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On behalf of:
 Federal Ministry
for the Environment, Nature Conservation
and Nuclear Safety
of the Federal Republic of Germany

CCWG

 **EmPower**
Women for Climate-Resilient Societies

 **UN
WOMEN**

INTEGRATING GENDER AND SOCIAL INCLUSION INTO UPDATED NDC DEVELOPMENT AND IMPLEMENTATION IN VIET NAM TECHNICAL BRIEFING PAPER

EXECUTIVE SUMMARY

This Technical Briefing Paper deals with gender mainstreaming (GM) and social inclusion in the updated Nationally Determined Contribution (NDC) of Viet Nam, and the reasons behind that. It intends to support the process of integrating gender and other social dimensions in the process of the development and implementation of the country's update of its Intended Nationally Determined Contribution (INDC). It does so by analysing the available (English) technical paper for the updated NDC. This document intends to be an input to bring the social dimension of climate action to the forefront, and is based on a Desk Study, meetings with stakeholders, as well as a Workshop on Gender in the NDC, which was held on 12 and 13 August 2019 in Ha Noi, and in which more than fifty people participated, coming from the Viet Nam Women's Union (VWU), Ministries, NGOs and donors.

Not only is gender equality a human right and does it form an integral part of the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs), in particular in SDG5, but also cross-cutting. There is also a policy imperative to integrate gender considerations in the NDC review process, as reflected in a wide range of national and international policies referred to in this report.

Women and men – and people from different social groups – may experience the direct and indirect impacts of climate change differently, with women often disproportionately negatively affected. On the other hand climate policies and actions that do not take existing social differentiations into account can increase social inequalities and conflict. And climate change mitigation and adaptation efforts are more effective and sustainable if they take gender and other forms of social differentiation into account, and if they strengthen women's leadership in these areas. The report looks into institutional arrangements (including women's active participation at national and international levels), information sharing, capacity development, planning, implementation and monitoring and evaluation aspects. Next the legal and administrative framework on CC management and gender equality in Viet Nam is described.

The specific context regarding climate change impacts, adaptation and mitigation strategies in Viet Nam are analysed, with specific reference to (I)NDC priority areas, such as water resources, agriculture and rural development, transportation, urban areas and housing, tourism, public health, trade and energy. Main lessons regarding Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA) are that women in Viet Nam are playing critical roles in responding to climate change impacts, especially in CCA and DRR, but their contributions are not fully recognized and supported. Gender mainstreaming in sector-focused CCA and DRR actions is crucial; and there is a clear need for gender-sensitive programming in CCA, DRR - and Climate Change Mitigation (CCM). Investing in innovative and women-led initiatives is vital in resilience building; and coordination, collaboration and dialogue on gender-sensitive CCA, DRR (and CCM) between all actors at different levels are important conditions.

Challenges in GM in VN's policy and actions are amongst others: gender mainstreaming has started, but data and integration into CC policy and practise is incomplete; gender stereotypes persist and negatively impact women's advancement within DRR/resilience building; unequal access to and control over land and productive assets, training, information, technology, extension services, and finance by women and men.

Analysis of the (I)NDCs of 190 countries has showed that only 64 – all from non-Annex 1 countries – make some reference to gender issues, mostly in relation to adaptation. Of these, 22 countries refer to women or gender issues in a cross-cutting way and mainstream it across one or more relevant sectors; 15 NDCs refer to the role of women as important decision-makers or stakeholders; and 6 NDCs recognize women as agents or drivers of change ¹.

Based on these experiences the following steps are recommended for the gender-responsive development of NDCs: analysis and consultations at national level; assess institutional gender equality frameworks; align the National Policy and Planning instruments; guarantee a participatory planning process – engage in multi-stakeholder consultations with women and women’s organization; support capacity development of different groups, incl. communities, women’s organizations, GO officials; ensure gender-responsive budgeting and gender-responsive climate finance; ensure that monitoring and evaluation should be transparent, includes women’s groups, and holds the government accountable for existing commitments or to engage with them to reform those commitments, and promotes the generation and use of sex-disaggregated data and indicators. Opportunities for gender integration and social inclusion of gender and social inclusion are: high level commitment, gender-sensitive institutional setting, as well as the necessary expertise and resources, and the involvement of women and communities. Challenges include: sectoral approaches and planning, lack of involvement and support communities, lack of capacities, resources, as well as support from institutions and stakeholders, and of women’s leadership. Finally the chapter describes some examples of gender integration in (I)NDCs - and National Adaptation Plans of Action (NAPAs) - in other countries.

Next an analysis of gender integration in Vietnam’s INDC – both with regards to mitigation and adaptation is presented. It refers, a.o., to Vietnam’s National Climate Change Strategy (2011) that identified gender equality as one of its priorities. The Climate Adaptation section of INDC states that adaptation needs to incorporate gender equality. In its Mitigation Section, only very indirect reference is made to gender and social differentiation, mainly in the form of references to enhancing people’s livelihoods, awareness raising and green cities.

Viet Nam is presently in the process of developing its updated NDC. The current integration of gender aspects and social inclusion into the updated NDC draft Technical Paper is analysed with regard to adaptation, mitigation as well as regarding harmonization and co-benefits. It identifies areas where these issues are well integrated, mainly under the chapter with regard CC impacts and adaptation. However, in the Adaptation section there are areas where a gender perspective still needs to be included, e.g. through the collection of intersectional gender-differentiated data and indicators; the development of gender (impact) assessments; ensuring women’s access to insurances; the application of gender-budgeting; enhancement of women’s participation an consultations. The chapter on Mitigation in the Technical Paper is gender-blind, and misses references to gender aspects, to the position of women, or to ethnic minorities. Suggestions are made for better gender mainstreaming. The chapter on Harmonization and Co-benefits of updated NDC (Technical Paper) offers interesting and valuable approaches and outcomes, including on the relevance for SDG5, but improvements and further elaboration is needed. However, caution is necessary, as the focus is now on (absolute) quantitative data, whereas the real meaning of such mitigation and adaptation actions on people’s lives are often also qualitative in nature.

¹ WEDO, 2018. *Gender and Nationally Determined Contributions*. WEDO, New York. Available at URL: <https://genderclimatetracker.org/country-profiles>

Based on the outcomes of this study and on other experiences documented, 13 specific recommendations have been developed, ranging from ensuring institutional arrangements that support a gender-responsive and socially inclusive approach in all climate related work, to ensuring participatory mapping, planning, monitoring & evaluation, as well as consultation of women; to the development and implementation of a Gender and Climate Change Action Plan for Viet Nam.

ACRONYMS

A	Adaptation
BAU	Business As Usual
CBDRM	Community-Based Disaster Risk Management
CC	Climate Change
CCA	Climate Change Adaptation
CCFSC	Committee for Floods and Storms Control
CCM	Climate Change Mitigation
CCMCC	Conflict and Cooperation in the Management of Climate Change
COP	Conference of Parties
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
INDC	Intended Nationally Determined Contributions
IPCC	International Panel on Climate Change
GAP	Gender Action Plan
GCF	Green Climate Fund
GDP	Gross Development Product
GEF	Global Environment Facility
GHG	Greenhouse Gas
GM	Gender Mainstreaming
GO	Government
GS	Gender-sensitive
IISD	International Institute for Sustainable Development
ISET	Institute for Social and Environmental Transition
LULUCF	Land Use, Land Use Change, and Forestry
LWPG	Lima Work Programme on Gender
M	Mitigation
M&E	Monitoring and Evaluation
MARD	Ministry of Agriculture and Rural Development
MoH	Ministry of Health
MOLISA	Ministry of Labor, Invalids and Social Affairs
MONRE	Ministry of Natural Resources and Environment
MoPI	Ministry of Planning and Investment
NAMA	Nationally Appropriate Mitigation Actions
NAP	National Adaptation Plan
NAPA	National Adaptation Plan of Action
NDC	Nationally Determined Contributions
NTPRCC	National Target Program to Respond to Climate Change
NWO	Netherlands Organization for Scientific Research
PA	Paris Agreement
REDD	Reduce Emissions from Deforestation and Forest Degradation
SBI	Subsidiary Body of Implementation
SDGs	Sustainable Development Goals

SRI	System of Rice Intensification
UNDP	United Nations Development Programme
UNEP	UN Environment
UNFCCC	United Nations Framework Convention on Climate Change
UNW	UN Women
VAWG	Violence Against Women and Girls
VN	Viet Nam
VWU	Vietnam Women's Union
WVG	Women as Vulnerable Group

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1. WHY GENDER AND SOCIAL INCLUSION IN THE UPDATED NDC – THE RATIONALE

This chapter describes the urgency of climate action and the main reasons for including a clear gender perspective in the document.

As the recent ‘1.5 degrees’ report of IPCC (2018) shows, climate change has become a gigantic global challenge. Its consequences are already felt by millions of people and ecosystems around the world. Viet Nam - with its long coastline, low-lying deltas and highlands, - is certainly not an exception¹. Therefore, global and national policies and actions are instrumental in preventing further greenhouse gas emissions and for dealing with the consequences of climatic changes.

People in communities and societies have different backgrounds, opportunities, and perspectives. For example, gender shapes roles, tasks and responsibilities of women and men, and they have diverse rights, attributes and assets. In these contexts, gender equality is an important element, for different reasons:

Gender equality is a human right and forms an integral part of the 2030 Agenda for Sustainable Development and its Sustainable Development Goals (SDGs). It cannot be separated from the challenges of poverty, hunger, poor health, well-being, hardship of environmental burden. Besides, climate change also cuts across all the SDGs. Addressing climate change is recognized to have the potential to take up resource scarcity, sustain livelihoods, and decrease pressures from migration and forced displacement. Gender differences and other social inequalities, shape the impacts of climate change and the effectiveness of adaptation and mitigation efforts.

Viet Nam ratified the Paris Agreement on 3rd November 2016², making the Government also responsible for the implementation of its first Nationally Determined Contribution (NDC), that is presently reviewed and will be revised into a next version UPDATED NDC . As described in chapter 2 **there is a policy imperative to integrate gender consideration** in the NDC review process in Viet Nam^{3 4 5}. Gender and social aspects are reflected in NDC1 as a crosscutting issue, e.g. under the adaptation section: “Climate Change Adaptation must be linked to sustainable development and the transition toward a low-carbon economy and ensure a systematic joint, interdisciplinary, interregional approach, and incorporate gender equality, hunger eradication and poverty reduction” (INDC, p.9)⁶. The NDC Review process offers **an opportunity to address gender and other social inequalities**.

While climate change is non-discriminatory and affects everyone, due to differing social roles **women and men (and people from different social groups) may experience the direct and indirect impacts of climate change differently**. Women are often disproportionately negatively affected due to limitations in coping with climate change, as compared to men, they often have limited access to resources, less access to justice, more limited mobility, and limited voice in shaping decisions and influencing policy⁷.

Climate change, as well as climate policies and actions that do not take into account existing social differentiation can increase of social inequalities and increase conflict^{8 9}.

On the other hand, **climate change mitigation and adaptation efforts will not be effective or sustainable if they do not take gender or other forms of social differentiation into account**¹⁰. It is important to recognize gender and other social differences in adaptation and mitigation needs, opportunities and capacities. Women bring diverse and critical solutions to climate change challenges from the knowledge and experience they hold ¹¹ (Burns et al., 2017). Gender-responsive approaches go beyond sensitivity to gender differences – they actively seek to promote gender equality¹². This requires equal participation and influence by women and men in adaptation and mitigation policy processes and actions, as well as equitable access to financial resources, technologies and other benefits for women and men resulting from investment in climate policies and climate action ¹³.

Dazé and Dekens (2017a: 4) illustrate in the figure below illustrates what it means when a National Adaptation Plan (NAP) is gender-responsive; it gives examples of different elements of a gender-responsive process:

- Planning: (a) plans are responsive to gender differences in adaptation needs, opportunities and capacities; (b) gender-balanced participation in planning processes;
- Implementation: (a) prioritization processes and allocation of finances and other resources are gender-responsive; (b) opportunities, benefits and losses from adaptation actions are equitably shared;
- Monitoring & Evaluation: (a) M&E systems track progress on gender equality and women's empowerment; (b) data collection is sex-disaggregated and gender-differentiated impacts are analysed.

As enabling factors they identify:

- Institutional arrangements, including equitable representation of women and women's organizations;
- Capacity development: all actors have the capacities needed to integrated gender considerations;
- Information sharing: access to information is equitable.

Figure 1.1. A Gender-Responsive National Adaptation in Climate Change policies and practices



Source: Dazé & Dekens, 2017.

