

**UN-REDD**  
PROGRAMME

# UN-REDD VIET NAM PROGRAMME GENDER ANALYSIS



# UN-REDD PROGRAMME



The UN-REDD Programme is the United Nations collaborative initiative on Reducing Emissions from Deforestation and forest Degradation (REDD+) in developing countries. The Programme was launched in 2008 and builds on the convening role and technical expertise of the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP) and the United Nations Environment Programme (UNEP). The UN-REDD Programme supports nationally-led REDD+ processes and promotes the informed and meaningful involvement of all stakeholders, including indigenous peoples and other forest-dependent communities, in national and international REDD+ implementation.

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# UN-REDD VIET NAM PROGRAMME GENDER ANALYSIS



## ABOUT THIS REPORT

In November 2012, the UN-REDD Programme in Viet Nam commissioned a team of three specialists to undertake a gender analysis. This assignment involved delivery of three key tasks, (1) Evaluation of the process and outcomes of Phase I of the UN-REDD Programme from a gender perspective; (2) Identification of gender issues in land/forest management in Lam Dong Province for Phase II of the UN-REDD Programme. All of which will (3) inform the design and M&E of Phase II that ensures and promotes gender equity, equality and women empowerment.

This report presents the findings of and analysis drawn from the above-mentioned tasks, whose scope and methodology is described in Section 1.4. Rigorous literature review, five days of field work in Lam Dong Province followed by a series of interviews with key stakeholders in Hanoi, which took place from November to December 2012, were the primary vehicles to data collection.

The first part of the report visits some of the lessons learned from selected international programs and studies related to REDD+, climate change, natural resources management and other environmental programmes in general (Chapter 2). It will consider some of the most relevant activities and observations where gender issues are addressed and how these lessons can help inform a gender mainstreaming approach for Phase II. Furthermore, where gender was not adequately considered, what recommendations for entry points of gender issues should be provided. This is followed by a review, and it analyses the results of selected design aspects and activities of Phase I that paid attention to gender (Chapter 3).

The second part consists of an analysis of gender issues in land and forest management and the gender power dynamics in social, economic and political spheres, particularly those that may result in unequal status, opportunities, benefits and risks faced by women and men in Lam Dong Province. This second part is essentially an analysis guided by the research questions posed in the Terms of Reference (Chapter 4). It is also complimented with an assessment on gendered-anticipated impacts and opportunities posed by Phase II and recommended actions. The recommendations are drawn from the lessons and learnings presented in the two earlier parts of the report. The specific applications of these activities are detailed in the Gender Action Plan (Table 3), which is a principal reference on how gender considerations will be mainstreamed into the outcomes of Phase II.

This gender analysis report is a living document that will be adjusted as appropriate in response to the development of the REDD+ mechanism in Viet Nam. Particularly with the Gender Action Plan (Table 3), it will adapt to changing needs and conditions in the national / provincial architecture for REDD+.

This report was prepared by a team of independent consultants comprising of Anggia Burchill (Team Leader), Thu Ba Huynh (Senior Researcher), and Do Quoc Anh (National Field Researcher). The draft report was reviewed by a panel of experts from UN Women and UNDP in Hanoi, UN-REDD gender focal points in Bangkok and New York as well as an independent international gender expert. The overall technical supervision and management of the assignment was provided by Tore Langhelle of the UN-REDD Programme in UNDP in Viet Nam.







## ACRONYMS

5MHRP	Five-Million Hectare Reforestation Programme (the “661 Programme”)
BDS	Benefit Distribution System
CBO	Community Based Organization
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEMMA	The Committee for Ethnic Minority and Mountainous Areas
DARD	Department of Agriculture and Rural Development
DNC	Department of Nature Conservation of VNFOREST
DoF	Department of Forestry (Provincial level)
DONRE	Department of Natural Resources and Environment
EG	Executive Group (for the UN-REDD Viet Nam Phase II Programme)
FAO	The Food and Agriculture Organisation of the United Nations
FPIC	Free, Prior and Informed Consent
GAD	Gender and Development
GoV	Government of Viet Nam
ha	hectare
LGE	The Law on Gender Equality
LUC	Land Use Certificate
MARD	Ministry of Agriculture and Rural Development
MONRE	Ministry of Natural Resources and the Environment
MRV	Measurement, Reporting and Verification
MRV&M	Measuring, Reporting and Verifying REDD+ and Monitoring
M&E	Monitoring and Evaluation
NGO	Non-governmental Organisation
NPD	National Programme Director (for the UN-REDD Viet Nam Phase II Programme)
NRAP	National REDD+ Action Programme
NRF	National REDD+ Fund
NRSC	National REDD+ Steering Committee (for the NRAP)
NSGE	The National Strategy on Gender Equality
NTP-RCC	National Target Programme to Respond to Climate Change
NTFP	Non-timber Forest Product
PC	People’s Committee
PES	Payment for Ecosystem Services
PFES	Payment for Forest Ecosystem Services
PMU	Programme Management Unit (for the UN-REDD Viet Nam Phase II Programme)
PPC	Provincial Peoples’ Committee

PPMU	Provincial PMU (for UN-REDD Phase II Programme)
REDD	Reducing Emissions from Deforestation in Developing Countries
REDD+	Reducing Emissions from Deforestation and Forest Degradation in Developing Countries; and the role of Conservation, Sustainable Management of Forests and Enhancement of Forest Carbon Stocks in Developing Countries
SEDP	Social and Economic Development Plan
SHG	Self-help Group
SFE	State Forest Enterprise
UNFCCC	United Nations Framework Convention on Climate Change
UN-REDD	United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
UNDP	United Nations for Development Programme
UNEP	United Nations for Environment Programme
UNDRIP	United Nations Declaration on the Rights of Indigenous People
VNFOREST	Viet Nam Administration of Forestry (in MARD)
VRO	Viet Nam REDD+ Office
WU	Viet Nam Women's Union
WEMAN	Women Empowerment, Mainstreaming and Networking

## Glossary

Gender	<p>The socially constructed roles and responsibilities assigned to women and men in a given culture or location. Gender identity is learned and changes over time.</p> <p>The term “Gender” is further defined as a word used to describe a set of social qualities and behaviors expected from men and women by their societies. A person’s social identity is formed by these expectations. These expectations stem from the idea that certain values, behavior, characteristics, needs and roles are ‘natural’ for men, while certain other qualities and roles are ‘natural’ for women.</p> <p>Moreover, it describes Gender not as a biological factor: girls and boys are not born knowing how they should look, dress, speak, behave, think or react. Their gender masculine and feminine identities are constructed through the process of socialization, which prepares them for the social roles they are expected to play. These social roles and expectations differ from culture to culture and at different periods in history. They can and do change.</p> <p>Patriarchal social structures and institutions are sustained and strengthened by value-systems and cultural rules which propagate the notion of women’s inferiority. Every culture has its own example of customs, which reflect the low value placed on women. Patriarchy makes women powerless in many ways: by convincing them of their own inferiority to men; by demanding that they conform to certain stereotyped ‘appropriate’ roles and behaviors; by denying them control over their own bodies, lives and labors; by limiting their access to resources and by restricting their opportunities to participate in decisions which affect their own lives.</p>
Gender roles and relations	Ways in which a culture or society defines rights, responsibilities, and identities of men and women in relation to one another.
Gender equality	Refers to an equal sharing of power between women and men, in their equal access to education, health, administrative and managerial position, equal pay for work of equal value and equal seats in parliament, among others the same status, rights and responsibilities for women and men.
Gender sensitive	Being aware of the differences between women’s and men’s needs, roles, responsibilities, and constraints.
Gender analysis	An organized approach for considering gender issues in the entire process of program or organizational development. The purpose of gender analysis is to ensure that development project and programs fully incorporate the roles, needs, and participation of women and men. Gender analysis requires separating data and information by sex (known as sex-disaggregated data) and understanding how labor, roles, needs and participation are divided and valued according to sex (whether one is a man or a woman).
Gender / Sex-Disaggregated Data	Data that is collected and analyzed separately for men and women.



