality issues in some areas and among some EM groups with sparse population.

**Thirdly,** monitoring, supervision, evaluation, inspection and reporting: It is necessary to develop and operate a monitoring, supervision and evaluation system for Scheme 1898 at national and provincial levels, with specific criteria to completely and objectively reflect the results, effectiveness and impact of Scheme 1898. On that basis, revising the objectives, targets and intervention solutions

in alignment with actual conditions in every province, and the customs, practices of every EM group, especially EM group with sparse population. Adequate resources should be allocated for monitoring, supervision and evaluation of activities. Formulating and implementing an independent supervision and evaluation mechanism in parallel with administrative reporting system for collecting objective, reliable information and reflecting reality from different angles.

**Fourthly,** intersectoral coordination and coordination within the system of EM agencies: Formulation of effective coordination mechanism among agencies, units within the sector and province is critically important and has a decisive influence in implementation and accomplishment of the objectives and tasks of Scheme 1898. Effective coordination will save resources, scale up initiatives, successful lessons and experiences.

**Fifthly,** it is necessary to identify gender issues in EM areas, especially among EM groups with sparse population which are the customs and practices existed for a long time and ingrained in the lifestyle and perception of marriage of every individual and community. The elimination of gender issues and change of gender norms are very difficult work, requiring a comprehensive approach, a consistent solution system and persevering implementation. In addition to intervention by legal and administrative measures of the authorities; the use of "soft" solutions stemming from the good values of culture, customs, and social management institution of every ethnic minority group, especially EM group with sparse population, shall bring great and sustainable results (such as the integration of the provisions of the Law on Gender Equality, the tasks of Scheme 1898 into the village rules and regulations; promoting the role of prestigious people, village patriarchals, heads of hamlets, villages, heads of family lineage and religious dignitaries, subdignitaries in EM communities).



## PART 2

### **TASKS AND SOLUTIONS FOR EFFECTIVE IMPLEMENTATION OF SCHEME 1898 IN PHASE II (2021-2025)**

# I. TASKS AND SOLUTIONS

In order ensure the achievement of the overall objective of Scheme 1898 which is “Making a positive change in promoting gender equality and raising the status of women in EM areas, contributing to the successful implementation of the targets of the National strategy for Gender Equality”, it is necessary to focus on implementing a number of key tasks and solutions as follows:

1. Continue to strengthen guidance and orientation of state management EM affairs agencies at all levels, enhance close coordination with ministries, sectors and provinces in developing plans and implementing Scheme 1898 for the period of 2022-2025, ensure effective integration and advocacy of the objectives and tasks of Scheme 1898 in EM and mountainous areas.

2. Continue to study more comprehensively and intensively about the situation and causes of the most prominent gender issues in each community, each EM group, and each province (research, mapping and assessment), as the basis for proposing appropriate strategies and intervention, response solutions. It is required to combine qualitative and quantitative research approaches to accurately identify the causes of existing gender issues in each EM group, especially for every EM group with sparse population.

Specific studies to be conducted include: (i) Research on gender issues, causes and consequences of gender discrimination acts in EM areas, especially among EM groups with sparse population such as: opportunities to participate in education and training of EM women and girls with sparse population; access to and enjoyment of policies, services and resources in support of economic development and the labour market of EM women with sparse population; participation in leadership and management of EM women; (ii) Research on social norms related to gender discrimination in division

of labour, participation in housework and unpaid care work in EM households and communities; (iii) Research on social norms related to gender discrimination in reproductive health care, sexual health care, particularly marriage, child marriage and consanguineous marriage among communities of EM groups with sparse population; (iv) Research on less popular cases of gender issues of EM groups with sparse population, thereby providing a comprehensive picture of gender equality situation in EM areas in Vietnam (v) In addition to research on harmful norms and practices that negatively affect gender equality; it is necessary to research also on good norms and practices, which help to engage the whole community in repelling and eliminating gender prejudices and gender discrimination in EM areas.