(Source: Dazé and Dekens, 2017a: 4)¹⁴

This report intends to support the process of integrating gender into the reviewed updated version of the NDC of Viet Nam. It outlines global frameworks and practices that intend to integrate gender and social inclusion into climate change in policies and programmes/initiatives. Next it analyses Viet Nam's INDC on its inclusion of gender aspects as well as other countries' gender-responsiveness. And it continues with an outline of the draft updated NDC (Technical Paper) – identifying entry points where a gender and social inclusion would be most relevant, with suggested text elements. Finally, this report finishes with recommendations and ideas for specific steps.

2. INTERNATIONAL AND NATIONAL CONTEXT ON GENDER AND CLIMATE CHANGE

This chapter gives an overview over the way that global and national climate (disaster and sustainable development) policies and policy approaches include a gender (and social inclusion) dimension. Particularly the more recent climate and sustainable development policies (since 2014) are encouraging a gender-responsive approach globally and at national levels.

1.1. Global policy context

This section gives an overview over the way that global climate (disaster and sustainable development) policies and policy approaches include a gender (and social inclusion) dimension¹⁵ - as summarized in the table below. For a more elaborated overview see Annex 1: Global Policy Framework.

Table 2-1. Gender mainstreaming in global climate policies since 1992

1992	The United Nations Framework Convention on Climate Change (UNFCCC). No reference on gender
1997	The Kyoto Protocol, that specifically looking into climate change mitigation, but no references to gender aspects.
2012	Doha, COP18. Decision 23/CP.18 - on promoting gender balance and improving the participation of women in UNFCCC negotiations and in the representation of Parties - marks an important step forward in advancing gender-sensitive climate policy by ensuring that women's voices are represented in the global discussion on climate change.
2014	Lima, COP20. The Lima Work Programme on Gender (LWPG) ; two-year programme that requested the UNFCCC Secretariat to prepare a Gender Action Plan.
2015	Paris, COP21. The Paris Agreement urges Parties to respect, promote and consider vulnerable groups, especially focusing on gender equality, empowerment of women, and intergenerational equity.
2015	The 2030 Agenda for Sustainable Development , with SDG5 on Gender Equality and Women's Empowerment, SDG6 on Clean Water and Sanitation, SDG7 on Affordable and Clean Energy, SDG13 on Climate Action, and other relevant SDGs.

-
- 2017 Bonn, COP23 has adopted a new roadmap to incorporate gender equality and women’s empowerment in climate change discourse and actions: the **Gender Action Plan (GAP)**. UNFCCC’s GAP sets out in five priority areas - adaptation, mitigation, and the means of implementation (finance, technology development and transfer, capacity building)-activities that help achieve the objective of gender mainstreaming in climate change.
-
- 2018 Katowice, COP24: in adopted **Paris Implementation Guidelines** explicit reference to importance of gender-responsiveness, gender balance, taking into account social aspects and including traditional/indigenous/local knowledge in several areas: Nationally Agreed Contributions (NDCs), Adaptation Communication, Finance, Technology Framework, Transparency Framework, Compliance. Also in work of Subsidiary Body on Scientific and Technological Advice, and Subsidiary Body on Implementation (SBI) a gender-specific approach is promoted, including the review of the *Lima Work Programme on Gender* in 2019¹⁶.
-
- 2019 Bonn, UNFCCC SBI50: **Review** implementation of the LWPG, particularly through parties’ submissions on differentiated impacts of climate change on women and men; integration of gender considerations in climate policies, plans and actions; progress in enhancing gender balance in national delegations; the SBI agreed to continue its consideration at SBI51 (December 2019)^{17 18}.
-

Women’s participation in international climate negotiations

“The effects of gender imbalance amongst decision-makers go beyond headline statistics. The lack of power and influence wielded by women in public and political life is undermining progress towards a world where poverty is eradicated, and men and women are able to build sustainable and secure futures for themselves and their families.” (VSO, 2013: 4)¹⁹

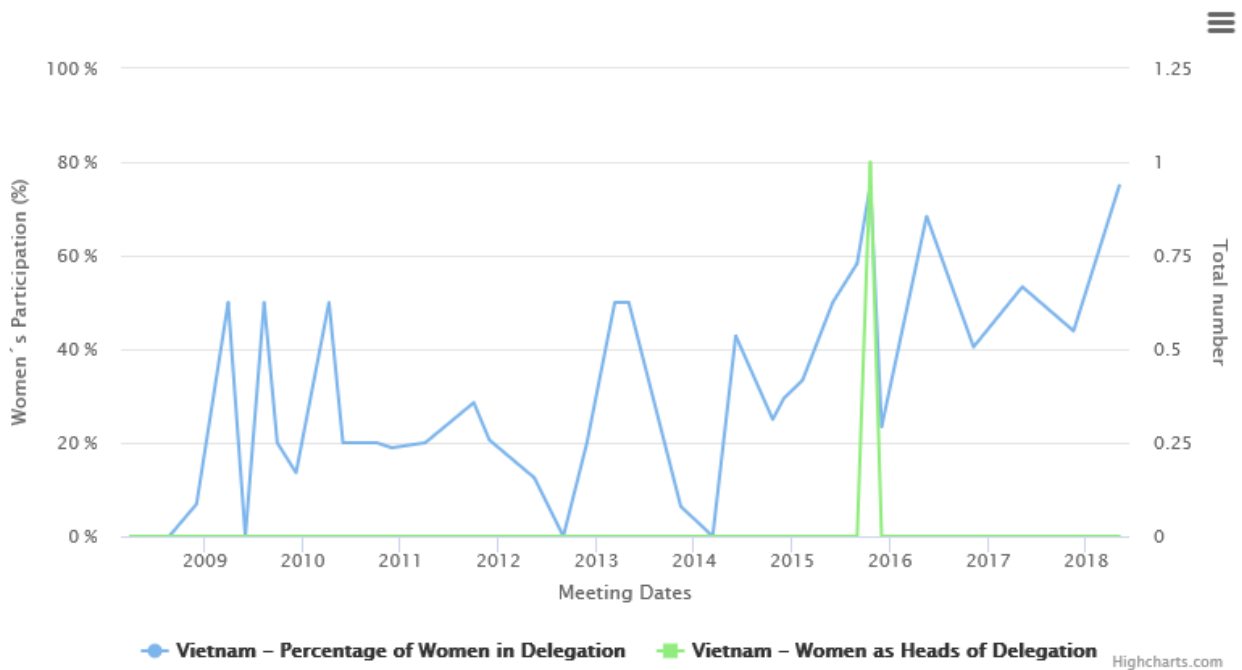
Women’s equal participation in climate change decision-making is fundamental to policies that reflect and respond to the needs and priorities of the present and future global community. Statistics show that during the COP21 in Paris in 2015, women accounted for only 32% of all national Party delegates and 20% of the Heads of Delegations²⁰. At COP22 in Marrakesh, 2016, the percentage of women was 32% and 27% respectively²¹. At COP23, November 2017 in Bonn, the percentage of women was 37% and 24% respectively: therefore, an increase of the percentage of female participants in delegations (+7%), but a drop in the percentage of women leading their delegations (-3%)²². These percentages are still unequal, but overall there was a major increase in women’s participation in CC negotiations since 2008, when only 17% of delegations were headed by women²³.

At the UN Climate Change Conference COP 23 in Bonn, 2017, over two thirds of the interventions from the non-governmental sector came from women, and 47% of all participants were women. However, the number of women leading government delegations remained under 30 per cent. This inequality persisted esp. for specific regions, including 21% for Africa and the Asia-Pacific region²⁴.

Box 2.1. Women’s participation in climate change negotiations

In order to increase the number of women delegates from Least Developed Countries and Small Island Developing States during the international climate negotiations, in 2009 the **Women’s Delegate Fund (WDF)** was established and coordinated by the Women’s Environment and Development Organisation (WEDO). Not only are female delegates supported in their participation in the negotiations, they also get leadership skills training. Since 2009 (until 2016), the WDF has supported 218 trips for 54 women across 40 countries, incl. from **Viet Nam**, to attend 25 sessions of the UNFCCC. Among these, over 40% of funded delegates were the only women on their national delegations. (<https://wedo.org/what-we-do/our-programs/women-delegates-fund/>)

Figure 2.1. Viet Nam: women’s participation in international UNFCCC – meetings



Source: <https://genderclimatetracker.com>

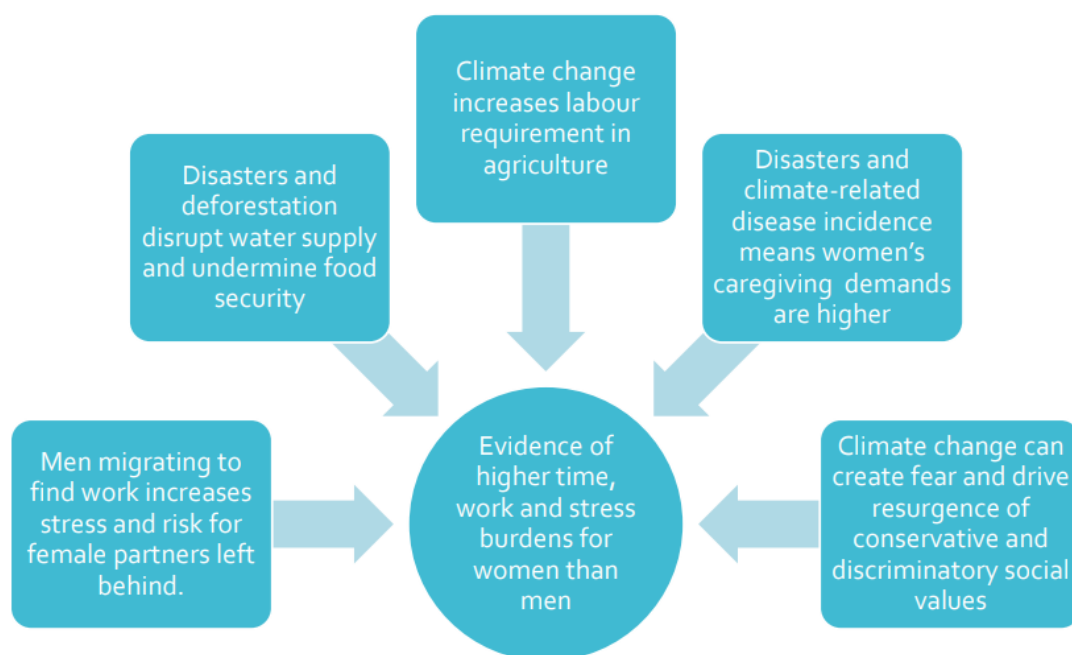
Vietnam

a. National context

In this section the situation in Viet Nam will be described regarding the gender-specific impacts and actions in specific sectors (including adaptation, DRR and mitigation), as well as gender integration in the country’s legal and institutional framework.

Climate change impacts are not gender-neutral, because women and men have different roles and responsibilities, rights, capacity and coping mechanisms in different aspects of their lives. Figure 2.2 below clearly shows how this manifests itself in people’s lives and livelihoods.

Figure 2.2. Gendered impacts of climate change



Source: UNDP, 2015

2.2.1 Gender matters in climate change context in Viet Nam.

This section summarizes the gender-specific aspects of climate change for the following NDC-related sectors in Viet Nam: water resources, agriculture and rural development, transportation, urban areas and housing, tourism, public health, trade and energy.

a) Water resources

Vietnam has 3,450 rivers and streams of more than 10km in length. The country is highly dependent on water resources flow in from upstream, and those water resources are highly seasonal and unevenly distributed across the country²⁵. At the same time, sea level rise and salt intrusion, in addition to degradation of irrigation systems and water pollution, make water management a real challenge for sustainable development. In the context of rising sea level – of 30 cm by 2050²⁶, declining flows in rivers, and more frequent and intense droughts, storms and floods, the associated costs of Inadequate management of water resources is enormous: higher investments in infrastructure development and maintenance, higher costs for production²⁷, and lack of water for future use.

According to World Bank statistics²⁸, 91% of total population had basic drinking water in 2017. If comparing to Ministry of Health (MoH) standards, the access (in 2010) was lower. In rural areas, only 42% of the population had access to water meeting MoH quality standards in 2010, with 60% accessing MoH defined hygienic sanitation and an estimated third of these improperly used or maintained²⁹. Of the more than 8 million of people do not have access to drinking water, women are much more likely than men to collect water for family use in a daily basis. Research by ActionAid (2016) estimates that women in Northern mountainous areas spent nearly two hours every day

collecting fuel and water³⁰. During floods or droughts, the time burden for women becomes even more intense, as they are assumed as primary caregivers. Notably, 1.6% of mortality rate attributed to unsafe water and sanitation³¹, which is likely to be more prevalent to women in unserved, remote, and disadvantaged areas.