Gender mainstreaming	Is a globally accepted strategy for promoting gender equality. Mainstreaming is not an end in itself but a strategy, an approach, a means to achieve the goal of gender equality” <sup>1</sup> . Gender mainstreaming was defined by the United Nations Economic and Social Council in 1997 as “a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of the policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.” As such, gender-responsive policies and programmes recognize and address gender as an important variable that must be explicitly designed and budgeted for, implemented, monitored and evaluated.
Women’s Empowerment	Refers to tools, strategies and approaches that seek to correct asymmetries of power, access and privileges that result from gender inequalities. Promoting gender equality may require efforts to ensure women’s empowerment.
Reproductive Role (Work)	The reproductive role comprises the child bearing/rearing responsibilities and domestic tasks undertaken by women, required to guarantee the maintenance and reproduction of the labor force. It includes not only biological reproduction but also the care and maintenance of the workforce (husband and working children) and the future workforce (infants and school-going children).
Productive Role (Work)	The productive role comprises work done by both women and men for payment in cash or kind. It includes both market production with an exchange value, and subsistence/ home production with an actual use-value, but also a potential exchange value. For women in agricultural production this includes work as independent farmers, peasants’ wives and wagedworkers.
Access to and control over resources	Refers to the concept that individuals have the access to resources for carrying out their activities and the command that have over the benefits that derive from these activities.

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# EXECUTIVE SUMMARY

In November 2012 the UN-REDD Programme in Viet Nam employed a team of consultants to recommend how Phase II of the UN-REDD Programme in Viet Nam should incorporate gender considerations within its planning and implementation. The scope of the study was mainly provincial, with fieldwork conducted in Lam Dong Province. The main target audience is the implementers of Phase II, although some of the findings and recommendations would be applicable for other REDD+ and forestry projects in Viet Nam as well.

This report is the product of the consultants' work. The report starts out with a review of lessons from gender mainstreaming in other projects related to natural resource management, as well as a review of how Phase I mainstreamed gender. Thereafter the report presents findings from the field, and makes specific recommendations on for implementation in Phase II. Lastly, the report includes an internal Gender Action Plan for monitoring gender mainstreaming in Phase II.

## **Mainstreaming Gender in Phase II of the UN-REDD Programme in Viet Nam**

Women and men have different roles, rights, responsibilities, knowledge, management of and access to forests. At the same time, the ability of men and women to participate in, and benefit from, REDD+ is moulded by varying cultural norms and socioeconomic contexts.

The rationale for including gender considerations in REDD+ policy, planning and implementation is predicated on the human rights-based approach to development. Gender equality is a human right as set forth in the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and as well as addressed in the United Nations Declaration on the Rights of Indigenous People (UNDRIP). The Cancun Agreement<sup>2</sup> made several references to gender and women, and the 17th meeting of the Conference of Parties to the United Nations Framework Convention on Climate Change (UNFCCC) in Durban in 2011 continually reinforced, in various parts of the Decisions, the necessity to take gender considerations.

Most importantly, the UN-REDD's Social and Environmental Criteria and Principles (SEPC) further emphasise the importance of gender equality. Under Principle 2, "Respect and protect stakeholder rights in accordance with international obligations" criterion 8 specifically states "Promote and enhance gender equality, gender equity and women's empowerment". Besides those normative reasoning, mainstreaming gender into REDD+ can increase efficiency, effectiveness and sustainability<sup>3</sup> of the Programme.

## **Gender Analysis, Approach and Methodology**

Phase II is committed to a rigorous gender mainstreaming approach, which will ensure that safeguards pertaining to gender equality, gender equity and women's empowerment are respected. Phase II will involve both men and women in the planning and implementation of the demonstration activities at commune and village level in the six pilot provinces.

The analysis sets out with the gathering of evidence and learning from the experience of other REDD+ related programs. Furthermore, the gender analysis was also conducted to identify the gender-defined differences in access to and control over resources; power dynamics between women and men; and different social, economic, and political inequalities and opportunities faced by women and men. Being aware of the distinct roles of women and men in areas will ensure that the design and M&E of Phase II that ensures and promotes gender equity, equality and women empowerment.

- .....
2. The Cancun Agreements were a set of significant decisions by the international community to address the long-term challenge of climate change collectively and comprehensively over time, and to take concrete action immediately to speed up the global response to it. The agreements, reached on December 11 in Cancun, Mexico, at the 2010 United Nations Climate Change Conference, represented key steps forward in capturing plans to reduce greenhouse gas emissions, and to help developing nations protect themselves from climate impacts and build their own sustainable futures. Source: UNFCCC official website, [http://unfccc.int/key\\_steps/cancun\\_agreements/items/6132.php](http://unfccc.int/key_steps/cancun_agreements/items/6132.php)
  3. The Business Case for mainstreaming gender in REDD+, UN-REDD Programme

Qualitative data was collected from Lam Dong Province being the sole pilot province for Phase I as well as one of the planned six participating pilot provinces for Phase II. In addition to fulfilling the inquiries posed by a set of research questions, a gender analytical framework was utilised to identify the salient factors in women and men's lives pertaining to the programme at hand. In addition to in-depth interviews at the provincial level, group discussions and questionnaires were also administered in Lam Ha District, Phu Son and Phuc Tho Communes and the three villages of R'Tieng village, R'Tieng 1 village, and Lâm Bô village.

### **Lessons from Other Gender Mainstreaming Effort in Viet Nam and the Region**

The lessons from other similar international projects demonstrate that women are experiencing the highest risks of being excluded by REDD+ programmes. This is due to a large extent by cultural, social and historical factors that act as barriers for the participation of women in politics and in the labour market in general. Some of these critical gender issues in REDD+ programmes include:

- Attention to gender is often limited to counting the numbers of women versus men engaged in particular activities, and commonly lack approaches to ensure that women's strategic needs are met both in terms of access and influence over the design and monitoring of the projects;
- Forestry institutions are gender biased. Forestry is one of the socio-economic sectors where the work force consists mainly of women; Women are lacking land ownership;
- Meanwhile, lessons from piloting benefit sharing mechanisms show that there is a misleading assumption that forest dependent communities are homogeneous, and existence of high risk of elite capture.

A group of successful international projects addressed the above issues through a) facilitation of women's capacity building and benefit sharing by organising them into self-help groups (SHGs), b) enhancement of the capacities of governments to design and implement gender-responsive national REDD+ strategies and programmes, c) financing women's organisations and entrepreneurs working to mitigate and/or adapt to climate change, and d) including women in environmental planning, budgeting, and policy-making processes.

### **Lessons from Phase I**

A degree of awareness of and attention to gender issues was reflected through the piloting of Free, Prior and Informed Consent (FPIC) and several studies to inform the design of a Benefit Distribution System (BDS).

In terms of BDS, during Phase I, the Programme pursued several measures of due diligence to define the beneficiaries and ensure equitable allocation of benefits from REDD+. However, an effective representation of women's collective voice was still absent. Although the policy framework for BDS advocates for non-discrimination against women, there was a notable absence of a unified and coherence forum for women in the programme governance. Furthermore there was a lack of dedicated awareness raising and educational activities for women. Meanwhile, the piloting of Free, Prior and Informed Consent (FPIC) in Phase I was successful in terms of drawing participation from more than 5,500 local people across 78 villages, however, considerable practical challenges remains including those stemming from gender inequality, that:

- The gender equality aspect was only been measured in terms of the number of participants;
- The design lacked approaches to ensure that women's strategic needs<sup>4</sup> are met;
- Gender constraints in the choice of meeting location and timing were not considered;
- The strategic planning and delivery of FPIC I did not leverage on the existing resources, breadth of network and intrinsic skills of the Women's Union;
- The creation of interlocutors was a worthwhile platform for building skills for men and women.

.....  
4. These strategic needs include access and the ability to influence the design and monitoring of the projects. Strategic interests for women arise from their subordinate (disadvantaged) position in society.



## **Gender Dimension of Lam Dong Province**

Men and women in Lam Dong Province are exposed to different level of risks from REDD+ programme, as these key findings demonstrate:

- Women's time and energy are tied with agricultural work for most the season. In addition to that, women have much greater responsibility in terms of family and household care. Their lack of time is a key constraint to acquiring access to formal education and thus fewer formally acquired skills (e.g. languages, negotiating skills), as opposed to men. Essentially, low levels of literacy, mobility constraints and high work burdens also hamper women's abilities to benefit from capacity building opportunities and to participate in public forestry activities available through REDD+ programme;
- As for the ethnic minority women, they are bound by their existing customs and traditions that often restrict their access to knowledge and participation in decision-making. Meanwhile, changes in their traditional lives are clear and forest knowledge more limited due to changing role in tribal leadership and transformed family and organizational structures. In addition to that, the ethnic minority women generally lack knowledge and self-confidence on issues perceived technical, such as climate change and REDD+;
- In forestry, the role of women are linked to fulfilling the subsistence needs for fuel wood, medicinal products, wild foods, fodder for livestock, and selling small quantities of fuel wood in local markets while men's roles are linked to timber and Non-timber Forest Products (NTFP) extraction for commercial purposes. Conservation measures that potentially bar entrance into protected forests will increase women's labour and time demands considerably;
- While all of the households in the sample villages have been granted with Land Use Certificates for agriculture and resident lands, only a small proportion own Land Use Certificates for forestland because forest areas are owned by the Forest Protection and Management Board. If equity and ownership are overlooked, it will make it difficult for communities to participate and therefore increase the risks of further exclusion of women (and other vulnerable groups) from REDD+;
- Among the key findings of the report are those relating to representation of women in decision-making bodies. For example, despite the large number of women working in the forestry sector, women's representation in the forestry governing bodies is still low. In the case of Viet Nam, although the legislative and policy frameworks have been put in place to address gender inequality and promote women's rights across sectors, gender disparities in leadership still exist at all levels of government and women tend to be excluded from the decision-making process. Men dominate critical roles within veterinary, agricultural advancement, and forest protection areas. The implementation of the government's female leadership quota policy is still inadequate, particularly in carrying out regular monitoring and assessment. This results in potential female leadership remaining undiscovered. These factors combined with lower educational qualifications and skills have been significant barriers for women from participating in leadership roles and thereby asserting influence in decision-making particularly in the forestry sector.