3. It is necessary to applied multi-dimensional and comprehensive approach to formumate a master and sustainable intervention strategy for addressing gender issues and promoting gender equality in EM and mountainous areas. Specifically are as follow:

(i) Improving power for EM women, placing EM women as the centre of strategies and intervention solutions on gender equality in EM and mountainous areas. Improving power for EM women through ensuring their legitimate right on property ownership and access to preferential credit sources for sustainable livelihood development; reducing EM women’s burden of housework and unpaid care work.

(ii) Eliminating inequality among EM communities by prioritising socio-economic development in EM and mountainous areas to improve people’s living standards. Increase the access of EM women, especially women from EM groups with sparse population, to quality opportunities in the labour market and in political-cultural-social activities in the community. Specifically,

increasing opportunities for EM women, particularly women from EM groups with sparse population, to participate in quality vocational courses in alignment with actual needs and conditions, thereby creating opportunities to access quality jobs in local labour market and participate in domestic and international labour migration.

- (iii) Enhancing the participation of EM women, particularly women from EM groups with sparse population in decision making process of households and communities in EM areas in terms of economics, labour and employment, education and training, health care, etc.; building capacity for EM women and children (girls and boys) to be independent and self-controlled upon participating in activities and decision making process in the families, schools and communities.
- (iv) Strengthening the provision of gender equality consulting and intervention services in EM and mountainous areas that are friendly with the most disadvantaged EM women groups, women from EM groups with sparse population such as legal aid service, vocational education service, assistance in access to preferential credit for production development and self-employment; health care, reproductive health care; support to capacity building for public officials and civil servants; participating in leadership and management; etc.

Promoting activities on prevention and response to all forms of violence against EM girls and boys in the families and communities; ensuring victims' access to necessary support services (health care, social services and legal aid).

- (v) Close coordination and timely information sharing among pertinent ministries, sectors, agencies and organisations are basic conditions for successful application of multi-dimensional, comprehensive and sustainable approach in gender equality promotion in EM areas.

(vi) Strengthening the monitoring and evaluation of plan development and strategy, policy implementation in order to ensure the effectiveness; at the same time, identifying disadvantaged targets in access to, participation and enjoyment of strategies, intervention on gender equality promotion in EM and mountainous areas in a timely manner.

(vii) Precisely and specifically assessing funding need for gender equality promotion within the scope of Scheme 1898 in the areas, thereby providing solutions for resource mobilization from provinces as well as from in-country and international agencies, organisations. With regards to provinces with disadvantaged socio-economic conditions, high percentage of EM people and many EM groups with sparse population, it is necessary to allocate fund for implementation of Scheme 1898 from the national budget and the funding source of domestic and foreign organisations.

(viii) Sharing lessons learned and good practices with other countries in implementation of ASEAN Regional Plan of Action on the Elimination of Violence against Children, Programme of Action adopted at the International Conference on Population and Development, Beijing Platform for Action, Sustainable Development Goals, CEDAW General Recommendations, the Committee on the Rights of the Child and the Universal Periodic Review.

4. In the period of 2021-2025, it is necessary to continue integrating the implementation of Scheme 1898 into other policies, programmes in EM and mountainous areas, particularly the Master Plan on Socio-economic Development of EM and mountainous areas for 2021-2030, Project of Socio-economic Development for EM groups with sparse population for 2016-2025, Project of Promoting law dissemination and education, and advocacy for people in EM and mountainous areas, Project of Fostering ethnic minority knowledge for public officials, civil servants and public employees for 2018-

BOX 8. IN THE COMING PERIOD, IT IS NECESSARY TO FOCUS ON INTEGRATING THE IMPLEMENTATION SCHEME 1898 IN THE MASTER PLAN ON SOCIO-ECONOMIC DEVELOPMENT OF EM AND MOUNTAINOUS AREAS FOR 2021-2030 AIMING AT EFFECTIVE UTILISATION OF RESOURCES TO PROMOTE GENDER EQUALITY

Project 8: Promoting gender equality and handling of pressing issues for women and children. There are 3 sub-projects under Project 8 directly dealing with gender equality promotion, specifically are:

**Sub project 1: Reproductive health care for women and prevention of malnutrition among children**

The estimate of total funding need for implementation is VND 850 billion, of which non-business fund from the national budget is VND 700 billion.