Regarding water for livelihoods, in some regions, where men are more likely to migrate to main cities for better employment opportunities, women oversee irrigation systems.

Vietnam's National Rural Clean Water Supply and Sanitation Strategy (2000, page 18) mentions specific attention to gender issues, especially women "as they have the main responsibility for the collection and use of domestic water, also for the hygiene and health of the family", but also men "who usually make the final decision about major household expenditures". Women's role is more as water users, collectors, rather than decision-makers in water management – which does not reflect the whole picture. Recent research that looked into women's participation in agricultural production in Thai Binh and Hai Duong (2016)³², and An Giang (2018) highlight the situation that women were responsible for more than 70% of water-related work themselves (for example taking water from canal to the field, and facility improvement)³³. Very few of them participated in training or decision-making, not because they didn't want to, but because they had not been invited (less than 10% participation rate in irrigation management, and less than 5% in consultative meetings on water allocation planning)³⁴. Women's lack of participation and decision-making, therefore, mean sub-optimal results for water management efforts at all levels.

b) Agriculture and rural development

According to a World Bank estimation, depending on climate scenarios, climate change will force approx. 400,000 to over one million people in Viet Nam into extreme poverty³⁵. Among this vulnerable population many of them are women.

Statistics show an increasingly feminization of agriculture in recent years: 62% of women versus 52% of men are participating in agricultural production³⁶. In Mekong Delta, the percentage is even higher: women do 72% of agricultural production, in addition to 82% of housework (MARD survey, 2012)³⁷. Women are taking charge of many tasks that were traditionally taken up by men, such as irrigation, purchasing materials and equipment, disaster preparedness, response and recovery, etc. In addition, more women than men work in family-owned businesses, which are often the most impacted and least able to recover after disasters.

As agricultural productivity remains low and vulnerable to climate change impacts, women suffer more. First, it is estimated that climate change could lower agriculture productivity by 2 – 15% in Vietnam³⁸. Second, while women are responsible for the majority of agriculture production, their access to agricultural resources, including land rights, water allocation, finance, and agriculture extension services is low. One example is that only 10.9% of agricultural land use right certificate, and 18.2% and 29.8% of land certificates in rural and urban areas respectively bear both names of husband and wife³⁹. Or that very few women farmers benefit from agricultural extension services. Third, as men out-migrate for non-farming jobs, women's responsibilities before and after disasters

become more and more essential: as members of Committee for Floods and Storms Control (CCFSC) at all levels, leading local climate-smart initiatives such as System of Rice Intensification (SRI), diversification of gardening, and other climate resilient livelihood options⁴⁰

c) Transportation

With the potential of damage to transportation system due to climate change, women may have even less access to markets, education, and health services⁴¹, and less mobility than men. In addition, women are less likely to participate in transport/ infrastructure development than men: women hold 10% of jobs in transport, while men hold 90%⁴². Also, men take the majority of supervision, decision-making and implementation, although more women are likely to implement transport projects (see Figure 2.3). This disparity may lead to the situation where design, implementation and evaluation of a specific resilience infrastructure/ transport project do not reflect the need of its users, especially women.

Figure 2.3. Men and women’s involvement in project decision making, supervision, and implementation in the Transport sector.



Source: World Bank (2012)

However, women have great potential in these transport areas; this requires however participatory processes. Women’s participation in identification of mitigation measures in the transport sector can bring about additional sustainability effects such as reduced air pollution, greater energy security, fewer road accidents, and more⁴³. Evidence suggests that in general women’s preference and needs lead to lower carbon footprints than men’s⁴⁴. In the coming years, with pressing needs for development of new cities and their transport systems, future research on gender and transport will be essential for policy makers.

d) Urban areas and housing

With 35% of total population living in cities in 2017⁴⁵, of which many are along the coastal line, climate change will affect cities in many ways, from infrastructure, housing, and ecosystem services. For example, it’s estimated that Ho Chi Minh City must invest 500,000 billion VND (approx. 21 billion USD) to respond to floods, including water drainage system, supporting infrastructure, and other

urban planning solutions⁴⁶. Notably, evidence shows that communities' engagement is one of the key success factors for any urban resiliency development program.

Research by the Institute for Social and Environmental Transition (ISET) that examines the linkages between gender, climate change, and urban resilience in Da Nang and Hue shows that the lack of specific instructions on gendered relations is likely to cause local actors to underestimate the importance of gendered interventions in practice. As a result, it's strongly recommended to policy makers to recognize (i) the necessity of improving women's capacity to address their vulnerability; (ii) the necessity of having supportive mechanisms to enable full participation and needs assessments of women in planning and decision making; (iii) the necessity of integrating gender-sensitive indicators into plans and strategies to guide gendered interventions in practice^{47 48}.

e) Tourism

Travel and tourism contributed to 9.4% of GDP in 2017⁴⁹, and created more than 4 million jobs (7.6% of total employment, both direct and indirect employment, of which 60% women).

Climate change has significant impacts on the tourism sector through its effects on resources (both natural and man-made resources). For example, sea level rise might result in the disappearance of beaches, degradation of natural tourism resources in coastal lowlands, damage to cultural heritage and other man-made tourism infrastructures, etc.

While tourism industry experts are highly aware of the potential impacts of climate change to tourism development, there is a lack of a comprehensive, updated study on the gender aspects of climate-adaptive tourism development in Viet Nam.

f) Public health

Research of the World Health Organization (2014) highlights the links between gender, health, and climate change impacts, and defines a number of common themes: (i) women are more likely to be affected by water-borne diseases during and after disasters, and (ii) women have different needs (such as reproductive health services) and capacity than men in responding to climate change⁵⁰.

A case study conducted in a central province of Viet Nam in 2014 emphasizes the limitation in district emergency plans, in which the role of primary healthcare is not clearly defined, the needs of vulnerable groups and women are not addressed, and budget for health emergency plans is missing. These gaps, therefore, lead to passive, inefficient response to disasters. The study also finds that men are 1.6 times more likely than women to have heard of climate change impacts related to health than women⁵¹; even though women play the key role in disaster preparedness and prevention.

g) Trade

The impact of climate change on trade is largely due to uncertainty and fluctuant of agriculture produce – because it represents an opportunity for developing economies that export food to other countries. As majority of agriculture workforce is women, any change in trade policies and practices will affect their livelihoods and opportunities. In many cases, the poorest, most vulnerable

communities are the most affected, as they bear the costs and risks of production (i.e. increase transaction costs, higher maintenance costs for logistics and infrastructure, more fragile natural resources, etc.) while they cannot reap the benefits of global trade activities. The situation raises a critical question of how policies could provide a supportive environment for women farmers under the context of a changing climate.

On the other hand, women in business are strengthening their positions on the market. Women-owned businesses account for 52% of micro-enterprises, 42% of small and medium enterprises, and 55% operate in retail, and whole sale trade⁵². Women contribute significantly to the whole economy, by reaching vulnerable communities and creating jobs, especially for other women. There is a policy need to strengthen their positions in the market in the context of climate change.

h) Energy

Climate change impacts the energy sector, including supply, demand, energy endowment, infrastructure and transportation, in which women and men play different roles in the household, communities, and the market.

Research show that women are time-poor and more likely to be exposed to health risks associated with forms of energy production⁵³ (e.g. for cooking and heating) because of their assumed primary care giving role. Also, for women living in remote areas, scarce forest resources are forcing them to travel a far distance and spend more time to fetch fuel wood and water. Notably, women are more likely to be seen as energy consumers, not yet as producers, stakeholders, and community leaders, as compared to men.

In Vietnam, several small-scale clean, efficient, and renewable energy sources have been introduced to women and men, aiming at creating training, employment, and business opportunities for women. A study by UNDP affirms that incorporating a gender perspective into energy projects, policy and planning is necessary to ensure effectiveness and delivery⁵⁴, because women and girls provide significant knowledge and inputs for energy development and reducing emissions.

Experience from recent projects and programmes in Viet Nam reiterate some crucial lessons on gender and climate change:

Box 2.2. Some crucial lessons regarding gender equality and DRR/CCA

- Women in Viet Nam are **playing critical roles** in responding to climate change impacts, especially CCA and DRR. However, their contributions are **not fully recognised**. Women's capacities, needs, and vulnerabilities need to be reflected better and addressed accordingly in relevant policies and actions.
- There is a **clear need for gender-sensitive programming** in CCA and DRR policies and actions throughout the project cycle, from planning, budgeting, to monitoring, evaluation, and learning at different levels;
- Capacity building for government staff accountable for data collection, analysis, and **gender mainstreaming in sector-focused CCA and DRR actions** is critical.
- In addition to women's access to information, training, technology, financing, and other resources, **investing in innovative and women-led initiatives is vital** in resilience building.
- Coordination, collaboration, and dialogue on gender-sensitive CCA and DRR between all actors at **different levels** are essential for useful results.

Challenges and gaps still exist, as is illustrated in Box 2.3 below⁵⁵.

Box 2.3. Challenges in gender mainstreaming in Vietnam's climate policy and action

- Gender mainstreaming has begun, but data and integration into climate change policy and practice is incomplete.
- Gender stereotypes persist and negatively impact women's advancement within DRR/resilience building.
- Recent trends show that more men are killed in disasters than women; however, women are more negatively affected by the impact in the aftermath of sudden and slow-onset disasters than men, e.g. as their livelihoods are affected.
- Women play a key role in protection of their community and family, income and assets, yet their role is not recognized, and their leadership is not promoted in public consultations and decision-making in relation to climate change adaptation and mitigation.
- Unequal access to and control over land and productive assets, training, information, technology, extension services and finance limit women's opportunities and capacity for DRR, adaptation and mitigation.

2.3 Legal and administrative framework on climate change management and gender equality in Viet Nam



Figure 2.4. Climate change and Gender policy^{56 57}

Figure 2.4 above shows that Vietnam has a relatively comprehensive legislative basis regarding climate change and gender equality. A few legal frameworks that make a strong case for gender mainstreaming and social inclusion in the Updated NDC include:

- Law on Gender Equality (2006) and the National Strategy on Gender Equality (2011-2020) obligate all sectors and ministries to mainstream gender in their work. The Strategy sets as target that 100 per cent of draft legal documents submitted to the National Assembly will be reviewed for their relevance to gender equality.
- The National Target Program to Respond to Climate Change (NTPRCC) (2008) underlines the importance of gender equality as a guiding principle, along with sustainable development, and the update NTPRCC (2011) specifies gender equality as one of its specific objectives.
- The National Target Programme on Sustainable Poverty Reduction and the National Target Programme on New Rural Development (2016 – 2020) consider gender equality as an approach to be included in the annual and five-year implementation plan.

- The National Strategy for Natural Disaster Prevention, Response and Mitigation to 2020 identifies that “natural disasters cause negative impacts on vulnerable groups such as the old, disabled people, women and children”.
- Vietnam’s INDC submission to UNFCCC (2015) commits promotion of gender equality and women’s empowerment during the implementation of the Paris Agreement.
- The National Programme on Community Based Disaster Risk Management highlights that “Gender equality, gender mainstreaming and promoting women's participation / women’s empowerment in the activities of disaster risk management and adaptation to climate change will bring greater efficiency to the community”.

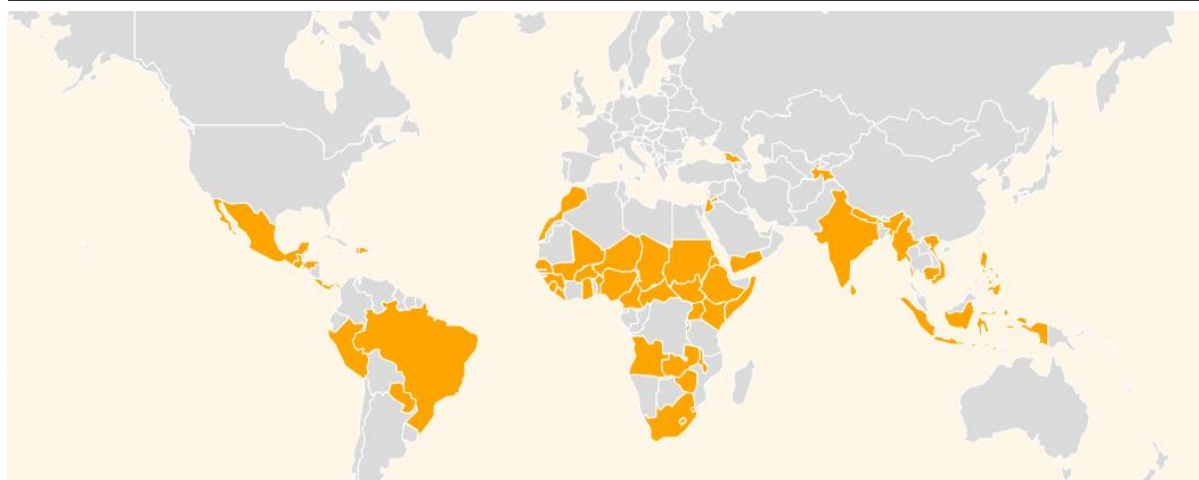
These laws, policies, and commitments by Government of Vietnam encourage cooperation, joint efforts, and practical actions between ministries and relevant agencies to ensure integration of gender and social inclusion in DRR/CCA actions at national and sub-national levels. Integrating gender and social inclusion in the Updated NDC, therefore, is essential to reaffirm Vietnam’s commitment and contribution to the implementation of the Paris Agreement.