## **Key strategies to mainstream gender in UN-REDD Programme Phase II**

In light of the situation above, therefore at its core, gender-mainstreaming activities will ensure that gender considerations will be incorporated into the programme from design through post-evaluation; and ensuring that equal opportunities will be available to men and women. Furthermore, the activities will be mainstreamed to help improve overall project performance, overcome gender-based barriers, increase both men's and women's participation and ensure that new mechanisms will not have an adverse impact on women.

These gender mainstreaming strategies include three elements:

- Developing technical expertise for gender equality, women's empowerment and REDD+
- Developing mechanisms for accountability by project owners
- Addressing organizational cultures to ensure elimination of institutional gender blindness.

In addition, six critical gender mainstreaming targets and the proposed methods of achieving them are described. The final text, which follows from GAP, will be the roadmap where they are essentially the specific details and suggestions on how to achieve these targets.

The six gender mainstreaming targets are:

- Target 1: 100 % of key men and women officers involved directly in Phase II activities have received gender awareness training by the end of the Programme
- Target 2: Pilot Work on Agroforestry for Grassroots Women's Group in Lam Ha District is fully explored and consulted with the relevant stakeholders
- Target 3: The degree of consultation of the VNFOREST Gender Action Plan outside of the GoV
- Target 4: National Gender Focal Point and Provincial Focal Points from all 6 pilots nominated
- Target 5: Trainings on general REDD+ principles, programme management and implementation, data collection, monitoring and participatory planning for key officials in Women's Union and CSO's in Lam Dong organized
- Target 6: Minimum 30% women membership at the Independent Monitoring Board



## In Conclusion

The UN-REDD Programme in Viet Nam has the potential to transform gender relations and foster women's empowerment by recognizing, supporting, and rewarding women's roles in forest management and protection. Strategies to redress the gender gap must not be based on the notion that women are victims of climate change as they are so often portrayed. They must rather be viewed as (potentially) powerful agents of change, due in strong part to their roles as stewards and managers of forest resources. The main focus will be on six pilot provinces – where the Programme will create the foundations for piloting of gender mainstreaming at commune, district and provincial levels in parallel with the general approach to Phase II. Implementation of gender mainstreaming work will leverage to the maximum extent possible the use of existing strong laws, political and social structures, experience and human resources.

# 1. INTRODUCTION

## 1.1. Background and Context

The United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (the UN-REDD Programme) was launched in 2008 and builds on the convening role and technical expertise of the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP) and the United Nations Environment Programme (UNEP), referred to as the participating UN Organizations. The UN-REDD Programme supports nationally led REDD+ processes and promote the informed and meaningful involvement of all stakeholders, including Indigenous Peoples and other forest-dependent communities, in national and international REDD+ implementation.

The UN-REDD Programme supports national REDD+ readiness efforts in two ways: (i) direct support to the design and implementation of UN-REDD National Programmes; and (ii) complementary support to national REDD+ action through common approaches, analyses, methodologies, tools, data collation and best practices developed through the UN-REDD Global Programme<sup>5</sup>.

## 1.2. The UN-REDD Programme in Viet Nam

As one of the nine pilot countries, the UN-REDD Programme for Viet Nam was established to address deforestation and forest degradation through capacity building at national and local levels.

**Table 1: Programme Information**

The UN-REDD Programme in Viet Nam				
	Implementation Period		Financing (USD) in Total	Pilot Provinces
	Start	End		
Phase 1	October 2009	June 2012	4,384,756	Lam Dong
Phase 2	Early 2013	End of 2015	30,229,800	Lam Dong, Ca Mau, Binh Thuan, Ha Tinh, Bac Kan and Lao Cai

Source: Various programme documents

As illustrated in Table 1, Phase I of the UN-REDD Programme in Viet Nam started in October 2009 and ran for roughly three years. It focused on overall REDD+ readiness, including: the institutional infrastructure and REDD+ policy development; contributing to formulation of reference levels and design of a system for Measurement, Reporting and Verification (MRV); and initiating consultation and awareness raising processes. It aimed at institutional strengthening and capacity building of relevant organisations at both central and local levels. It supported national and local studies and pilots in its pilot province of Lam Dong, and worked on regional cooperation for REDD+.

After Phase I ended 30 June 2012, the Government of Viet Nam (GoV) has progressed with designing and moving into a Phase II of the UN-REDD Programme, which expands into six provinces; namely Lam Dong, Ca Mau, Binh Thuan, Ha Tinh, Bac Kan and Lao Cai. While specific activities are not determined, Phase II will include (but not be limited to) i) a provincial planning-based approach to REDD+ under the National REDD+ Action Programme (NRAP); ii) piloting a benefit distribution system (BDS); iii) developing demonstration models.<sup>6</sup>

5. The Global Programme develops common approaches, analyses, methodologies, tools, data and guidelines that facilitate REDD+ readiness work. The UN-REDD Global Programme work is designed to support country actions on REDD+.

6. UN-REDD Viet Nam, Phase II Programme, Operationalising REDD+ in Viet Nam, 27 November 2012.



### Box 1: REDD+ in Brief

Reducing Emissions from Deforestation and Forest Degradation (REDD) is an initiative to create a financial value for the carbon stored in forests, offering incentives for developing countries to reduce emissions from forested lands and invest in low-carbon paths to sustainable development.

“REDD+” goes beyond deforestation and forest degradation, and includes the role of conservation, sustainable management of forests and enhancement of forest carbon stocks. A core principle underlying REDD+ is performance-based payments, in which payments will be made to forest owners and users who can demonstrate reduced emissions and/or increased carbon stocks. It is aimed at paying carbon rights’ holders with sufficient incentive to maintain or increase carbon stock in the forests.

Source: *Re-envisioning REDD+: Gender, Forest Governance and REDD+ in Asia*, Jeannette Gurung and Abidah Billah Setyowati, June 2012.

### 1.3. Rationale for Gender Mainstreaming in the UN-REDD Programme

This rationale to include gender considerations in REDD+ policy, planning and implementation is predicated on the human rights-based approach to development. Gender equality is a human right set forth in the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), as well as addressed in the United Nations Declaration on the Rights of Indigenous People (UNDRIP). The Cancun Agreement<sup>7</sup> made several references to gender and women, and the 17th meeting of the Conference of Parties to the United Nations Framework Convention on Climate Change (UNFCCC) in Durban in 2011 continually reinforced, in various parts of the Decisions, the necessity to take gender considerations.

Besides the normative reasoning, the Programme also recognises that mainstreaming gender into REDD+ can increase efficiency, effectiveness and sustainability<sup>8</sup> of a project. Most importantly, the UN-REDD’s Social and Environmental Criteria and Principles (SECP) further emphasise the importance of gender equality. Under Principle 2, “Respect and protect stakeholder rights in accordance with international obligations” criterion 8 specifically states “Promote and enhance gender equality, gender equity and women’s empowerment”. The SECP were in 2012 welcomed by the UN-REDD Global Programme’s Policy Board as a guiding framework for REDD+ safeguards.

### 1.4. National Regulatory Framework Related to Gender Equality

An equally important overarching basis to mainstreaming gender in the UN-REDD Programme is to uphold the mandate of Viet Nam Government’s policies and plans for gender and development (GAD), and the Ministry of Agriculture and Rural Development (MARD)’s own Gender Strategy in Agriculture and Rural Development, period 2011-2015.