**Sub project 4: Supporting gender equality activities in EM and mountainous areas**

Implementation contents cover: (i) Organisation of training, knowledge fostering and implementation of policies, laws on gender equality for EM affairs staff, administrators of EM boarding and semi-boarding secondary schools at all levels, prestigious people in areas where EM people with sparse population reside. Compilation of documents for training, building capacity and skills on gender equality activities fitting for each target group, conditions, qualifications and ethnic minority culture. (ii) Supporting the formulation and implementation of models to promote gender equality through interventions in prevention and control of gender-based violence, supporting the development of social skills and economic capacity for EM women in line with local socio-economic conditions, cultural characteristics and customs.

Total funding need for implementation is VND 15 billion from non-business fund under the national budget.

**Sub project 5: Supporting EM women to reintegrate into community (who are tricked into being sold overseas or repatriating after marrying foreign husbands)**

Total funding for implementation is VND 80 billion from non-business fund under the national budget.

According to the funding mechanism of the National target programme, the programme fund has been approved by the National Assembly and the annual fund shall be recorded in a separate column and this is the opportunity for integration of Scheme 1898 implementation in the coming period.

2025, Programme on “Protection and development of ethnic minority groups with very small populations for 2021-2030”, Scheme “The Minimization of child marriage and consanguineous marriage, 2015-2025”, etc.

5. Communications on Scheme 1898 and gender equality in EM areas:

- (i) Analyse the needs of male and female target groups in EM communities before development of plans contents, approaches, tools, training and communication materials of Scheme 1898 and gender equality in EM areas. Strengthening the participation of EM men, youths and women with sparse population in communication activities of Scheme 1898 and gender equality in EM areas.
- (ii) The compilation of communication materials should be simple, understandable, focus and in line with qualifications of staff and people in EM areas. The materials should be compiled and translated into EM languages, prioritizing the translation into the languages of EM groups with sparse population such as Mông, Khmer, Gia Rai, Ê Đê, Ba Na, Chăm, Cơ Ho, Cơ Tu, Bru Vân Kiều, Xơ Đăng, Mnông, etc.
- (iii) Advocacy forms should be specific for the people in EM areas, EM people with sparse population that link with arising situation in daily life and in line with EM customs and cultures.
- (iv) Continue to promote the role of local reporters, advocates, collaborators for dissemination and education of the Law on Gender Equality, Law on Prevention and Control of Domestic Violence, Law on Marriage and Family, and other documents related to the implementation of Scheme 1898.

Continue to closely collaborate with border soldiers, associations, unions, village patriarchs, prestigious people, village heads, dignitaries, subdignitaries in EM areas to advocate for gender equality and Scheme 1898.

6. Capacity building for staff engaged in Scheme 1898: Ensuring that staff engaged in Scheme 1898 at all levels should be equipped with necessary knowledge and skills. Specifically are:

- (i) Assess the needs of training and capacity building for staff engaged in Scheme 1898, particularly among EM groups with sparse population as the grounds for development of capacity building plan for 2021-2025.
- (ii) Formulate a set of technical, professional guidelines and training materials on gender equality work in EM and mountainous areas for various users and purpose of usage. Developing intensive technical and professional training materials on communication and intervention activities, etc. and training materials in indigenous EM languages.
- (iii) Coordinate with Ministries, sectors and provinces to organize trainings, capacity building for law reporters, advocates, particularly those who are knowledgeable of EM cultures, practices, psychology and can speak EM languages, have skills in advocacy and dissemination of laws on gender equality, prevention and control of gender-based violence, domestic violence, marriage, family, children, population and family planning...