3. HOW DO OTHER COUNTRIES INTEGRATE GENDER IN THEIR NDCs?

1.1. The process of integrating gender and social inclusion into NDCs

Since many countries have committed themselves to mainstream gender into their climate change work it is relevant for Viet Nam to learn lessons from other countries' experiences. Figure 3.1 shows the countries that to some level do pay attention to gender aspects in their NDCs

Figure 3.1. Gender Integration in NDCs globally



Source: WEDO, 2018⁵⁸

Several analyses⁵⁹ have been made to understand the efforts to integrate gender in NDCs and they all come to the following results:

- In total **64 of the 190 NDCs** analysed include a reference to women or gender. Of these, several only mention gender in the context of the country's broader sustainable development strategy and not specifically in relation to climate change policies (e.g. NDC India)
- **All 64 NDCs are from non-Annex I countries.** This is significant for a number of reasons. This highlights that gender is rarely perceived as a relevant consideration in the context of mitigation strategies, which are the overwhelming focus of Annex I countries.
- The context in which women or gender are mentioned is **most commonly in relation to adaptation** (27 NDCs). This is followed by mitigation (12 NDCs), implementation of commitments (9 NDCs), and capacity-building (5 NDCs). However, about a third of the countries refer to women or gender in a way that is cross-cutting or mainstreamed across one or more relevant sectors (22 NDCs).

- The **most common way** in which the position or role of women is characterized is as a **vulnerable group** (WVG) (34 NDCs).
- In 21 NDCs women are characterized as **beneficiaries of policies or projects**. For example, a common way in which a transition to clean energy is viewed as benefiting women is through the health benefits of cleaner cooking fuel or the reduction in unpaid care work.
- 15 NDCs refer to the role of women as **important decision-makers or stakeholders** in climate change policy-making; 6 NDCs refer to women as **agents or drivers of change**.
- 34 NDCs (of the 64) suggest that the process of NDC development was **participatory**.
- 18 NDCs in total include a **reference to human rights**.

Box 3.1. Gender budgeting and gender-climate legislation NDCs (Source: WEDO, 2018)

There is a complete absence of gender-responsive budgeting in the NDCs. However, the NDC of Ghana quantifies the cost of the policy program to increase the resilience of women to climate change. Jordan's NDC commits to ensuring that financing mechanisms for mitigation and adaptation address the needs and conditions for implementation in relation to poor women.

Liberia and Peru identify legislation that has specifically been developed to address the intersection of gender and climate change.

Based on the experiences with developing NDCs in a gender-responsive way the following **steps** are recommended to make NDCs gender responsive⁶⁰:

- **National Analysis and Consultations** - **analyse the national context** for gender trends, sex-disaggregated data and differing situations of women and men and the resulting identification of key sectors, strategies and mechanisms for policy and action.
- Institutional frameworks and coordination mechanisms in place: **assess institutional gender equality frameworks** and coordination mechanisms.
- Alignment of National Policy and Planning Instruments: **integrate gender equality** (policies) into climate change policy and planning instruments and processes (NDCs, NAPs, LEDs, NAMA, REDD+ etc).
- Guarantee a **participatory planning process** - **engage in multi-stakeholder consultations** with women and women's organizations, and other stakeholder groups (at local, subnational, national levels).
- Support **capacity development** of different groups, including communities, women's organizations, GO officials.

- Ensure **gender-responsive budgeting** in the (implementation of the) NDC: **gender-responsive climate finance mechanisms** (national and global climate funds)
- **Monitoring and Evaluation**: transparent, assists civil society, including women’s rights groups, to hold the government accountable for existing commitments or to engage with them to reform those commitments.
- The generation and use of **sex-disaggregated data** and **indicators**.

3.2 Opportunities and challenges to integrate gender and social inclusion

3.2.1. Opportunities

Experiences from diverse sources have shown that there are several opportunities that could be enhanced to promote gender-responsive national climate policies and practice⁶¹.

- (Government) **commitment** (intersectional): high-level commitment from Government and stakeholders forms an essential entry-point to mainstream gender in CC policies and action; this should be reflected in gender specific approaches, including the use of gender analysis, gender-disaggregated data and specific indicators; international commitments and benchmarking can be stimulants;
- **Institutional** setting: not only gender balance in institutions, but also coordination, communication and exchange between social/gender ministries, departments and experts, and (more technical) environmental/CC entities are crucial; this also includes full participation and inclusiveness of social/gender related national and international organisations, e.g. in Viet Nam’s case the Vietnam Women’s Union (VWU), UN Women, as well as communication with local groups and a broader public;
- **Expertise**: through focused capacity building on gender and CCA/CCM national expertise can be strengthened and play an active role; involvement of specialized gender-CC organizations can play an enabling role in this respect; also, linkages with (national) academia can be helpful;
- **Resources** and (international) support: both budget allocation and financing of gender-specific initiatives, as well gender budgeting offer crucial conditions for gender-responsive climate action; gender commitments and processes of international funds, such as GCF, GEF, can be supportive.

3.2.2. Challenges

A case study based on the situation in five countries—Costa Rica, Morocco, Peru, Uganda and Vietnam⁶²—revealed a set of gaps and challenges to integrating gender concerns and women’s empowerment into climate change policy and the NDCs to date:

- Most countries have or are in the process of developing a climate change policy and a gender equality policy: the policies exist, but the question remains of how to operationalize these policies to initiate concrete action.
- Putting different pieces together. Once the policies are in place for climate change, gender equality, sustainable development and other areas of relevance, how can they be most successfully integrated, and how do they become part of coherent ongoing planning, implementation and impact assessment? Many (I)NDCs do not reflect existing national gender and climate change policies or strategies.
- The process of generating and replicating positive models for action at local and community levels can be a challenge. How can communities be supported to implement good climate change practices that take into account gender issues?
- Developing capacity at the national and subnational levels is needed to raise awareness on gender in climate change and integrate gender into climate change policy and planning in all sectors and at all levels.
- Resources and support are needed to enable the mobilization of institutions and stakeholders.
- There continues to be a need to promote the participation of women in leadership, government departments and climate change institutions.
- Many countries see inadequate interdepartmental exchange and coordination on gender equality and climate change as inhibiting sectoral planning and policy.

3.3 Good practices from other INDCs

This paragraph highlights some practices that enhance gender-responsiveness of CC policies and processes. Box 3.2 looks into some examples from INDCs.

Box 3.2. Some examples of gender integration in (I)NDCs⁶³

Jordan's INDC notes that: 'though gender issues are still under-investigated in Jordan, the role of women in economy of rural areas is known to be substantial. Any negative impact of climate change will be most sensed by women.' In that context Jordan mentions several post-2020 actions, including (a) Integration of gender considerations and the interest of vulnerable groups in climate change policies and strategies in all relevant sectors; (b) Ensuring that financing mechanisms on mitigation and adaptation address the needs and conditions for implementation of poor women and men equally; (c) Building capacity at all levels to design and implement gender-responsive CC policies, strategies and programmes; (d) Ensuring that sector ministries adopt the Action Plans suggested by the Program for Mainstreaming Gender in CC Efforts in Jordan; (e) Alignment of Jordan's INDC to SDGs, with special attention to linking the mitigation and adaptation measures to SDGs 1-5, including the gender equality goal (SDG5).

Liberia mentions in its INDC that the *Climate Change and Gender Action Plan (CCGAP)*, that was developed in 2012, provides a framework for enhancing gender equality in both CCA and CCM activities, e.g. in the areas of decision-making, capacity building, policy implementation. Long-term adaptation initiatives, including fishery, health and transport, should all have a gender-responsive approach. For example, planned adaptation action in the health sector should integrate CC considerations into existing health policies and strategies and take into account gender-differentiated impacts and responses.

Peru's INDC states under 'Crosscutting Approaches' that national CC policies and instruments should incorporate a gender perspective to promote and ensure active, continuous, full and equal participation of women in men'. This is based on the implementation of the National Plan for Gender Equality 2012-2017 and the (future) Peruvian Action Plan on Gender and Climate Change, which is framed in the National Strategy on Climate Change. In the adaptation context vulnerable groups have been identified, including: rural populations related to subsistence family farming and/or weak market linkages, often in peasant and indigenous communities, small farmers, artisanal fishermen, native communities, small forest producers, and infants, women and seniors; and a 'gender and intercultural approach' is promoted.

In **Ghana's** INDC "Resilience for Gender and the Vulnerable' is mentioned as a policy action under the 'Implementation of community-led adaptation and livelihood diversification for vulnerable groups'. The investment need of the National CC policy is estimated at \$ 1,023 million, with an unconditional status.

Below some other country specific examples from gender integration in National Adaptation Plans.

Box 3.3. Some examples of gender integration in National Adaptation Plans (NAPs)⁶⁴

The **Republic of Sudan** has identified gender sensitivity as a 'foundational principle' of the country's NAP, and **Kenya** has expressed aspirations towards the achievement of gender equity or equality through the NAP process. Both countries identify specific activities to address gender issues in the context of climate change, including (in Sudan) women's empowerment as a priority adaptation measure. Related actions include access to financial services and social protection for vulnerable groups, including women. The **Republic of Cameroon** identifies a.o. addressing gender-based violence, as one approach to reduce CC vulnerability.

Although most NAPs identify women as a vulnerable group – with a risk to put emphasis on women's HH activities, some position women as agents of change, including **Togo**, that notes that both women and men play a critical role in social and economic development, and consequently that adaptation planning must integrate gender for equitable results of women and men. And **Burkina Faso** identifies income-generating activities for women as an opportunity to increase their resilience and adaptive capacity.

Source: Dazé and Dekens, 2018: p. 8-11

4 GENDER INTEGRATION IN VIETNAM'S INDC

Viet Nam's Intended Nationally Determined Contribution (INDC)⁶⁵ became its first Nationally Determined Contribution⁶⁶ when Viet Nam ratified the Paris agreement (2015) in November 2016. The Plan of Implementation was approved in 2016, with two-time periods: 2016-2020 and 2021-2030. The information below identifies areas where gender has been integrated into the (I)NDC.

The analysis of gender in (I)NDC follows WEDO's and UNDP's methodology⁶⁷, which refers to:

- The existence of any reference to gender or women in the policy;
- The nature of the reference, which includes:
 - The context for the reference, e.g. commitments to mitigation (M), adaptation (A), capacity-building, implementation or whether the gender reference is cross-cutting. Where a government has committed to gender mainstreaming or taking gender into account across one or more components of the INDC, this is noted as gender-sensitive.
 - The way in which women are positioned in the INDC. This includes positioning women as a group that is vulnerable to the impacts of climate change (WVG); as beneficiaries of projects or policies (B); as agents of change (AC); or as stakeholders i.e. as having a stake in climate change-related decision-making (S).
- The existence of gender-responsive budgeting in the INDC;
- The existence of a participatory planning process for the INDC; and
- The existence of a mechanism or process for monitoring or implementing the INDC.

The following paragraphs analyse the gender component of Vietnam's (I)NDC.

4.1 (I) NDC GHG Mitigation Component

The NDC1 mentions that although Viet Nam only emits 0.5% of global GHG emissions "it is **the entire country's responsibility** to simultaneously implement adaptation and mitigation, as well as use natural resources effectively"⁶⁸. The focus of the (I)NDC GHG Mitigation component is:

- Implementation of activities for GHG emission mitigation (8% unconditional compared to 2010 and forest cover increase of 45%; and 25 -30% conditional) as well as green growth in the energy, agricultural, transportation, construction sectors appropriate to national conditions based on the evaluation of global efforts in 2023 and 2028⁶⁹;
- Implementation of GHG inventory for national reports under the provisions of the Paris Agreement and periodic assessment of global efforts.

Sectors that could significantly contribute to GHG emissions mitigation are energy, agriculture, LULUCF (land use, land-use change, and forestry), and waste. Also, communication and awareness raising, enhancement of international cooperation, and monitoring and evaluation are described as part of the Mitigation component. In all these sectors and elements gender plays an important role – as the Table 4.1 below shows. **However**, the mitigation section of (I)NDC is completely gender-blind and does not refer to gender or social inclusion at all.