In the context of Viet Nam, gender equality has been an important objective set out by the Communist Party and the Government since the very first day of the foundation of the Democratic Republic of Viet Nam. The Law on Gender Equality (LGE) was issued in 2006 to guarantee equal rights to women, and calls for the adoption of gender strategies by each ministry. The National Strategy on Gender Equality (NSGE) for the period of 2011-2020 was issued to further strengthen the legal instrument for the promotion of gender equality and women’s empowerment.

At the provincial level, the legal framework is transpired through Action Plan No. 39-CTr/TU, which calls for the implementation of Resolution No. 11-NQ/TW, “Policy for women in the period of industrialization and modernization”. Reportedly, this Action Plan has also been mainstreamed into the provincial socio-economic development plan in order to warrant monitoring and support towards achievement of the targets. This Resolution also demands for the Women’s Unions roles to be further strengthened in order to fulfil their tasks and enhancing gender equality.

A detailed list of policies from the national level that form part of the legal framework on Gender Equality in Lam Dong and a description of Resolution No. 11 can be found in Annex D and E.

7. The Cancun Agreements were a set of significant decisions by the international community to address the long-term challenge of climate change collectively and comprehensively over time, and to take concrete action immediately to speed up the global response to it.

The Agreements represent key steps forward in capturing plans to reduce greenhouse gas emissions, and to help developing nations protect themselves from climate impacts and build their own sustainable futures. Source: UNFCCC official website, [http://unfccc.int/key\\_steps/cancun\\_agreements/items/6132.php](http://unfccc.int/key_steps/cancun_agreements/items/6132.php)

8. The Business Case for mainstreaming gender in REDD+, UN-REDD Programme.

## 1.5. Objectives of the Gender Analysis

In the course of Phase I, the Programme was able to identify potential interventions where gender equality could be tailored, particularly at the grass roots level. Initial results of gender mainstreaming from Phase I, however, were yet to be thoroughly examined on whether or not there was adequate, timely and participation of both men and women.

As indicated earlier, Phase II of the Programme is committed to a more rigorous gender mainstreaming approach, which will ensure that safeguards pertaining to gender equality, gender equity and women's empowerment are respected. Phase II will involve both men and women in the planning and implementation of the demonstration activities at commune and village level in the six pilot provinces.

In essence, this gender analysis was commissioned to fulfill the following objectives:

1. An evaluation of the process and outcomes of Phase I;
2. An identification of gender issues in land/forest management in Lam Dong Province relevant for Phase II;  
All of which provide quantitative and qualitative baseline data that will,
3. Inform the design and M&E of Phase II to ensure and promote gender equity, equality and women empowerment.

Being the sole pilot province for Phase I and one of the six participating pilot provinces for Phase II, Lam Dong Province was selected as the primary sample for fieldwork. The wealth of experience from Lam Dong offers important lessons for the gender mainstreaming design of Phase II for the other five pilot provinces. Having said that, further analysis on the five other provinces might be required considering their social, economic and cultural differences to Lam Dong Province.

The primary audience for this gender analysis will be the Government of Viet Nam (Specifically VNFOREST as the project owner), the project management unit of Phase II and the Programme's resource partners. This report will also be made available to the public through the National REDD Network's website ([www.vietnam-redd.org](http://www.vietnam-redd.org)).

## 1.6. Approach and Methodology

Below are the research questions this assignment aimed to address. They were also utilised as parameters to data gathering and as a guide to analysis:

### **Baseline data:**

- What is the gender division of labour related to forestry and forest products, and patterns of decision making in the communes?
- Who has access to and control over forest resources, assets and benefits?

### **The impact of Phase II:**

- How will Phase II benefit women and men differently?
- What are possible barriers and constraints that will keep women and men from participating and benefitting equally in Phase II?
- How would any adverse impacts of Phase II affect men and women?

## 1.7. Analytical Framework and Data Collection Methods

To systematically incorporate gender considerations within the planning and implementation of Phase II, the UN-REDD Programme in Viet Nam decided to gather evidence and learning from the experience of other REDD+ related programs. The evidence encapsulates learning of men and women's engagement in forest management, REDD+ and other related areas of climate change, natural resources management and other environmental programmes in general.

This gender analysis therefore has been enriched by the achievements, issues and gaps identified in the suite of gender mainstreaming work in natural resource management. In other words, the existing wealth of knowledge available on gender and REDD+ has provided the basis and helped to deliver answers for the research questions posed above. Furthermore, by learning from the experience of others, this assignment has been able to understand the difference between what has happened and what would have happened without gender mainstreaming.

Moreover, to fulfill the inquiries posed by the research questions, a gender analytical framework was utilised. The design of this framework was inspired by a selection of well-regarded and relevant models of the Harvard and Moser Framework, the Gender Analysis Matrix and the Social Relations Framework.

These frameworks are leading research tools in gender analysis and commonly applied into social research and planning. They were applied during the fieldwork to identify the salient factors in women and men's lives pertaining to the programme at hand. These frameworks guided the in-depth interviews and group discussions where the team learnt the dynamics of gender relations in household and forest dependent communities, identified their challenges and issues, profiled any labour divisions, as well as gender differentiation in access to and control of resources. They also helped to identify constraints/barriers in equal participation of men and women, as well as their opportunities. The findings from fieldwork and subsequent discussions are presented in Chapter 4.

Essentially, the study was structured to obtain qualitative information by carrying out two levels of analysis, namely at policy level (decision-making and policy-making bodies) and at target group level (household and community). Data were collected through rigorous literature review, five days of fieldwork in Lam Dong and concluded with a series of interviews with key stakeholders in Hanoi. All activities took place from November to December 2012. In addition to interviews at the Provincial level, field work were also undertaken in Lam Ha District, Phu Son and Phuc Tho Communes and the three villages of R'Tieng village, R'Tieng 1 village, and Lâm Bô village (Please see Annex G, H, and I, for the record and profile of people consulted during the field work).

Accordingly, different research methods and activities were used for the target groups. Further illustration is in Table 2, below.

Methods	Activity	No. of Participants	
		Total	
		Male	Female
Primary data collection	<b>In-depth interviews at the policy level (decision-making and policy making bodies)</b>		
	(1) The national level with VNFOREST, Programme Management Unit (PMU of the UN-REDD Programme), the United Nations Development Programme (UNDP), and the Food and Agriculture Organisations of the United Nations (FAO);	2	3
	(2) The provincial level with relevant representatives from the Department of Agriculture and Rural Development (DARD) including the Provincial REDD+ focal point, the Agricultural Extension Centre and the Forestry Department, and the Provincial Women's Union, to gain insights of the: <ul style="list-style-type: none"> <li>■ National and Provincial framework: policies, decisions and action plans that apply directly to women, such as land and property ownership statutes, labour codes and other discriminatory forms of governance;</li> <li>■ Gender policies and implementation of natural resources management; provincial budgets related to natural resources management, forestry and gender (for activities in the area of forestry and women);</li> <li>■ Human resources, availability of organizational set-up and readiness for gender mainstreaming.</li> </ul>	7	1
	(3) The district level of Lam Ha with the People's Committee, Women's Union and Forest Protection Unit.	2	1
	(4) The commune levels of Phu Son and Phuc Tho, and with members of the village/hamlet leadership, including the village head, the Women's Union cadre, and interlocutors of the Principle of Free, Prior and Informed Consent (FPIC) activity.	6	2

Table is continued on the next page

Methods	Activity	No. of Participants	
		Total	
		Male	Female
Primary data collection	<b>Group discussions and questionnaires at target group level</b>		
	(5) At three villages of R'Tieng village, R'Tieng 1 village, and Lâm Bô village <ul style="list-style-type: none"> <li>■ Questionnaire and group discussion were administered among three groups of women and men at village level who are more than 18 years old. Specific observations were made to critically review the process of FPIC.</li> <li>■ This group discussion also drew out the gender hierarchy in the community activities through the behaviours of female and male respondents. This was evident in the ways they sat and chose their seats, their level of involvement in the group discussions and the manner in which they articulated their thoughts and attitudes.</li> </ul>	15	23
Secondary data collection	<b>Literature review of:</b> <ul style="list-style-type: none"> <li>■ Key documents pertaining to design, policy, and studies of the UN-REDD Programme in Viet Nam;</li> <li>■ Policy-making organisations and authorities. Topics covered in the research include the inclusion of gender perspectives in policy processes, female roles in the organisations and authorities as well as the constraints to women fulfilment of these roles;</li> <li>■ Relevant social, economic and cultural reports; the policies targeting the social - economic development of Lam Dong province in the recent years;</li> <li>■ The ethnography in Lam Ha district, including the customary law and village regulations in order to understand systematically the cultural historical factors, which are the deep-rooted reasons for current gender relations and manifestation of gender issues;</li> <li>■ Statistical data generated by commune, district and provincial administration, Government policies, laws, regulations, and other supporting documents on gender mainstreaming in REDD+ natural resources management, forestry and documents of other relevant programs.</li> </ul>		
	<b>SUB TOTAL</b>	<b>32</b>	<b>30</b>
	<b>Total</b>	<b>62</b>	





## 2. LITERATURE REVIEW: LESSONS FROM OTHER GENDER

### MAINSTREAMING EFFORTS IN NATURAL RESOURCE MANAGEMENT

This section will highlight some of the gender issues that have been learned from similar projects in other countries. The literature reviewed is from selected international programmes and studies related to REDD+, climate change, natural resource management and other environmental programs in general. Some of the points discussed here are drawn from the most relevant activities and observations where gender issues were addressed and how these lessons helped inform the gender mainstreaming approach for the programmes.