Support to staff participating in training to have the opportunity to practise and apply knowledge to practice of gender equality work in EM and mountainous areas.

- (iv) Ensure that training policies are gender sensitive, meeting actual needs and condition of female and male staff. Specifically, it is necessary to have priority policy for female staff to register for training as per their personal aspiration and in line with their childbearing and child-rearing plans; providing travel allowance for EM women who cannot ride motorbikes in difficult traffic transportation areas.

7. Gender equality pilot model

- (i) Review to precisely identify the situation, causes and drivers of issues on gender, gender-based discrimination, gender inequality in each EM group, each province as the basis for proposing strategic and sustainable intervention and response models in line with provincial practice.
- (ii) Conduct a number of research on the norms, cultures, practices of local EM groups in support of identifying negative drivers of current gender equality situation; and at the same time supporting to clearly recognise positive drivers of gender equality promotion.
- (iii) Activities of Consultation and Intervention Model should be implemented in EM languages, especially languages of EM groups with sparse population.
- (iv) Take appropriate measures to encourage EM women and men in different age groups with attention to the most disadvantaged EM women group, EM women with sparse population, to participate in the activities of pilot model.
- (v) Focus on scaling up pilot models for lower and upper-secondary school students, EM boarding secondary schools. Strengthening integration of education on gender equality and consequences, harmful effects of gender inequality in schools. Organising theatricalized contests to gain legal knowledge of gender equality, child marriage and consanguineous marriage in lower and upper-secondary schools and EM boarding secondary schools.

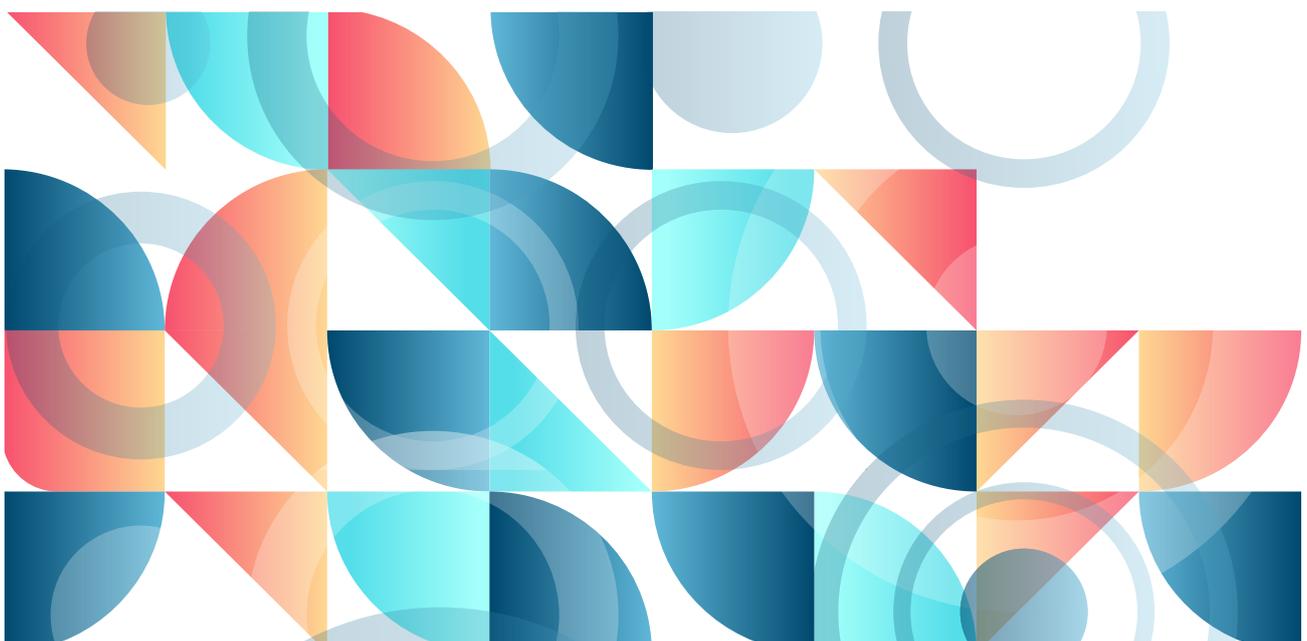
8. Develop a database on gender equality, child marriage and consanguineous marriage at national and provincial levels; ensure to collect data periodically every 6 months and annually; ensure that data are disaggregated by gender, age, geographic location, socio-economic conditions, educational qualifications, and other basic elements.