Table 4.1 Relevance of gender in elements of the (I)NDC mitigation section

Measures to achieve the GHG emissions mitigation targets of the (I)NDC1	Gender aspects of mitigation section (but not mentioned in text)
1. Strengthen the leading role of the State in responding to climate change	- Women's representation in climate change negotiation.
2. Improve effectiveness and efficiency of energy use; reduce energy consumption	- Women as users and producers of energy.
3. Change the fuel structure in industry and transportation	- Women's active role in innovation that leads to structural changes.
4. Promote effective exploitation and increase the proportion of new and renewable sources in production and consumption	<ul style="list-style-type: none"> - Women as users and producers of energy. - Gender impact assessment. - Consultation and use of indigenous knowledge.
5. Reduce GHG emissions through the development of sustainable agriculture; improve effectiveness and competitiveness of agricultural production	<ul style="list-style-type: none"> - Involve and consult increasing percentage of female farmers; indigenous systems and knowledge. - SRI rice projects.
6. Manage and develop sustainable forests, enhance carbon sequestration and environmental services	<ul style="list-style-type: none"> - Associate conservation of ecosystems and biodiversity with livelihood development and income generation for local communities and forest-dependent people. - Promote locally managed best practices and indigenous knowledge, as well as women's leadership and involvement. - Strengthen and expand international cooperation for investment, technical assistance and

	capacity building on biodiversity conservation and livelihood development, and women-led initiatives.
7. Waste management	- Women as consumers as well as managers of HH and municipal waste.
8. Communication and awareness raising	<ul style="list-style-type: none"> - Target vulnerable groups in communication. - Challenge gender-blindness and the misperception/biases about roles and responsibilities of women and vulnerable groups in CCM. - Provide technical assistance to communities, including women, to implement and enhance sustainable and climate-friendly production and consumption. - Support communities to develop models of eco-cities, green rural areas, sort waste at the source through RRR and improve energy efficiency.
9. Enhance international cooperation	<ul style="list-style-type: none"> - Ensure access to and control over climate financing for local communities, including women's groups. - Develop and support a financing scheme for women-led or local initiatives. - Apply gender-budgeting.
10. Monitoring and evaluation	<ul style="list-style-type: none"> - Include gender-specific indicators. - Collect and apply sex-disaggregated data.

4.2 (I)NDC - Adaptation component

The adaptation component of (I)NDC describes the climate change adaptation actions that are currently being implemented; identifies adaptation gaps in terms of institutional and policy arrangements, financing, human resource capacity and technology and prioritized adaptation measures for the 2021-2030 period. (I)NDC's specific adaptation objectives include:

- Proactively respond to natural disasters and strengthen climate monitoring;
- Ensure social security;
- Responding to sea level rise and flood in the urban area

References to women and other vulnerable groups.

The text below describes elements of (I)NDC that do refer to gender or social issues, as well as relevant entry points for integration gender and/or social inclusion (in **bold**).

Climate change impacts:

- The most vulnerable areas, regions and objects: agriculture, natural ecosystems, biodiversity, water resources, public health and infrastructure; Mekong Delta, Red River Delta, Central Coast; **the poor, ethnic minorities, the elderly, women, children and people with disabilities.** (p.8)

The need to include an adaptation component to Vietnam's (I)NDC:

- The National Climate Change Strategy has identified priorities: food security, energy security, water security, **poverty reduction, gender equality, social security, public health, livelihood improvement** and the protection of natural resources. (p.8)

Climate change adaptation until 2020:

- Respond to urgent, immediate impacts and long-term potential impacts. CCA must be linked to SD and the **transition towards a low-carbon economy, and to ensure a systematic, joint, interdisciplinary, inter-regional approach, and incorporate gender equality, hunger eradication and poverty reduction.** (p.9)
- Challenges: policies and institutions, capacity, finance (N.B. state resources can only meet 30% of the adaptation needs), technology.

CCA in the period 2021-2030:

Vietnam aims to minimize the loss of life and property due to CC.

- Respond pro-actively to disasters and improve climate monitoring (including early warning; produce **Socio-Economic Development Plans** based on CC scenarios; implement disaster prevention plans and measures, **protect peoples' lives**, prioritise urgent disaster prevention

projects, strengthen capacity; develop infrastructure; **relocate and resettle HHs and communities** from areas affected frequently by storm surges, floods, riverbank and shoreline erosion, or areas at risk of flash floods and landslides; allocate and mobilise resources for CB-CCA ; **raise awareness and build capacities**) (p.9-10)

- **Ensure Social Security** (review, adjust and develop **livelihoods, linked to poverty reduction and social justice**; strengthen **insurance system**; improve...public facilities; implement ecosystem-based adaptation, focus on preservation genetic resources, important ecosystems; **implement CBA, including using indigenous knowledge, prioritizing the most vulnerable communities**; water management, including transboundary, and **ensure water security; ensure food security**, create new CC resilient varieties, complete disease control/prevention; implement sustainable forest management, afforestation, prevent degradation; protect, restore plant and improve quality of coastal forests, including mangroves). (p.10)
- Respond to sea level rise and urban inundation

Capacity building needs

- Strengthen capacity
- Technology transfer
- Finance for CCA (including CCA projects for social-economic development in context CC)

Budgeting: **no specific entry point mentioned, but gender budgeting could be considered.**

Monitoring and evaluation – key indicators:

- At least 90% of **Socio-Economic Development Plans** have integrated DRM and CCA;
- Average national **poverty** rate is lowered 2% per year; in poor districts and communes it is lowered 4% per year
- Forest coverage increase to 45%; the area of protection forest in coastal areas is increased to 380,00 hectares, including 20,00- 50,000 ha additional mangrove planting
- At least 90% of **city-dwellers** and 80% of **rural inhabitants** have access to clean water; 100% of the **population** has access to health care services.

4.3 Reflection on gender mainstreaming in (I)NDC

Gender and social inclusion are not extensively integrated into (I)NDC. In the Mitigation Section (II), only very indirect reference is made to gender and social differentiation, mainly in the form of enhancing people's livelihoods (e.g. of forest-dependent people), awareness raising and green cities.

The Adaptation Section (III) does show some relevant references to the position of women, gender equality, the poor and ethnic minorities. It includes some interesting entry-points for integration of gender and social inclusion as well, such as the overall goal of poverty reduction, integration with Socio-Economic Plans and: ensure social security as well as food and water security, strengthening livelihoods, use indigenous knowledge, capacity building, technology transfer, insurance systems, and financing.

Process for developing INDC → more voice from the ground needed

Viet Nam's INDC has been developed with the participation and contributions from different line ministries, non-governmental organizations, research institutions, business sector representatives as well as international development partners. However, explicit involvement of women's organisations and local organisations had not been included.

Monitoring and implementation mechanism → the need for sex-disaggregated data

The monitoring and evaluation of the implementation of the GHG mitigation component to achieve the mitigation goals formulated in the INDC should be reflected in Vietnam's "National Communications" and "Biennial Updated Reports" submitted to the UNFCCC. It is important to make sure that some sex-disaggregated data as well as gender-specific indicators are included.

References to gender → more as principles, not yet translated into concrete actions

Vietnam's National Climate Change Strategy has identified that priorities are: food security, energy security, water security, poverty reduction, **gender equality**, social security, public health, livelihood improvements and the protection of natural resources.

(I)NDC under 'Climate Change Adaptation until 2020' states that "Climate change adaptation must be linked to sustainable development and the transition towards a low-carbon economy, and to ensure a systematic, joint, interdisciplinary, interregional approach, **and incorporate gender equality**, hunger eradication and poverty reduction".

It is necessary that such overall principles are translated and operationalized in concrete actions and inclusive processes.

5 UPDATED NDC (DRAFT TECHNICAL PAPER): GENDER INTEGRATION IN ADAPTATION: WHAT AND HOW.⁷⁰

This chapter analyses the current integration of gender aspects and social inclusion into the Updated NDC draft Technical Paper with regard to adaptation. It identifies areas where these issues are well integrated, as well as sectors and areas where this integration is missing. Based on that analysis it gives recommendations on where and how gender could be better integrated. It also gives some ideas about enabling factors for implementation.

5.1 Arguments for gender mainstreaming in climate change adaptation

The detailed analysis in section 2.2 of this document demonstrates the differences between women and men regarding how they experience and adapt to direct and indirect impacts of climate change. Clearly, if adaptation policies and actions do not consider these disparities this can result in more social inequalities and even in conflict⁷¹. Gender responsiveness, and social inclusion, including women's meaningful participation and engagement, will make adaptation efforts more effective and sustainable⁷² and consequently strengthen gender equality and social equity.

Box 5.1. Specific steps for gender mainstreaming in climate adaptation policy development and action⁷³

- (a) Conduct gender analysis and gendered needs and impacts assessments in the scouting and planning phase
- (b) Sex-disaggregated data: develop and use
- (c) Participatory planning and decision-making; engage in multi-stakeholder consultations with women and women's groups, and other stakeholders
- (d) Ensure women's and local groups early warning systems and other forms of climate-related information/communication
- (e) Support diversification of women's/local livelihoods and sustainable production methods
- (f) Empower women through training and capacity building (including organizational, entrepreneurial, technological), support and involvement women's organisations; support capacity building of different groups, including communities, women's organisations, GO officials.
- (g) Access to and control over resources: land a.o. resources, climate finance (including through national and international funds, including via GCF, GEF, REDD+), sustainable technologies
- (h) Enhance and involve gender expertise in CC organisations (GO, technical firms, academia, NGOs)
- (i) Ensure gender-sensitive Monitoring and Evaluation, including the use of gender-specific indicators
- (j) Apply gender budgeting.

5.2 Analysis draft (technical paper) Updated NDC Chapter on Adaptation (version 29 Oct 2018)

(based on Chapter/Section II. Adaptation, Updated NDC – technical paper; draft (English version); do not quote or extract)

5.2.1 Where and how is gender/social inclusion integrated?

The Adaptation chapter of the (draft) technical paper of the Updated NDC has integrated a social and gender perspective already into its goals and general remarks, such as:

“Viet Nam aims to adapt to climate change by minimizing damage to people and property due to climate change, reducing vulnerability and increasing resilience.”(p.36)

“Climate change adaptation must be linked to sustainable development towards a low carbon economy and ensure systematic, integrated, inter-sectoral, inter-regional, gender equality, hunger elimination and poverty reduction.” (p.39)

The (draft) adaptation chapter shows some interesting efforts to integrate gender and social differentiation into the text. For example, reference is made to the position of groups of the poor, ethnic minorities, women, children, disabled people, as vulnerable groups due to climate change. Particular attention is also put as on the position of ethnic minority women. (p.6-7)

Most remarkable is a whole section on gender under the heading of ‘Climate change Impacts’, section (l) Gender and Climate Change (p.17-18). It mentions that “both men and women are adversely affected by climate change. However, in terms of gender responsiveness, **women are more likely to be vulnerable**, affected by climate change and more vulnerable to disasters due to health factors, access to health information, [and] limited participation in decision-making processes in the community”.

The section (l) outlines the impact of climate change on *the work of women: agriculture* is one of the most disadvantaged sectors of climate change, while female workers in agriculture account for 63% of the workforce for agricultural production, including cultivation, managing livestock and postharvest work (Nguyen Tat Thang et al., 2015). (p.17)

Next it focuses on the impacts of CC, natural disasters and extreme weather on *women’s health*: the morbidity rate increases, particularly in pregnant women, girls, women suffering from chronic diseases and elderly women, but also mortality, injury and disappearance of women are included. Lack of clean water and sanitation, increased the risk of water-related diseases amongst women and other vulnerable groups. (p.17-18)

Finally, the section talks about the negative CC impacts on family’s *economic lives and livelihoods*, and the related increasing number of migrating women to cities, towns and industrial zones; these numbers are now higher than men’s, and women face a greater variety of risks and challenges. Among female workers particularly ethnic minority women are at risk. (p.18)

Also, the vulnerability of ethnic minorities in mountainous areas is well presented in the impacts section (under (n), p.18-19).

→ **Observation:** It is obvious that in chapter 2.2.2 that describes vulnerability, women and ethnic minorities are mainly depicted as ‘victims’, because their socio-economic position makes them extra vulnerable and less resistant to the impacts of climate change.