An abundance of reviews have been done in relation to experiences with REDD+ projects. However, one gap is the lack of evidence showing that gender related risks and opportunities are adequately addressed in REDD+ programming. For example, an evaluation done by a team of gender experts on the sub-region of the Mekong, South East Asia and South Asia<sup>9</sup>, found scant evidence that forest management institutions incorporated gender analysis or strategies into REDD+ projects in any systematic or significant way.

Observations from the programs/projects reviewed include that attention to gender is often limited to counting the numbers of women versus men engaged in particular activities and describing who benefits from these services. These programs commonly lack approaches to ensure that women's strategic needs are met both in terms of access and influence over the design and monitoring of the projects.<sup>10</sup>

Their findings show that countries and organizations in the Asia region have far to go before they effectively address gender within REDD+ policies, plans, and projects. These findings mirror global trends that demonstrate the exclusion of women from the traditionally male-dominated forestry and environment sectors. These issues provide evidence of women's vulnerability while experiencing the risks posed by REDD+ programmes. These risks are discussed in the forthcoming sections.

#### 2.1. Key Gender Issues in Viet Nam and the Region

There are several critical gender issues in REDD+ programmes that the aforementioned evaluation team raised. As such, any subsequent effort in gender mainstreaming for similar programmes should be conscious of these barriers and the lessons that accrue to them.

1. Forestry institutions are gender biased. Forestry is one of the socio-economic sectors where the work force mainly consists of women. Women carry out most of the forestry activities, which play an important role in the lives of ethnic minority people.

In agro-forest production, more women participate in processing and agroproduct sales than men. Since the 1990s, women actually take part in almost all production activities and in the decision-making processes related to agricultural production.

Despite of the large number of women working in the sector, women's representation in the forestry governing bodies is still low. In the case of Viet Nam, although the legislative and policy frameworks have been put in place to address gender inequality and promote women's rights across sectors, gender disparities in leadership still exist at all levels of government and women tend to be excluded from the decision-making process.

Critical roles in veterinary, agricultural advancement and forest protection departments are dominated by men. The implementation of the government's female leadership quota policy is still inadequate, particularly monitoring and assessment. This results in potential female leadership candidates remaining undiscovered. These factors combined with lower educational qualifications and skills<sup>11</sup> have been significant barriers for women from gaining leadership roles and thereby asserting influence in decision-making particularly in the forestry sector.

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9. Getting REDD+ right for Women, an analysis of the barriers and opportunities for women's participation in the REDD+ sector in Asia, by Dr. Jeannette Gurung, Dr. Kalpana Giri and Abidah Billah Setyowati, of Women Organizing for Change in Agriculture and Natural Resource Management (WOCAN), and Dr. Elizabeth Lebow of the United States Forest Service, USAID, September 2011

10. Dr. Gurung, Dr. Setyowati (WOCAN) and Dr. Lebow (USFS), USAID, September 2011.

11. 92% of female rural workers have no skills at all; only 1.5% completed vocational short training course and only 2.9% completed high school (Source: Data on Labour and Employment, General Statistics Office gathered by the Institute of Labour Science and Social Affairs)

Gender disparity is also prominent in forest management and laws pertaining to forests and other protected areas. Respected authors<sup>12</sup> suggest that women's role in monitoring forest health, in forest protection and carbon sequestration can substantially benefit REDD+. Lessons from programmes in Nepal, Cambodia, and Viet Nam indicate that monitoring of protected areas by forest departmental staff together with men and women from the communities has been helpful in controlling forest misuse and improving protection.

2. Women are lacking land ownership. While Viet Nam has laws that provide equal land rights to both women and men, forestland are often not currently clearly defined nor demarcated, even though secure titles and access rights are essential to the success of REDD+.<sup>13 14</sup>

The reality in Viet Nam is that women are facing major obstacles that prevent them from adequately accessing their land rights (they are holding just 19% of Land Use Certificates). These obstacles include current laws, lineage practices, mediation committees, testamentary practices as well as access to legal services and local gender attitudes, which result in privileged male power across ethnic groups.<sup>15</sup>

This issue with land tenure security has been a bottleneck also in the distribution of benefits under the piloting of Payment for Forest Ecosystem Services (PFES, further discussed below), particularly in provinces where forest management/ownership is primarily vested in communities. Meanwhile, land tenure security is a precondition for sound and sustained implementation of distribution of benefit from ecosystem services or REDD+ demonstration activities on the ground.

Essentially, women suffer not only from a lack of legal rights, but also weak traditional rights over land and forests (discussion on the specific case of Lam Dong Province is in Section 4.2). Meanwhile, recognition of holistic community rights to forest products and carbon from forests is critical, particularly in order for women to be included in the revenue sharing from REDD+ activities on such lands. However, it is critical that there should be safeguards for women's rights as individuals, rather than solely tied to the rights of their husband, father or son, protecting her access to resources in the event that he dies or leaves.

Elaboration on the reality in Viet Nam in terms of land ownership and governance is presented in Annex C. The issue with women, land tenure and the risks of being excluded from revenue sharing is further discussed in Section 4.2.

Many activities have been developed to pilot approaches to improve forest management and governance in the forestry sector in Viet Nam. One such programme, supported by the German Development Agency (GIZ) and Winrock International, led to the approval of the PFES decree in September 2010.<sup>16</sup> This decree provides valuable guidance for benefit distribution under the National REDD+ Action Programme. Through the piloting of PFES,<sup>17</sup> some worthwhile lessons pertaining to the issue of protecting equal access to resources for men and women could be drawn:

3. Misleading assumption that forest dependent communities are homogeneous. While the insights from the first pilot provinces of Son La and Lam Dong are considered too preliminary to provide firm lessons on how REDD+ payments may be linked to performance in the future, PFES generally assume that if benefits flow to village level institutions, which are predominantly male, they will trickle down equally to other beneficiaries in the village, including women<sup>18</sup>. Within the PFES scheme<sup>19</sup>, contracts for forest services were only given to the head of household, most often the husbands. Participation and collection of benefits were given upon signing and presentation of these contracts. This is an evidence that the early work in carbon payment had been designed with the assumption the forest dependent communities are homogenous and neglects the power dynamics embedded in cultural and social structures within communities.

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12. Dr. Gurung, Dr. Setyowati (WOCAN) and Dr. Lebow (USFS), USAID, September 2011.

13. Study of: Getting REDD+ right for Women, an analysis of the barriers and opportunities for women's participation in the REDD+ sector in Asia, by Dr. Jeannette Gurung, Dr. Kalpana Giri and Abidah Billah Setyowati, of Women Organizing for Change in Agriculture and Natural Resource Management (WOCAN), and Dr. Elizabeth Lebow of the United States Forest Service, USAID, September 2011

14. Dr. Gurung, Dr. Setyowati (WOCAN) and Dr. Lebow (USFS), USAID, September 2011.

15. The Exclusion of Women's Access to Land in Contemporary Viet Nam, led by Nhung Tuyet Tran (Team Leader), 2012.

16. Winrock International, 2011. Payment for Forest Environmental Services: A Case Study on Pilot Implementation in Lam Dong Province, Viet Nam 2006-2010.

17. Supported by GIZ and Winrock International, PFES was piloted in the provinces of Lam Dong and Son La. The Lam Dong PFES scheme pays groups of households to protect forests. They receive the payments on the basis of contracts signed with Protected Areas Management Boards, which hold legal titles to a large share of protection forest in the province. The contracts require the groups to patrol the contracted forest on a regular basis. They receive 90 % of the total revenue collected for the provision of ecosystem services in return. This amounts to an average of VND 270,000 (US\$15) per year in the Da Nhim watershed, which is significantly more than the VND 100,000 (US\$5) paid annually under the 661 Programme. As in the Son La scheme, payments reflect the differences in the provision of ecosystem services.