The assurance to provide up-to-date and accurate data shall facilitate monitoring, supervision and evaluation of the situation and also identifying those issues in marginalized and most vulnerable circumstance.

9. Remove the criteria of reducing child marriage and consanguineous marriage rate in provincial emulation criteria to avoid credit-driven pressure resulting in concealment and dishonest reporting of child marriage and consanguineous marriage situation in provinces.

10. Strengthen guidance, reminder, inspection, review, assessment, lessons learned in Scheme implementation, promotion of proactiveness and creativeness of grassroots agencies for achievement of results and efficiency.

11. Promote funding mobilisation at national and provincial levels, mobilisation of technical and financial assistance from in-country and foreign agencies, organization for implementation of Scheme 1898 activities for phase II (2021-2025).



## II. PROPOSALS AND RECOMMENDATIONS

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### 1. TO THE GOVERNMENT AND THE NATIONAL ASSEMBLY

Request the Government and the National Assembly to allocate sufficient fund for implementing current mechanisms, policies, programmes and projects on socio-economic development, promote gender equality in EM and mountainous areas; of which prioritise the investment and sufficient fund allocation; and equal resource allocation is required in view of the existence of major economics and social affairs inequality with an aim to support socio-economic development, improve material and emotional life for areas with major gender inequality, particularly EM groups with sparse population.

### 2. TO THE LEADERS OF CEMA AND PROVINCIAL PEOPLE'S COMMITTEES

- Strengthen the leadership, management and responsibility of the authorities and agencies, organizations in implementation of policies and laws on gender equality in EM and mountainous areas from national to provincial levels. Incorporate the objectives and tasks on gender equality in EM areas of Scheme 1898 into the Resolution of the Party committee at all levels, the annual work plans, programmes of local authorities and agencies, organizations; strengthen inspection, promptly detect, prevent and handle violation cases of laws on gender equality.

- Provincial EM agencies and Departments, sectors continue to implement Scheme 1898 activities according to the plan approved by the Chairperson of City/Provincial People's Committee (phase II) in 2021-2025 and in compliance with the scheme work plan and schedule with clear delegation of responsibilities and evaluation of annual

implementation results and efficiency.

- Continue to enhance gender equality advocacy in EM areas. Promote the role of the Fatherland Front, Youth Union, Women's Union, village patriarchals, village heads, prestigious people in EM areas in advocacy and mobilisation of people to eliminate backward customs and practices, prevent and control gender-based discrimination in EM and mountainous areas.
- Leaders of CEMA and Provincial People's Committees should facilitate conditions for human resources, allocate sufficient fund for the implementation of Project 1898 at national and provincial levels. Regularly pay attention to capacity building for staff of CEMA and EM affairs agencies nationwide on knowledge and skills related to gender equality, mainstreaming gender equality in policy formulation and implementation in EM and mountainous areas; and necessary knowledge and skills for the implementation of Scheme 1898.
- Develop a database system on gender equality in EM and mountainous areas and periodically collect information, data.
- Sanctions should be imposed on heads of Party committees at all levels and local authorities where child marriage and consanguineous marriage occur for many consecutive years without resolute measures to repel and end this state.
- Periodically conduct inspection, monitoring, preliminary and final review, evaluation of Scheme 1898 implementation in CEMA and in the system of EM affairs agencies. On that basis, review and supplement to the master and annual plans in line with actual requirements.