However, as next paragraphs will show women are also important actors or agents of change; this is partly reflected in the following action areas:

Action area 2.5.2 ‘**Ensuring Social Security**’ one of the action points/goals mentions: “**Develop and replicate typical livelihood models of women** in areas vulnerable to climate change and natural disasters; research and application of integrated models, models of linkages for cultivation and husbandry, cultivation and aquaculture, peri-urban agriculture, agro-forestry, cultivation and eco-tourism;” and “Community-based adaptation, using local knowledge, prioritizing the most vulnerable communities”. (p.38)

And another action area/goal: “To review, adjust, convert and develop livelihoods and production processes in line with climate change conditions associated with poverty alleviation and **social justice**; Increased community participation, especially vulnerable communities in implementation”(p.40)

5.2.2. Where and how is gender/social inclusion missing?

In the Adaptation section (Chapter 2) of Updated NDC 's draft Technical Paper, there are several areas where a gender/social inclusion element should be added, e.g. in those texts that speak about (see arrows for suggestions).

2.3 Loss and Damage

(3) **Trends in losses and damage in the future**, ‘Average household damage can be up to 62 million VND’; 2.3.2 Solutions to share climate risks (including Agricultural Insurance); and 2.3.4. Strengthen monitoring and evaluation: monitoring of the national database of losses and damages is essential.

→ **need for gender-specific data; data should be gender-disaggregated**; women should have access to insurances and relevant **information**.

2.4 Vietnam’s efforts and achievements in adaptation to CC

2.4.1 On policy and resource mobilization:

a) **State budget expenditures**. → **need to apply gender budgeting**;

b) **Spending from specialized and domestic funds** → note that **GCF and GEF have a Gender policy**, to which such spending must comply.

2.4.2 About [existing] adaptation actions for climate change:

a) **Natural resources and environment**

Raising awareness of the community about climate change → **needs to address and consult specifically women**

b) **Agricultural and rural development**

→ Specific focus needed for **strengthening the position** of female farmers/resource managers, including through **diversification of their livelihoods**, increasing their **access** to sustainable methods and technologies and to farming information (including weather and early warning)

→ Ensure **REDD+** initiatives address local needs and its **benefits** are shared by men and women and include ethnic minorities.

→ Enhance **women's participation** in implementation, and recognize their (indigenous) knowledge of agriculture, forestry, including mangroves,

c) Urban development and housing; and d) Transport sector

→ There is a need to enhance **participatory mapping and planning**, in which also specifically **women's** needs and priorities are included and ensuring safety of vulnerable groups is central.

g) Health sector

→ Collect **gender disaggregated data**, and develop **guidelines** for gender-specific approach in the area of gender and health (see WHO Guidelines)

3) Adaptation in the direction of change

→ In the promoted green growth model pay specific attention to the enhancement of **capacities, training and employment of women and ethnic minorities**, and monitor regarding its gender-specific impacts (including evaluation study).

2.5 Contribution by national self-determination on adaptation to climate change.

2.5.1 Adaptation targets to 2030

→ Update and systematize data, interdisciplinary data, strengthen basic investigation: **need to collect and promote gender-disaggregated data**

→ Development of socio-economic development planning, sectoral planning based on climate change scenarios with focus on key sectors and regions: **integrate social differentiation aspects in such planning, e.g. according gender, age, ethnicity**

Box 5.2 Recommendations Gender-NDC Workhop, Ha Noi, 12-13 August 2019 (1)

2.5.1: In the *Objectives* reference to gender can be found.

Active adaptation:

- > Add: The process of updating, reviewing, decision making and planning has to ensure the participation of both males and females.
- > Ensure access to, update and systematize labour data (men & women).
- > Guarantee infrastructure development with consideration about gender perspectives and participation of both genders.
- > Allocate climate resources with regard to gender perspectives.
- > Build capacity for both sexes and mainstream gender issues.
- > Enhance community-based adaptation.

> Develop climate resilient livelihood models for women.

2.5.2 Ensure social security (see also ch.5.1)

→ In all the targets mentioned – enhancing livelihoods and production (including SMART agriculture), community based adaptation (CBA), strengthen insurance system, food and water security, reduction risk of diseases, enhancing infrastructure and public works, IWRM, flood management and protection, capacity development : **women’s full and meaningful participation, consultation with ethnic minorities, gender assessments and access over information, capacity and sustainable technologies and resources** should be included.

→ In general the action area ‘**Ensuring social security**’ – including insurance systems and the association made with social justice (p.37) - **could be extended with a social/gender paragraph** . [on: how to ensure its benefits those most in need, most vulnerable, and involves local voices and knowledge]

Box 5.3 Recommendations Gender-NDC Workshop, Ha Noi, 12-13 August 2019 (2)

Social security:

- > Establish mechanisms which guarantee gender-responsiveness.
- > Research: mainstream gender-specific knowledge.
- > Ensure equal access to social insurance among male, female and the vulnerable.
- > Improve solutions to alleviate the workload of men and women.
- > Develop schemes, policies; strengthen the insurance system against negative impacts of climate change and natural disasters with a strong focus on women.

2.5.2:

1. *Policy, institutional framework:* Legal framework on climate change still lacks gender mainstreaming, therefore:
 - > Mainstream the Gender Equality Law into climate policies and institutional framework.
 - > Review the mainstreaming process and modify as appropriate.
2. *Capacity:* Build gender mainstreaming capacity of staff and officers.
3. *Finance:* Develop gender-responsive budgets.
4. *Technology:* Ensure women’s access to technology.

2.5.3 Solutions to achieve Adaptation targets

→ Also useful, where mention is made of spending from specialized and domestic funds, to refer to the need of **gender budgeting**.

→ Also when specific governance systems are mentioned, e.g. river basin committees, **gender-balance** should be promoted.

Box 5.4 Recommendations Gender-NDC Workshop, Ha Noi, 12-13 August 2019 (3)

2.5.3 *Active responses:*

- > Capacity enhancement for everybody, especially vulnerable groups.
- > Develop gender-responsive database about climate change impacts.

2.5.3:

- > Promote the participation of all groups, especially the vulnerable ones, such as ethnic minorities, children and women in implementation climate responses.
- > Strengthen or adjust financial mechanisms to encourage, support and attract funding for climate adaptation activities and business ideas initiated by women.
- > Enhance climate change awareness and adaptation and disaster risk management capacity in accordance with differing needs and characteristics of various groups.
- > Study, prioritize, develop and promote climate-change-adaptive agricultural technologies proposed by women and other transfer models which guarantee equal access of both genders.
- > Review and modify policies on public health protection with high attention to different characteristics of several groups.

2.5.4:

- > It is essential to have international support, including financial/technical support to empower women and address gender issues in climate change response.
- > Promote technology transfer in adaptation models managed by women.
- > Recognize the roles of both men and women in adaptation models.

2.5.5 Impact of CCA measures

Finally, an important element is the reflection on the impacts of CCA solutions on socio-economic development. (p.44) This is what has been seen also with CCA (and CCM) policies, programmes and initiatives worldwide [ID: see also CCMCC], and also **needs specific attention from a gender/social inclusion perspective.**

Box 5.5 Recommendations Gender-NDC Workshop, Ha Noi, 12-13 August 2019 (4)

2.5.5: Impacts

- > Add: "Gender-based climate change adaptation is a process, in which solutions are gender mainstreamed and implemented,..."
- > Evaluate influences of adaptation measures in terms of gender equality.
- > Generate apt adaptation solutions that can impose positive impacts on targeted subjects and that can mitigate gender inequality caused by climate change.
- > Develop flood map and gender-responsive anti-flood solutions.

2.5.6. Monitoring and Evaluation

→ This section already identifies a few indicators that point to social components, such as the reduction of the rate of poor HHs in the country (2% per year; and 4% in poor districts), 80% access to safe water and 100% to health services, as well as completion of 100% impact assessment and CC vulnerability for sectors and sectors. (p.44)

→ Overall there is a need to make these **indicators gender-specific.**

Box. 5.6 Recommendations Gender-NDC Workshop, Ha Noi, 12-13 August 2019 (5)

2.5.6: Monitoring and evaluation:

- > Include vulnerable groups and gender perspectives in M&E processes.
- > Establish a system of policies with consideration about gender issues.
- > Ensure that disaster risk management and climate change adaptation are mainstreamed into 90% of economic-social development plans.

5.3 Conclusion

Chapter 2 of the draft (technical paper) of the Updated NDC on Adaptation has shown that particularly in the section on CC impacts, efforts have been made to include a gender perspective. This is a useful opening for further discussions on localized impacts and strategic approaches to overcome these.

Throughout the specific text on climate adaptation, present and intended actions, however, there are entry points where a gender (social inclusion) perspective still needs to be included. For the arguments see para 5.1. In the analysis of these paragraphs suggestions are made on ways to include such a perspective. Box 5.1 gives a general overview of possible approaches.

6 UPDATED NDC (DRAFT TECHNICAL PAPER): GENDER INTEGRATION IN CC MITIGATION

This chapter looks into the gender and social inclusion dimensions of chapter 3 of the draft technical paper of the Updated NDC , on climate change mitigation. In Boxes suggestions from the Gender – NDC Workshop (August 2019) are included.

6.1. Overall reflections on draft Updated NDC (technical paper) Chapter 3: Greenhouse Gas Emissions

This part has as goal to enhance national capacity in greenhouse gas (GHG) emission reduction by developing a low-carbon economy and green growth. It attends to serve the national sustainable development objectives, implementing the Paris Agreement (PA) on Climate Change and actively contribute to the global efforts to achieve the Convention's objective in protecting the Earth's climate system.

Main **objectives** of the policy are:

- to implement GHG emission reduction measures in line with Viet Nam's socioeconomic conditions, with a reduction target of 9% compared to the Business-As-Usual (BAU) with domestic resources and a higher reduction target (of 25%) with international support;
- to increase the country's competitiveness towards a low-carbon economy and green growth together with sustainable development.

Overall the chapter is gender-blind, and misses references to gender aspects, to the position of women, or to the ethnic minorities. Box 6.1 below offers suggestions for including gender aspects into climate mitigation policies and actions.

Box 6.1. Suggestions for inclusion of gender perspective into mitigation policies and actions.⁷⁴

- a. Generate and use sex-disaggregated data, gender-specific indicators, gender needs assessments and gender budgeting in mitigation efforts.
- b. Ensure women's access to sustainable technology and sustainable methods (including on agriculture, energy and waste management), including women's related training and capacity building
- c. Promote employment opportunities and entrepreneurship of women in the sustainability sector
- d. Ensure women's improved livelihoods and increased income through new jobs in the sustainability sector.
- e. Guarantee that (payment for) environmental services also benefits women.
- f. Raise women's awareness as critical consumers.

- g. Ensure inclusive mitigation planning, in which women and local communities, including ethnic minorities, are participating.
- h. Ensure women's access to sustainable transport, housing (facilities) and waste management.
- i. Improve women's, men's and children's environmental health – also in remote villages - through sustainable technologies.

6.2. Analysis of Mitigation chapter, Updated NDC draft (technical paper)

*In the analysis below relevant references of gender or social dimensions are marked in bold/italics, and what offers potential entry-points to integrate gender/social security is marked with three asterisks: ***; suggestions to enhance the gender perspective are marked with an arrow →*

3.2 Efforts and achievements of Vietnam in GHG emission reduction

(4) Land Use, Land Use Change and Forestry (LULUCF)

- Project "Strengthening Resilience to Climate Change Impacts for coastal communities in Vietnam" funded by GCF (2016-2021) from 2017.

3.3 National GHG Inventory

*** → Ensure the use of **gender-disaggregated data** in the GG inventory, and promote the collection of these data in related data-bases

3.5 Mitigation options up to 2030

3.5.1 Energy:

*** → Regarding household and private uses, ensure **women's access to and control over** the following technologies (including through technical training, production, management and repair): sustainable air conditioners; LED lightning; solar water heating; solar power; biogas replacing coal for residential cooking; biogas power development; public transport from private to public; electric motorbikes; municipal waste power development; small hydropower development;

***→ Ensure women's technical **training** in production, management and repair.

Box. 6.2 ENERGY - Recommendations Gender-NDC Workshop, Ha Noi, 12-13 August 2019

>Gender issues have not been considered in energy solutions.

Recommendations: Add another pillar with indicators, particularly:

- + From E1 to to E5: Add **data** about number of household (disaggregated, female-headed households)
- + From E3 to E5: Add **indicators** about the number or proportion of female service groups.
- + E14: The **proportion** of women participating in public development

- + E16: The proportion of women ownership
- + E20 to E27: The **proportion** of women engaging in energy technology value chain.

- Impacts on economic development:
 - + Sex-disaggregated **job creation** rate.

- Social security:
 - + Sex-disaggregated **85,000 new jobs** created.