18. Dr. J. D. Gurung, Women Organising for Change in Agriculture and Natural Resource Management (WOCAN) with Andrea Quesada, Global Gender and Climate Alliance (GGCA) for CARE international and the Climate, Community and Biodiversity Alliance (CCBA). A report prepared for an initiative to develop voluntary social and environmental standards for REDD, May 2009.

4. High risk of elite captures. Related to the above, one other gender related challenge that has been brought up from the existing initiatives in Viet Nam, is where channeling payments to rural poor have suffered from the phenomenon of “elite capture”, by which influential individuals or organizations secure a disproportionate amount of the payments and the rural poor receive little or nothing. This is reflected, for example, in the allocation of forestland to households. Entities responsible for allocation have tended to retain high value forest and allocation have tended to retain high value forest and allocate poor quality forest to households, especially the poorest ones.

The experience with PFES and community forestry projects has shown that if women are not clearly targeted as project beneficiaries, for example by including their names on certificates and contracts, they will not likely obtain the project benefits.<sup>20</sup> Therefore, benefit sharing mechanisms and payment structures should be gender sensitive.

## 2.2. Key entry points to mainstream gender

To address the gender issues presented in section 2.1, several key actions were identified by a group of successful international projects, a couple of relevant examples are presented below:

### Women’s empowerment through Self-help Groups (SHGs)

According to findings of Bina Agarwal<sup>21</sup>, having a high proportion of women in user-group executive committees and other key decision-making bodies significantly improves forestry conditions.

Organising women into Self-help Groups (SHG) could facilitate technical and skills training and their views in community decision-making. Such SHGs facilitated better access to and management of resources in all the successful projects. A case study from the North Eastern Region Community Resource Management Project for upland areas in India provides an example of the types of activities undertaken by SHGs in forest programmes (Please refer to Box 2 for details).

Viet Nam itself has a lot of experience with SHGs where support groups are established to help vulnerable people generate incomes for hunger elimination and rehabilitate into life (in cases of human trafficking in persons). These groups conduct various activities ranging from providing vocational and job trainings; offering loans for economic development; offering land for house building and farming, among other things. Further details are available in Annex J.



- .....
19. Pays groups of households to protect forests. They receive the payments on the basis of contracts signed with PAMBs, which hold legal titles to a large share of protection forestland in the province. The contracts require the groups to patrol the contracted forest on a regular basis. They receive 90% of the total revenue collected for the provision of environmental services in return.
  20. Leimona and Amanah, 2010. Gender Equality in Rewards for Environmental Services Scheme. Bogor: ICRAF.
  21. A prize-winning development economist and Director and Professor of Economics at the Institute of Economic Growth in Delhi. Her pioneering work on gender inequality in property and land, and on environmental issues, has had global impact. The information presented in this section is based on primary data from Nepal and India.



## Box 2: Women's Empowerment through SHGs, a case study from India

### India: the North Eastern Region Community Resource Management Project for Upland Areas

Along with natural resource management groups, SHGs make up the bulk of the activities within the International Fund for Agricultural Development's North Eastern Region Community Resource Management Project for Upland Areas. In Nonglang village in the West Khasi Hills district, poor women have seen the benefit of forming SHGs and working together.

Microcredit has been the focus, but women's organization into SHGs has brought other social benefits too. Women members meet once a week and pool group resources for saving and lending purposes. These savings have been used for income-earning purposes as well as for health and education needs. Over time groups have recognized value in loans for the benefit of the village apart from those for individual members.

SHG members see value in meeting every week to discuss common problems. While meeting to save and lend, women have the opportunity to discuss collectively other needs, such as health and education. Literacy has become one of the goals of the SHGs. With the encouragement of the project, the group has organized a school for young children who previously either did not attend classes or did so only in the morning.

According to a survey conducted to assess the impact of SHGs, the most important aspects noted by the group members themselves were "empowerment," "increase in income," and "awareness," in that order. They also appreciated improved consumption patterns and skill development.

*Source: Gender and Forestry, Module 15, the World Bank*





## Learning from the international experiences from UNDP's gender-responsive work in their programming

Several other example cases can also be drawn from the experiences of the United Nations Development Programme (UNDP) where gender issues are incorporated into programming through dedicated policy, knowledge and skills, technologies, and income generating opportunities. They are illustrated in Box 3 below.

### Box 3: UNDP's Gender-Responsive Environmental Actions (International Case Studies)

Actions	Approach and Results
Enhance the capacities of governments to design and implement gender-responsive national REDD+ strategies and programmes.	<ul style="list-style-type: none"> <li>• Extensive policy development assistance powered by on-going collaboration between the UNDP Gender Team and the UN-REDD Programme. They integrate gender equality considerations into the readiness support delivered by the UN-REDD Programme and seek to enhance the capacities of governments to design and implement gender-responsive REDD+ strategies. The goal is to establish a greater base of evidence that will help policy-makers, practitioners and others understand the critical influence that gender-differentiated needs, uses and knowledge has on REDD+ policy and programming on the ground.</li> </ul>
Leverage financing for women's organisations and entrepreneurs working to mitigate and / or adapt to climate change.	<ul style="list-style-type: none"> <li>• UNDP-supported programme in Iran demonstrates that local communities can restore and sustain degraded natural resources. By setting up Village Development Groups, granting women the opportunity to play a leadership role in sustaining natural resources, the programme establishes an efficient, empowering means of distributing micro-credits to develop small businesses.</li> <li>• In Tanzania, a UNDP-GEF Small Grants Programme project is enabling villagers to tap solar energy to pump water for drinking and irrigation, offering improved health and food security and generating income and employment opportunities.</li> </ul>
Include women in environmental planning, budgeting, and policy-making processes.	<ul style="list-style-type: none"> <li>• UNDP Gender Assessment Tool was used in national budgeting and planning processes in over 20 countries. In Kenya this led to energy subsidies for women and in Dominican Republic it guided increases in health and education budgets.</li> </ul>

Source: UNDP, *Fast Facts on Gender and Environment*, July 2011 and "the Business Case for Mainstreaming Gender in REDD+", December 2011.



## 3. ANALYSIS OF PHASE I ACTIVITIES FROM A GENDER PERSPECTIVE

As briefly discussed in Chapter 1, the overall aim of Phase I was to help Viet Nam achieve REDD+ readiness.<sup>22</sup> During this preparatory phase, a degree of awareness of and attention to gender issues was reflected through the piloting of Free, Prior and Informed Consent (FPIC) and reports to design a Benefit Distribution System (BDS). Discussions of these two initiatives from a gender perspective are below:

### 3.1. Benefit Distribution System (BDS), Challenges for Equitable Allocation of Benefits

During Phase I, the Programme pursued several measures of due diligence to define the beneficiaries and ensure equitable allocation of benefits from REDD+. It included consultations with stakeholders from the central, provincial, district and village levels, one of which resulted in the identification of 17 Policy Decisions.<sup>23</sup> A report to update the Policy Decision made special reference to non-discrimination against women, indigenous peoples and other marginalised groups.

Other cumulative efforts of Phase I to ensure equitable allocation of benefits from REDD+ include further follow-up studies, such as on the use of opportunity cost analysis, piloting of payment scenarios, consultations with local communities on BDS and development of R-Coefficients (which have been completed to lay the basis for a legal decision).<sup>24</sup>

Essentially, the Programme recognises that it is vital that eligible REDD+ benefit receivers are clearly identified. Through the aforementioned studies and piloting, the risks of inequality in benefit distribution were intensively explored during Phase I. Meanwhile there are a couple of observations aligned with the interest of gender equality worth noting:

1. Absence of an effective representation of women's collective voice. Although the policy framework for BDS advocates for non-discrimination against women, there was a notable absence of a unified and coherence space for women. While women were involved in the studies and surveys, they were not organized as a group where they would be able to better represent their views and interest, and therefore assert influence in all those initial BDS studies/piloting and design.<sup>25</sup>

It should be noted that gender disparity is prominent in the governance of the forestry sector, with institutions being male dominated (discussed in Section 2.1). Besides that, experience from other piloting of payment for ecosystem service and community forestry projects in Viet Nam (as PFES) has shown that women have struggled to gain access to the benefits. One of the reasons is their lack of land ownership, which place them susceptible to the risk of exclusion and widening gap of inequality.