### 3. TO INTERNATIONAL ORGANISATIONS

Continue to support CEMA and the system of EM affairs agencies in:

- Conducting research and survey activities for proposing recommendations, policies and solutions in promotion of gender equality in EM and mountainous areas. Researches to be conducted include: (i) Research on gender issues, causes and consequences of gender-based discrimination acts in EM areas, particularly among EM groups with sparse population such as: the opportunities to participate in education and training of EM women and girls with sparse population; access to and enjoyment of policies, services and resources in support of economic, labour and employment development for EM women with sparse population; participation of EM women in leadership and management; (ii) Study on social norms related to gender-based discrimination in labour division, participation in housework and unpaid care work in households and communities in EM areas; (iii) Research on social norms in relation to gender-based discrimination in reproductive health care, sexual health care, particularly marriage, child marriage and consanguineous marriage among EM groups with sparse population; (iv) Study on current situation of victimised EM women and children groups of human trafficking, forced prostitution, drug crime; (v) Research on less common cases of gender issues of EM groups with sparse population, thereby providing an overall picture of gender equality situation in EM areas in Vietnam; (vi) Study on good norms and practices that help to engage the entire community in repelling and eliminating gender prejudice and discrimination in EM areas.
- Technical and financial assistance for the application of a multi-dimensional and comprehensive approach in formulation of strategies and a system of master and sustainable intervention solutions of Scheme 1898 for phase II (2021-2025).
- Technical and financial assistance for development of technical guidelines, training materials on gender equality knowledge and skills, prevention and control of gender-based violence, prevention and control of domestic violence, minimization of child marriage and consanguineous marriage in EM and mountainous areas in keeping with the characteristics of culture, customs and practices of each EM group and socio-economic conditions of each province.
- Technical and financial assistance for capacity building activities for EM affairs staff and staff engaged in Scheme 1898 in CEMA and in the system of EM affairs agency nationwide.
- Technical and financial assistance for the implementation of gender equality pilot model in some areas where EM people with sparse population reside.

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**ANNEX 1. LIST OF PROVINCES SUBMITTED 3-YEAR (2018-2020) PRELIMINARY REVIEW REPORT OF IMPLEMENTATION OF THE DECISION 1898/QĐ-TTG OF THE PRIME MINISTER ON THE SCHEME “SUPPORTING GENDER EQUALITY ACTIVITIES IN EM AREAS 2018-2025”**

**City/Province**

1	Sơn La	21	Lai Châu
2	Bắc Kạn	22	Lạng Sơn
3	Bắc Giang	23	Lào Cai
4	Bạc Liêu	24	Lâm Đồng
5	Đắk Lắk	25	Ninh Thuận
6	Hậu Giang	26	Nghệ An
7	Bình Dương	27	Phú Thọ
8	Bình Định	28	Quảng Bình
9	Bình Thuận	29	Quảng Nam
10	Cao Bằng	30	Quảng Ninh
11	Đắk Nông	31	Quảng Ngãi
12	Điện Biên	32	Sóc Trăng
13	Gia Lai	33	Tây Ninh
14	Hà Giang	34	Tuyên Quang
15	Hà Nội	35	Thái Nguyên
16	Hòa Bình	36	Thanh Hóa
17	TT. Huế	37	Trà Vinh
18	Kiên Giang	38	Vĩnh Long
19	Kon Tum	39	Vĩnh Phúc
20	Khánh Hòa	40	Yên Bái
		41	Quảng Trị

## ANNEX 2. FUND FOR IMPLEMENTATION OF THE DECISION 1898/QĐ-TTĐ OF THE PRIME MINISTER ON THE SCHEME “SUPPORTING GENDER EQUALITY ACTIVITIES IN EM AREAS, 2018-2025”