3.5.3 Agriculture:

*** → Promote **women's access to sustainable agricultural methods**, including through their training and access to extension services and resources in: SRI; improving diets for cows and buffalo; shifting rice production to rice-shrimp; converting rice to upland crop; the reuse agricultural residues/by-products; making biochar from rice straw; integration rice and upland crop management; replacement urea fertilizer for Sulfat Amon; enhancement drip irrigation and alternate wetting; recycling livestock dung to organic fertilizer.

Box 6.3 AGRICULTURE - Recommendations Gender-NDC Workshop, Ha Noi, 12-13 August 2019

Gender issues have not been included in agricultural solutions.

Recommendations:

- Measure the **number** of male and female beneficiaries
- Identify positive and negative **impacts** on men and women
- Increase women's **access** to sustainable agricultural methods
- Enhance **capacity development** through training for women and their access to agriculture extension services and resources
- **Increase women's income** in agriculture.

3.5.4 LULUCF sector:

*** →Involve women and build their **capacity** on the following methods: conservation and protection (mountainous, coastal) forest areas; forest restoration; replication of agro-forestry practices; sustainable forest management and forest certification.

Box. 6.4. LULUCF – Recommendations Gender-NDC Workshop, Ha Noi, 12-13 August 2019

- + There is no mention about gender and ethnic minorities
- + Excessive focus on technical considerations for forestry; not on socio-ecological aspects.
- Recommendations:**
 - + Section 3.6.2: Include **impacts** on social security; Create new job opportunities for workers, particularly prioritize and support women, ethnic minorities and communities which are highly dependent on forest (e.g. through sustainable forest tourism);
 - + Component d) under section 3.6.2: every part relating to people's **lives and income** enhancement should say "**prioritizes, provides equal opportunities for ethnic minorities and communities which are highly dependent on forest, especially women...**"
 - + Provide **ethnic minorities and forest-dependent communities** with land and forest, ensure that

single women and **wives** have their names on **certificate** of land and forest ownership
+ Households, ethnic minorities and forest-dependent communities have equal opportunities to participate in developing **forest protection** contract.

3.5.5. Waste sector:

*** → Involve women and build their **capacity** on the production of organic fertilizer from solid waste; explore entrepreneurship potential for women.

Box. 6.5. WASTE SECTOR – Recommendations Gender-NDC Workshop, Ha Noi, 12-13 August 2019

No reference is made of gender issues.

Recommendations:

- + Use sex-disaggregated **data** and enhance women's participation in every stage of waste management
- + Generate Information about men' and women's **employment** in every solution
- + Secure International support is essential in promoting **women leadership** in the **circular economy**
- + **Waste classification and segregation** needs the participation of everybody (every member of family and society); Ensure Regulations and awareness raising communications
- + Part E: Promote **circular economy** and ensure social security and equal income for women and men.

3. 6 Contribution to GHG Reduction for NDC

3.6.2 Impacts of the implementation of mitigation options on the socio-economy

(1) Impacts on economic growth

a) Energy sector

***Significantly reduction environmental and health treatment costs (reducing 6.8 million tons of ash to be buried by 2030) compared to fossil fuel-based electricity generation.

b) Industrial processes

*** → Ensure **women's employment** in sustainable industrial processes and ensure their environmental health.

c) Agriculture

*** Impacts on **economic livelihoods**; → Ensure that also women's economic livelihoods are enhanced.

d) LULUCF

*** Forests will help to protect production facilities, thereby indirectly **stabilizing people's life and production**; → including that of women and ethnic minorities

- Planting and protecting forests to increase the value of forest **environmental services**;

*****Payment for forest environmental services to individuals and communities** for forest protection will contribute to increasing their income;

→ ensure (local) women have access to such payments.

- Contributing to provision of spawning grounds, **food sources** and natural seedlings for aquaculture activities;

***Aquaculture products raised in mangrove forests have potential to receive ecological certificates with higher cost than those raised by other methods, thereby **increasing income for individuals and communities** as well as protecting mangrove forests

→ Ensure (local) women have access to and control over such income and related production activities.

e) Waste

*** → Waste management at local level adds to women's household chores and has health impacts; improving waste management systems and the use of organic fertilizer from recycled waste should diminish women's **work burden** and improve their **health situation**.

(2) Impacts on social security

***Creating **livelihood**, improving **labour conditions** and **income** of employees; specifically, mitigation measures in the LULUCF sector can directly generate about 85,000 **new jobs** in rural areas. In addition, forest product processing and related sectors will also indirectly generate many **new jobs**. With international support, the likelihood of **new job creation** will double, adding about 87,000 full-time jobs;

→ Ensure that women benefit from the improves labour conditions, income and new jobs.

***Effectively using, re-using natural resources and wastes;

→ Build women's role as **critical consumers**.

***Developing smart agriculture, sustainable intensive cultivation, diversifying products to stabilize **worker's livelihood**;

→ Ensure women's access to sustainable livelihoods through smart agriculture, diversifying products.

***Activities to construct renewable electricity projects in rural and remote areas will develop **local transport**, improve **accessibility to residential communities** and facilitate trade flows;

→ Ensure the access of local women to sustainable local transport.

(3) Impacts on environment protection

*** Enhancement environmental quality [water security etc]

→ Make the link with climate adaptation and ensure women's access to environmental quality and **environmental health**.

3.7 The needs for GHG emission reduction in Vietnam's NDC

***→ Also determine and include the needs of women, and socially excluded groups; through **participatory needs assessments**.

3.7.1 Policy needs

***→ Also recall social and gender related policies and **SDGs**.

3.7.2 Financial needs

***→ Include the impacts and relocation of budget spending; apply **gender budgeting**; and enhance women's employment in the sustainability sector, e.g. sustainable household energy such as solar, biogas.

3.7.3 Needs for technology transfer and capacity building

*** →In all sectors: explicitly **make sustainable technologies available** to and build capacity (training) of: women, minorities, people living in poverty;

→ Promote demonstration models;

→ Promote **gender-balance** in expert organizations.

3.8 Measurement, Reporting and Verification (MRV)

***→ Ensure the generation and use of **gender-disaggregated data and indicators**

1) At grassroots level

-GHG reduction plans at grassroots level:

***→ **Include** local communities, women and men, in planning (and implementation).

6.3. Conclusion

Although the Mitigation section throughout all its paragraphs lacks gender specific references, as well as explicit social inclusion, there is ample possibility to repair that omission, with policy intentions and ideas for action, as mentioned above

7. UPDATED NDC (DRAFT TECHNICAL PAPER) – GENDER IN HARMONIZATION AND CO-BENEFITS

Although this chapter in the draft UPDATED NDC (technical paper, chapter 4) makes explicit linkages with social aspects and sustainable development, gender comes only back in para 4.3, referring to SDG5. Below some suggestions and comments on how to make gender equality more explicit in this chapter.

7.1. Analysis Chapter Harmonization and Co-Benefits (Ch.4) Updated NDC

4.1. Co-benefits related policies

In the draft of the Updated NDC (Technical Paper) chapter 4 identifies co-benefits of climate change adaptation and mitigation policies and actions, including socio-economic and environmental benefits and the strengthening of institutional arrangements. The numerous co-benefits mentioned (in 4.1) range from contributing to sustainable development, poverty reduction, and improving material and spiritual life of people, to encouraging enterprises and economic investment.

→ **Gender equality** should be included in this range.

4.2.1 Assessment framework for the benefits of CC response solutions

This step-wise framework includes a set of indicators for assessing the benefits of CC response actions (Table 4.1). This table includes benefits in the fields of climate, economic, social, environmental, and policy and institutional sphere, with indicators for mitigation and for adaptation. Although these indicators do not mention gender equality specifically, there are several indicators that (could) have a gender dimension, including – as indicator for adaptation in the social sphere: ensure social equity.

→ To be **included**: a **gender-specific** Table of indicators, particularly by adding gender equality under the heading of Social Benefits, but also reference could be made under economic benefits: ensure energy security, food security and economic security.

4.2.2 Assessment framework for contributions of CC response to SD

CC can negatively affect the achievement of SDG goals through a gradual or rapid process. In this paragraph impacts of CC on SDGs are determined by analysing the impacts on key areas and sectors, such as: water resources, agriculture and food security, forestry, fishery, energy, transport, industry, construction, health, ecosystems and biodiversity; coastal and island areas, delta areas, mountainous and midland areas, urban areas etc.;

→ keep in mind that **SDG5** specifically looks into gender equality.

4.3 Potential assessment results and co-benefit opportunities

For each of the sectors/areas (energy, agriculture, LULUCF, Waste and IP) the benefits (climate, economic, social, environment, and institutional/policy) of CC response are determined, and harmonization between CCA and CCM is assessed.

→ Interesting outcome is that for GHG emission mitigation the **social benefits** seem to be largest under LULUCF (3.8), followed by agriculture (3.3), energy and waste score middle (2.5) and IP lowest (2.2); overall LULUCF scores highest, followed by energy and agriculture.

Then in 4.3.4 the impact matrix determines the impact of adaptation and mitigation actions on each of the 17 SDGs, including **SDG 5** (on gender equality) and **SDG 10** (on reducing inequality). For **SDG5** regarding mitigation actions **waste** scores highest (6.94), followed by agriculture (6.80) and LULUCF (6.80); but energy (1.91) and IP (0.00) show a very low score.

Also adaptation actions score quite low (3.70) on **SDG5**⁷⁵: according to the benefits of adaptation actions SDG5 seems to score almost lowest of all 17 SDGs (except of SDG7 on Sustainable Energy (3.3), SDG16 on peaceful, democratic society (3.6), and SDG 17 on global partnerships (3.3)) – this in contrast with e.g. SDGs 1, 2 and 3 that score a 7.2 for adaptation actions.

These outcomes are **in contrast** with literature that clearly seems to indicate that gender equality and women's empowerment do potentially benefit a lot from adaptation actions and could also benefit from mitigation.

An interesting issue is here: how have these co-benefits on SDG5 been **measured**? What were the criteria and indicators that were used to come to these scores?

Recommendation would also be to put a **narrative** to these outcomes: what does it mean – in the context of Viet Nam - for gender equality if adaptation actions or mitigation actions in specific areas take place?

7.2 Conclusion

Overall this chapter (4) in the Updated NDC draft (technical paper) offers interesting and valuable approaches and outcomes. However, some further explorations on the meaning of these outcomes, would be important; even if not in Updated NDC itself (or in its technical papers), it would be a very relevant enterprise. On the other hand, some caution is necessary, as the focus is now on (absolute) quantitative data, whereas the real meaning of such mitigation and adaptation actions on people's lives are often also qualitative in nature. Therefore, the call to accompany the calculations with real life narratives, particularly regarding SDG5 goals and targets.

8. CONCLUSION AND RECOMMENDATIONS

8.1 Conclusions

The rationale for gender and social inclusion in the NDC-process is based on the following arguments:

- Gender equality is a human right;
- There is a policy imperative to integrate gender considerations in the NDC review process;
- The NDC Review process offers an opportunity to address gender and other social inequalities;
- Women and men – and people from diverse social groups – may experience the direct and indirect impacts of climate change differently;
- Climate change, as well as climate policies and actions that do not take into account existing social differentiation can result in conflict and increase social inequalities;
- Climate change mitigation and adaptation efforts will be more effective or sustainable if they do take into account gender and other forms of social differentiation.

Based on experiences with, e.g., NAP processes, it is clear that climate related policies and actions need institutional arrangements, equitable access to information, and capacity development; and that there are several enabling factors that make the planning, implementation and monitoring & evaluation process gender-responsive.

Global climate change policies and approaches, as well as those related to disaster management and sustainable development – particularly since 2012 - offer important **frameworks** that guide national (and local) policy and action. Promoting gender balance in negotiation and decision-making processes forms a crucial step, but finally it is the contents of policies and related practices that need to become gender-responsive.

At **national level** in Viet Nam, the relevance of a gender-specific approach and social inclusion in the use a management of resources and a variety of economic sectors is obvious. In all household and economic sectors gender plays a crucial role – e.g. in agriculture, transport, energy and water, waste management and trade. A legal and administrative framework on both CC management and on gender equality is already present in the country. Principles have been indentified especially related to gender equality and adaptation - less so on mitigation. Experience from recent projects and programs in Viet Nam reiterate some important **lessons** on gender and climate change, including: women play critical, but not fully recognized, roles in responding to CC impacts, there is a clear need for gender-sensitive programming and gender mainstreaming in sector-focused CCA and DRR actions is critical; investing in innovative and women-led initiatives is vital in resilience building; and coordination, collaboration, and dialogue on gender-sensitive CCA and DRR between all actors at different levels are essential. Although gender mainstreaming has begun **challenges** remain, like the absence of gender-disaggregated data and integration, gender stereotypes; gender-related problems related to slow-onset disasters; the neglect of women’s roles in protection of the family,

community, income and assets, and their unequal access to and control over land and other productive resources, such as finance, technology, training and information. Overall there is a lack of gender-responsiveness in mitigation policies and efforts.