For a (or a support group), which allows collective representation of women's voice would have been an ideal medium to not only convey their concerns pertaining to distribution of benefits but as well to receive preliminary technical and skills training on REDD+ and specifically on BDS (discussed further below). Furthermore, while non-governmental organisations were consulted during the follow-up studies and consultancies, there was no evidence of concerted effort by these organisations to enhance women's presence and voice particularly at the local level (This is discussed further in Section 3.2).

2. Lack of dedicated awareness raising and educational activities on BDS for women. Results from piloting local decision making in a development of a REDD+ compliant BDS for Viet Nam<sup>26</sup>, showed that despite separate activities being conducted by the Programme on BDS, many participants were not familiar with the concept of REDD+, and hence BDS. As such, the study team had to invest time in conducting basic awareness on REDD+ and BDS. Women, with their low levels of literacy, mobility constraints and high work burdens, face a greater challenge to understand REDD+ and the complex mechanism of BDS.

22. Readiness measures include: the institutional infrastructure and REDD+ policy development (including formulation of NRAP); contributing to formulation of reference levels and design of an MRV system; and initiating consultation and awareness raising processes.

23. Source: "Consultations in Support of the Development of a Reducing Emissions from Deforestation and Forest Degradation (REDD+) and Compliant Benefit Distribution System (BDS) for Viet Nam, October 2012.

24. Source: UN-REDD Viet Nam Phase II Programme: Operationalising REDD+ in Viet Nam, 27 November 2012, p. 122.

25. The underlying reasoning of this observation is described in Chapter 4.

26. Piloting Local Decision Making in the Development of a REDD+ Compliant BDS for Viet Nam, Final Report, April 2012.

### 3.2. Meaningful Stakeholder Participation Processes in Free, Prior and Informed Consent (FPIC)

FPIC is essentially a practice of participation and inclusion driven by the principle that every person and all people are entitled to an active, free and meaningful participation in, contribution to, and enjoyment of civil, economic, social, cultural and political development in which human rights and fundamental freedoms can be realized.<sup>27</sup>

In Phase I, FPIC was successful in terms of drawing participation from more than 5,500 local people across 78 villages,<sup>28</sup> however, considerable practical challenges remains,<sup>29</sup> some of which stem from gender inequality.

Phase II will conduct FPIC process in all pilot areas, and develop capacity for the formulation of Provincial, District, and/or Commune REDD+ plans, which must identify priorities for interventions.<sup>30</sup>

Through the interviews at the sample province of Lam Dong the gender analysis team made the following observations:

1. The gender equality aspect was only been measured in terms of the number of participants. While male and female participation numbers were monitored (attendance record is sex-disaggregated),<sup>31</sup> this recording / registry system does not appear to have been utilized as an evidential base for the Programme to better understand the gendered dimensions of forest resource use, needs, access and knowledge of the pilot province. Having said that, this may not be directly requested in the FPIC design document.

There was also no evidence whether these records were used or were planned to inform other design features for Phase II, i.e. BDS schemes, MRV&M system, and calculations of R-coefficients. Usage could promote village level men and women's quality participation in Phase II, i.e. for potential recruitment in participatory forest monitoring and / or general skills training activities.

2. Related to the point above is that the FPIC design lacked approaches to ensure that women's strategic needs<sup>32</sup> were met. During the group discussion at village level, the gender analysis team was informed that the meetings created a pressure on the women (especially the older ones) to consent without being able to fully understand REDD+. Out of the 22 people in the group discussion, only two elder men (including the village head) were confident that they understood the content of the FPIC sessions.<sup>33</sup>

The size of meetings was reportedly very large,<sup>34</sup> resulting in a tendency of more outspoken participants or older men to dominate discussions. In addition, while women had the opportunity to attend these meetings, the ethnic minority women interviewed felt the information at the meetings was difficult to understand, and that the topics had little relevance to their daily life.<sup>35</sup> This provided evidence that the meetings were unable to recognise women's lower literacy rates, confidence, and secure women's active engagement in meetings and understanding of REDD+.

3. Gender constraints in the choice of meeting location and timing were not considered. Chapter 4 will discuss how women's time and energy are tied with agricultural work for most the season. Therefore, to secure more meaningful participation of women (as opposed to solely satisfying numeric quota), meetings should have considered the time availability of women and venues where they would feel comfortable.

It has been acknowledged in the review report on FPIC that relatively little attention was paid to preparation for village FPIC events - a meeting was held with village heads during the district workshop, but there was no pre-check of the site for meeting, the arrangements being left largely up to the village heads. However, upon completion of Phase I, greater attention was paid to village meeting preparatory activities. More time and effort was spent by the Programme on preparing village meetings, including checking the suitability of the proposed location. Attention could have been paid for suitability for women as well.

27. United Nations Development Group (UNDG) (2003). Other governing principles of FPIC are stated in the report "Applying the Principle of Free, Prior and Informed Consent in the UN-REDD Programme and Viet Nam", August 2010.

28. Comprising 20 communes within Di Linh and Lam Ha districts in Lam Dong Province. Source: Applying the Principle of Free, Prior and Informed Consent in the UN-REDD Programme Viet Nam, August 2010

29. Source: "Applying the Principle of Free, Prior and Informed Consent in the UN-REDD Programme and Viet Nam", August 2010.

30. Source: UN-REDD Viet Nam Phase II Programme: Operationalising REDD+ in Viet Nam, 27 November 2012, p. 175

31. With women reportedly made up half of the participation at 51.6% at the meetings and initial awareness programs

32. These strategic needs include access and the ability to influence the design and monitoring of the projects. Strategic interests for women arise from their subordinate (disadvantaged) position in society.

33. It is noteworthy that these two men were sent to three FPIC training courses in different locations

34. The FPIC meetings were reportedly attended by 170 or 180 households representatives (HHs).

35. A number of elder women in Ro Teng village mentioned that they did not understand the contents of FPIC meetings. One of them said: "... We attended many meetings. They talked about things that we do not understand. But when we were asked to vote, we all raised our hands... (laughed). There were many "big men" (các ông lớn)."



4. The strategic planning and delivery of FPIC in Phase I did not leverage on the existing resources, breadth of network and intrinsic skills of the Women's Union. One other important lesson from FPIC in Phase I, drawn from the testimonials made during the interviews, is that Women's Union was not involved to help address issues in capturing meaningful participation of women as pointed out in number (2) and (3) earlier.

The Women's Union, being an active women's mass organisation in Viet Nam, is a quasi-governmental body functioning at national, provincial, district and commune levels. It is one of the key players in Viet Nam's rural financial market, with experiences in organising and training women groups for income generation, as well as for savings and credit activities. They are critical players particularly in rural setting, able to facilitate awareness raising, capacity building and act as a valuable interface between local women, government, academic institutions and others. They would have been able to build the bridge between rural women and intricate topic as manifested in REDD+.

5. The creation of a base of interlocutors is a worthwhile platform for building skills for men and women. It is worth noting that using interlocutors gave a more meaningful engagement of local communities and ethnic minorities.<sup>36</sup>

Women reportedly made up 46% of the 24 interlocutors<sup>37</sup>. These interlocutors received training in the preparation and delivery of meetings, among others. In effect, this created an ideal platform for building skills and for the empowerment of women and men.

Essentially, the FPIC piloting in Lam Dong province provided some basis for the development of a gender inclusive framework, but much more work and refinement of the current practices needs to be done.



36. In contrast to 'facilitators', whose role is to assist in delivering information and capacity building services from a project/programme to grassroots beneficiaries, 'interlocutors' also serve as spokespersons on behalf of their communities, so performing a two-way communication role. The role of interlocutors was designed to give local community a chance to be fully informed of the activities planned under the UN-REDD Programme, to give feedback, and ultimately to provide or withhold consent, without the direct involvement of government officials. Source: UN-REDD Viet Nam, Lessons Learned from Phase 1, June 2012.

37. 30% were members of ethnic minorities, and 46% (11 out of 24) were women. One third of the recruited interlocutors had experience working in the actual pilot districts. Half of the interlocutors are lecturers from the local university, while 17% work for a local protected area.



## 4. FINDINGS FROM FIELDWORK: GENDER ISSUES IN LAND / FOREST MANAGEMENT IN LAM DONG PROVINCE FOR PHASE II

This chapter presents an analysis of gender issues at household and community level based on findings from the fieldwork in Lam Dong Province. Observations encapsulate the situation with land and forest management and the gender power dynamics in social and political spheres in Lam Dong. This is essentially an analysis guided by the research questions posed in the Terms of Reference.<sup>38</sup>

Each of the sub-section presents a set of findings or a body of evidence, which show that men and women have different level of opportunities from participating and benefitting from Phase II. The analysis on each of the sub-section will be followed by a set of recommendations. The relevance to Phase II outcomes/outputs will also be established on each of the sub-section.