Unit: million dong

No	Province	Fund for implementation									Notes
		Allocated fund for implementation for 2018-2021				Total duration of 2018-2021	Fund allocation need/plan for 2021-2025				
		2018	2019	2020	2021		2022	2023	2024	2025	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)		
1	Sơn La	600	500	453	240	<b>1.793</b>	400	340	290	300	Fund for mainstreaming activities
2	Bắc Kạn		47	47	70	164	264	264	264	264	
3	Bắc Giang			37	50	87	848	1.000	1.000	613	
4	Bạc Liêu	0	0	0	0	0	820	820	820	820	
5	Đắk Lắk	0	0	243	270	513	180	180	180	180	
6	Hậu Giang	0	0	0	0	0					
7	Bình Dương	235	163	235	163	796	235	163	235	163	
8	Bình Định		243	152	243	638	900	900	900	900	
9	Bình Thuận	0	0	0	0	0					
10	Cao Bằng	0	0	100	180	280	995	995	1.208	1.055	
11	Đắk Nông	71	208	215	256	750	695	740	740	775	
12	Điện Biên	0	0	0	0	0					
13	Gia Lai	0	648	613	643	<b>1.904</b>	24.712	24.712	24.7120	24.712	Fund for mainstreaming activities
14	Hà Giang	0	0	0	0	0					
15	Hà Nội	390	466	717	787	<b>2.360</b>	1,130	1,100	1.130	1.280	Fund for mainstreaming activities
16	Hòa Bình	0	0	0	27	27	23.105	25.105	18.435	18.435	
17	TT. Huế	15	30	180	150	375	4.000	4.000	4.000	3.295	
18	Kiên Giang	0	75	42	75	192	500	450	450	410	
19	Kon Tum	160	160	180	145	645	1.376	1.430	1.530	1.566	

No	Province	Fund for implementation									Notes
		Allocated fund for implementation for 2018-2021				Total duration of 2018-2021	Fund allocation need/plan for 2021-2025				
		2018	2019	2020	2021		2022	2023	2024	2025	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)		
20	Khánh Hòa	435	406	473	0	<b>1.314</b>	0	0	0	0	Fund for mainstreaming activities
21	Lai Châu	0	30	100	100	230	3.851	3.728	3.752	4.906	
22	Lạng Sơn	0	0	0	0	0	380	380	380	430	
23	Lào Cai	57	218	234	136	646	5.645	5.845	5.915	6.056	
24	Lâm Đồng	0	0	0	0	0	2.500	2.500	2.500	2.500	
25	Ninh Thuận	0	0	0	0	0					
26	Nghệ An	0	180	360	630	1.170	3.750	3.750	3.750	3.750	
27	Phú Thọ	0	180	180	180	540	740	740	750	750	
28	Quảng Bình	0	160	150	150	460	500	600	600	700	
29	Quảng Nam	30	100	50	100	280	500	500	500	500	
30	Quảng Ninh	223	425	521	376	<b>1.547</b>	594	464	594	464	
31	Quảng Ngãi	0	275	180	162	617	2.441	2.470	2.400	2.521	
32	Sóc Trăng	235	250	263	251.3	<b>999</b>	296	268	268	296	
33	Tây Ninh	1.000	1.553	1.596		<b>4.149</b>					Fund for mainstreaming activities
34	Tuyên Quang	0	0	0	60	60	23.183	17.412	18.937	12.689	
35	Thái Nguyên	0	0	44.3	100	144	901	901	901	901	
36	Thanh Hóa	0	967	423	258	1.648	2.467	2.467	2.467	2.467	
37	Trà Vinh	0	350	350	350	1.050	730	730	930	780	
38	Vĩnh Long	0	0	0	0	0	250	250	250	250	
39	Vĩnh Phúc	0	0	0	342	342	600	600	600	600	
40	Yên Bái	1.179	1.417	1.194	466	<b>4.256</b>	4.006	4.006	4.006	4.006	Fund for mainstreaming activities
41	Quảng Trị	-	-	-	40	40	412	412	412	412	
<b>TỔNG CỘNG</b>		<b>4631.2</b>	<b>9051.4</b>	<b>9333.5</b>	<b>7001.1</b>		<b>113909</b>	<b>110225</b>	<b>105809</b>	<b>99749</b>	





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