When assessing the situation regarding **existing (I)NDCs** globally, it is clear that in total only 64 of the 190 (I)NDCs analysed include a reference to gender, all of which are from non-Annex I countries. However, most references are in relation to adaptation, and most depict women as vulnerable groups. 15 (I)NDCs refer to women as important decision-makers or stakeholders, and only 6 as agents of change. Of the 64 (I)NDCs 34 suggest the planning process has been participatory, and 18 include a reference to human rights.

Based on challenges and opportunities the **following steps** have been identified: (a) national analysis and consultations, including gender analysis and data; (b) the assessment of institutional gender equality frameworks, and (c) the integration of gender equality (policies) into CC policy and planning instruments and processes; (d) participatory planning processes and multi-stakeholder consultations with women and women's organizations; (e) capacity development; (f) gender-responsive budgeting and finance mechanisms; (g) transparent and inclusive M&E; as well as (h) the generation and use of sex-disaggregated data and indicators.

Vietnam's (I)NDC refers to the principles of Vietnam's National Climate Change Strategy (2011) that identified gender equality as a priority, along with poverty reduction, social, food, water and energy security, public health, livelihood improvements and the protection of natural resources. And in the Climate Adaptation section of (I)NDC states that gender equality needs to incorporate gender equality. However, it is necessary that such principles are translated and operationalized in concrete actions and inclusive processes. Overall gender and social inclusion are not thoroughly integrated into the (I)NDC. Its Adaptation Section shows some relevant references to the position of women, gender equality, the poor and ethnic minorities. It includes some interesting entry-points for integration of gender and social inclusion as well, such as the overall goal of poverty reduction, integration with Socio-Economic Plans and ensuring social security as well as food and water security, strengthening livelihoods, use of indigenous knowledge, capacity building, technology transfer, insurance systems, and financing. In its Mitigation Section, only very indirect reference is made to gender and social differentiation, mainly in the form of enhancing people's livelihoods, awareness raising and green cities.

With regard to the recent **draft** of the **Updated NDC** (technical paper) the chapter on **Adaptation** has shown that particularly in the section on CC impacts, efforts have been made to include an intersectional gender perspective, often with a focus on women and minorities as vulnerable groups, also with regard to the impacts on their livelihoods, e.g. working in the most disadvantaged sector of agriculture. Also the health risks that women face and the specific risks and challenges of women migrants are underlined. In the action area 'ensuring social security' the development and strengthening of typical livelihood models of women in vulnerable areas is proposed. These are useful openings for further discussions on localized impacts and strategic approaches to overcome these. Throughout the text on climate adaptation (present and intended actions), however, there are areas where a gender (social inclusion) perspective still needs to be included, e.g. through the

collection of intersectional gender-differentiated data and indicators; gender (impact) assessments; ensuring women's access to insurances and relevant information; the application of gender-budgeting; compliance with GCF and GEF gender policies; enhancement of women's participation and consultation with women and ethnic minorities (including participatory mapping and planning); empowerment of esp. female farmers and diversification of their livelihoods; their access to benefits and assets, incl. sustainable technologies.

In the **draft Updated NDC** (technical paper) the chapter on **Mitigation** is still gender-blind, and misses references to gender aspects, to the position of women, or to ethnic minorities. Also in all GHG-related sectors that are mentioned there is a need to ensure the use of gender-disaggregated data and indicators; guarantee of women's access and control over technologies, methods and training; building their capacities, incl. their role as critical consumers and producers. Other important steps are to ensure: their economic livelihoods in the sustainability sector, employment and income, including their access to payment for environmental services; their access to sustainable local transport; their access to environmental health. Furthermore gender balance in expert organizations, participatory planning, and gender budgeting are suggested.

Finally, the chapter on **Harmonization and Co-benefits of Updated NDC** (draft technical paper) offers interesting and valuable approaches and outcomes, including on the relevance for SDG5. However, some further explorations on the meaning of these outcomes would be important; even if not in Updated NDC itself (or in its technical papers), it would be a very relevant enterprise. On the other hand some caution is necessary, as the focus is now on (absolute) quantitative data, whereas the real meaning of such mitigation and adaptation actions on people's lives are often also qualitative in nature. Therefore the call to accompany the calculations with real life narratives, particularly regarding SDG5 goals and targets.

8.2 RECOMMENDATIONS

Based on the outcomes of this study and on other experiences documented^{76 77 78 79 80}, the following recommendations for mainstreaming gender in Viet Nam's Updated NDC and its implementation, are identified:

- (a) Ensure institutional arrangements that support a gender-responsive and socially inclusive approach in all climate related work, including high-level commitment (including necessary budget allocation), the appointment of an UNFCCC gender focal points⁸¹ in climate change-related department(s), cooperation between relevant departments, such as MOLISA and MONRE, strengthened internal gender expertise, equal male/female representation in CC fora.
- (b) Promote the recognition of women and local minorities as agents of change, and not only as victims, including through recognition of their knowledge and experiences.
- (c) Conduct a gender and social analysis of climate change policies, programmes and actions.
- (d) Collect, use and apply in planning, monitoring & evaluation gender- and socially differentiated data and indicators in climate change policy development and climate action, and national, regional and local levels.

- (e) Ensure participatory mapping, planning, monitoring and evaluation, as well as the consultation of women. Involve their organisations and expert groups, including local women's groups, the VWU, CCWG, UN Women, CARE, donors, academia and institutions (like the ISET) in CC decision making.
- (f) Enhance local women's and minorities' capacities on climate change related areas, including on adaptation, livelihood diversification and entrepreneurship; and give support, including education and training, to women's and local communities sustainable livelihoods, including in sustainable agriculture, fisheries, energy and waste sector, transport and tourism.
- (g) Apply gender budgeting in climate change mitigation and adaptation programmes and projects, as well as compliance with GCF, GEF and REDD+ gender policies and actions.
- (h) Guarantee women's and minorities' access to climate related information, climate financing, clean and sustainable technologies, and to land and other productive resources; and leverage the co-benefits of climate action and gender equality and social equity, particularly for less advantaged groups such as migrants and women-headed households.
- (i) Accompany calculations of emission reduction and resilience enhancement with gender-specific qualitative data and real life narratives, including those looking human security and health aspects; and make sure such an approach is reflected in the Updated NDC in order to assess the contribution of CC policies and actions to SDG5.
- (j) Ensure a gender approach to loss and damage assessments, compensation, and women's and local access to climate change insurance systems.
- (k) Ensure the capacity building, involvement and support of men and boys in all these efforts.
- (l) Support studies on the role and position of Vietnamese women in CC-related transitions, including as critical consumers, producers and workers.
- (m) Develop and implement a Gender and Climate Change Action Plan for Viet Nam.

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ANNEX 1 GLOBAL POLICY CONTEXT

(Source: UNFCCC, 2013; UNFCCC, 2018; Burns, 2017; WEDO, 2018; UNFCCC, 2019)

- 1992 - the United Nations Framework Convention on Climate Change (UNFCCC) was adopted in 1992 in Rio de Janeiro. This international environmental agreement did, however, not make any references to social or gender issues.
- 1997, the Kyoto Protocol was an extension of the UNFCCC, specifically looking into climate change mitigation, but again no references to gender aspects.
- 2012 - Doha United Nations Climate Change Conference
At its eighteenth session, the UNFCCC Conference of Parties (COP18) adopted decision 23/CP.18 on promoting gender balance and improving the participation of women in UNFCCC negotiations and in the representation of Parties in bodies established pursuant to the Convention or the Kyoto Protocol. This decision marks an important step forward in advancing gender-sensitive climate policy by ensuring that women's voices are represented in the global discussion on climate change.
- 2014 - Lima United Nations Climate Change Conference
In 2014, the Conference of the Parties (COP20), in decision 18/CP.20 (also known as the Lima Work Programme on Gender(LWPG)), requested the secretariat to prepare an Action Plan for the development of the two-year work programme on gender. As a part of this process, the secretariat has mapped decisions on gender and climate change, including thematic areas that reference gender, and compiled all these decisions in this document.
- 2015 - Paris Climate Change Conference
In decision 1/CP.21, which annexes the Paris agreement, Parties acknowledge that "*climate change is a common concern of humankind, Parties should when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as **gender equality, empowerment of women and intergenerational equity***".
Paris Agreement: gender aspects included in: Preamble, Adaptation, Capacity Building; but not in the other sections (e.g. on mitigation, technology development and transfer and financing).
- 2015 - Sendai Framework for Disaster Risk Reduction: adopted at the World Conference on Disaster Risk Reduction; it calls a.o. for stronger gender, age, and disability perspectives in policies and practices; promotion of women's leadership; women's participation in DRM; resourcing and implementing gender-sensitive DRR; and adequate capacity building measures for women's empowerment and livelihoods. The Hanoi Recommendations, an outcome of the Regional Asia-Pacific Conference on Gender and DRR (2016), gave concrete recommendations for the gender-responsive implementation of the Sendai Framework.
- 2015 - The 2030 Agenda for Sustainable Development: has a strong gender focus with a strong gender focus SDG5 (achieve gender equality and empower all women and girls) –

with nine specific targets; also gender-sensitive targets for most other SDGs. Also SDG 10 (reducing inequality) is relevant in this context. All SDGs have important gender-equality implications and require a gender-sensitive approach to meet the 2030 targets [to be elaborated a bit more; and connect with UPDATED NDC ch.4 on co-benefits].

➤ 2016 – Marrakech Climate Change Conference

At COP 22 Parties continued their consideration of issues under the Gender and Climate Change agenda item. Parties reviewed progress made towards the goals of gender balance and the implementation of gender-responsive climate policy and decided to continue and enhance the Lima work programme on gender for a period of 3 years. Decision 21/CP.22 was adopted by the COP: a call for submissions on views on possible elements of the gender action plan to be developed under the Lima work programme on gender was open until 25 January 2017. Parties made their submissions directly to the submissions portal. Observers also sent their submissions to UNFCCC’s secretariat.

➤ 2017 – Bonn Climate Change Conference

Member States at the annual Conference of the Parties (COP23), convening from 6 – 17 November 2017 in Bonn, Germany, have today adopted a new roadmap to incorporate gender equality and women’s empowerment in climate change discourse and actions. The creation of a “Gender Action Plan” was agreed upon by the Parties at last year’s conference (COP22), to bolster the role of women in climate action.

The UNFCCC **Gender Action Plan** sets out, in five priority areas - adaptation, mitigation, and the means of implementation (finance, technology development and transfer, capacity building, the activities that will help achieve this objective of gender mainstreaming in climate change. These range from increasing knowledge and capacities of women and men through workshops and information exchanges, so that they can systematically integrate gender considerations in all areas of their work, to pursuing the full, equal and meaningful participation of women in national delegations, including women from grassroots organizations, local and indigenous peoples and women from Small Island Developing States. Other priority areas refer to the need to increase integration of the gender considerations—such as addressing women’s specific vulnerability to natural disasters as well as understanding women’s role in agriculture and food production, and supporting women entrepreneurs in the energy sector—into the areas of work of all Parties to the Convention; and to increase climate-related financial resources that integrate gender priorities and reflect the needs of women and girls. Lastly, the Gender Action Plan seeks to improve tracking of the implementation of the gender-related decisions.

The first report to evaluate the progress on the implementation of the Gender Action Plan will be presented in November 2019. (Source: UN Women: <http://www.unwomen.org/en/news/stories/2017/11/announcement-first-ever-gender-action-plan-on-climate-action-adopted>)

➤ 2018 – Katowice Climate Change Conference (COP24)

In the adopted *Paris Implementation Guidelines* explicit reference is made to the importance of gender-responsiveness, gender balance, taking into account social aspects and including

traditional/indigenous/local knowledge is made in several areas: the Nationally Agreed Contributions (NDCs), Adaptation Communication, Finance, Technology Framework, Transparency Framework, Compliance. Also in the work of the Subsidiary Body on Scientific and Technological Advice, and the Subsidiary Body on Implementation (SBI) a gender-specific approach was promoted, including the review of the Lima Work Programme on Gender in 2019. (UNFCCC, 2013; WEDO, 2019)

2019 – Bonn Climate Change Conference (SB50; June): In an in-session Workshop **Review** implementation of the LWPG took place, particularly through parties' submissions on differentiated impacts of climate change on women and men; integration of gender considerations in climate policies, plans and actions; progress in enhancing gender balance in national delegations; the SBI agreed to continue its consideration at SBI51 (December 2019)^{81 81}.