### 4.1. Benefit Distribution System (BDS), Challenges for Equitable Allocation of Benefits

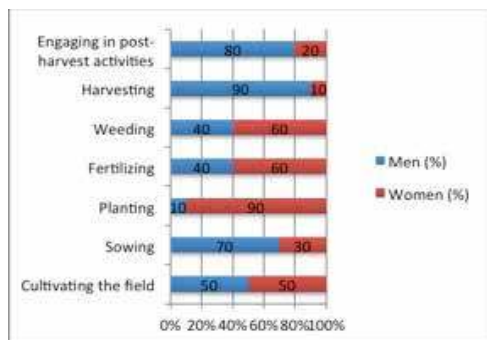


Figure 1: Gender Division of Labour in the Productive Work in Agriculture and Forestry from Three Sample Villages in Lam Dong Province

The sample District of Lam Ha has a total of 36,500 ha of production forest, 28,000 ha of protection forest area and 8,000 ha of converted agricultural land with coffee as the main crop.<sup>39</sup> The sample villages of R'Tieng, R'Tieng 1 and Lam Bo<sup>40</sup> are populated by K Ho, Mạ, Chin, and Kinh ethnic groups. Their existing division of labour related to forestry are dictated by tradition.

The role of women are linked to fulfilling the subsistence needs for fuel wood, medicinal products, wild foods, fodder for livestock, and selling small quantities of fuel wood in local markets while men's roles are linked to timber and Non-timber Forest Products (NTFP) extraction for commercial purposes. As for their work in coffee cultivation,<sup>41</sup> both the men and women perform a number of difficult tasks, with women

delivering a higher rate of the actual physical labour with their role in preparing the plot of land, maintenance of cultivated land through weeding, applying fertilisers, planting and cultivating the fields.

Meanwhile, the men do the sowing, harvesting and attend post-harvest activities such as village events / meetings (as illustrated in Figure 1).

This disproportionate role in agricultural work (at household size) is not constant, however, as men tend to become more involved in the production when they see forthcoming profits (as harvest season approaches).

This indicates that women's time and energy are tied with agricultural work for most off the season, except during the harvesting period when the bulk of the work will be carried out by men. Although it is worth noting that in the opinions of a few respondents, both husband and wife work equally hard during the harvest season. When livestock production is also part of the family income, women tend to also do the feeding and maintaining the stock.

As Figure 2 illustrates, while men and women share many of the tasks related to agricultural farming as well as off-farm work, women have much greater responsibility in terms of family and household care. They are responsible for water and fuel collection, food preparation, childcare, health issues, and household chores such as cooking and cleaning.

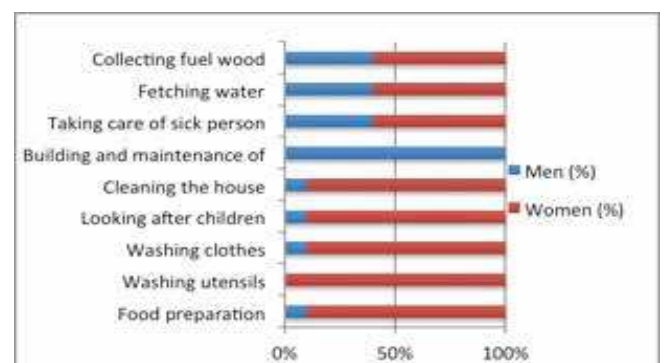


Figure 2: Gender Division of Labour in the Reproductive Work

38. Proposal for Phase II, UN-REDD Programme in Viet Nam can be viewed from the website: <http://www.vietnam-redd.org>

39. Production forest is forest area designated solely for production of wood, fibre, bio-energy and/or non-wood forest products; protection forest is forest area especially dedicated to the protection and maintenance of biological diversity, and of natural and associated cultural resources, and managed through legal and other effective means; converted agricultural land refers to forest area which has been cleared and used for prime agricultural and farming activities. Source: Food and Agricultural Organisations (FAO), terms and definitions used in FRA 2010

40. Please refer to Annex G for demographic profile (age, education and size of family) of respondents.

41. Coffee farming as the main source of livelihood among the majority of household in the sample villages. Please see Annex G, H and I for profile of respondents.

An examination of the labour tasks presented above reveals the division is flexible and adapts to changing household conditions (illness or absence of a key member, changes in income or need for cash, the influence of local development projects, effects of education and so on). Furthermore, this example of men's and women's tasks in coffee farming, is representative for other form of agricultural livelihood in rural setting such as rice farming and livestock. Having said that, gender division of labour is also specific to each particular culture, ethnicity and time. It can differ from community to community.

### **Anticipated Impact and Opportunities**

- Since women are generally overburdened by house and farming work, men participate more in public for a and are more involved in community meetings than women. Women's lack of time is certainly a key constraint to acquiring access to formal education and formally acquired skills (e.g. languages, negotiating skills). Therefore, women carry the risk of being further excluded while men are provided with more capacity building opportunities that will enhance the capacity gap even further.
- Meanwhile, there is an opportunity where REDD+ has been seen as a radical departure from existing models of sustainable forest management. It presents an opportunity of rewarding the managers of forests for their efforts to protect, nurture and rehabilitate forests, while expanding community-based forestry systems that address the basic livelihood concerns of women and other forest-dependent groups. Thus, it could reduce the vulnerability of women and ecosystems to climate change while also infusing new financing and mechanisms to address poverty alleviation goals.
- The Programme has the potential to transform gender relations and foster women's empowerment by recognizing, supporting, and rewarding women's roles in forest management and protection. A specific opportunity lies in identifying innovative strategies for meeting livelihood needs that reduce women's burden and showcase the value of their contributions.
- Essentially Phase II is a chance to, (1) create innovative mechanisms to increase women's social capital through setting up working groups at the local level to better represent their views and interest, and therefore influence the design and implementation of benefit distribution system (as discussed in sub-section 2.2 and 3.1 earlier); (2) promote women's participation; holding meetings at a time when women are able to attend and in venues where they feel comfortable; holding separate meetings to ensure their contribution; set and enforce quotas for women's participation; recognise women's lower literacy rates and confidence, and support women's active engagement through leadership programmes, capacity building initiatives and/or mentoring.

### **Recommendations**

- Future awareness raising meetings or FPIC for communities should be divided into women-only groups to validate women's opinion. It is essential to tailor sessions in an environment and at a time that helps the women to feel relaxed and to be able to contribute. Awareness raising materials tailored for women to reflect the differences in gender roles, experience and knowledge base should be produced. Furthermore, to ensure meaningful participation from indigenous women, especially the elder ones, it is recommended to organize smaller meetings with women's groups. The atmosphere needs to be less formal, and ample time is required to allow for questions and examples to illustrate difficult concepts. Any future awareness raising activities, however, should focus on practical forestry and land management issues, that have direct relevance to their livelihoods.

### **Relevance for Specific Outcome/Outputs under Phase II**

- Outcome 5: Mechanisms to address the social and environmental safeguards under the Cancun Agreement, established. Also any other Output/s that entails a workshop, especially at community level and outputs under Outcome 2, that specifically deals with activities at provincial level.

## **4.2. Access to and Control Over Forest Resources, Assets and Benefits**

This report is mindful that the gendered nature of resource use, access, control, and responsibility in relation to forests is highly complex. This sub-section will not attempt to analyse the complex issues of men and women's access to land, but rather acknowledge the impact that it has upon equal distribution of benefits through the Programme.

The reality in Viet Nam is that women in general suffer from not only a lack of legal rights, but also weak traditional rights over land and forest. Previous studies show that unclear tenure arrangements over forestland are common. One of the critical findings by the gender analysis team is that women, by and large, do not have equal access to land compared with men (Also discussed earlier in sub-section 2.1).

Briefly, men and women's legal access to forest ownership and management in Lam Dong Province is recognised in the

following areas:

- The legal provision to forestland for households cemented by Decision 187, issued in 1999, supported by Decree 163 of the same year, initiated a process by which forestland is allocated to households, who secure a Land Use Certificate (“Red Book”), which is valid for a period of 50 years. The rights conferred by the Red Book vary according to the designation of the forestland, but in many cases they are virtually equivalent to ownership – for example, in reality the household can ‘sell’ the right to use land.<sup>42</sup>
- The Red Book, following the amendment of the Labour Code in 1995, has also encouraged the listing of both husband and wife’s names in the land title. This is certainly a positive move in terms of facilitating equal access to land ownership by men and women. In Lam Dong, while 80% of ethnic minorities households have been granted the Red Book, the remaining 20% is waiting until the land’s origin can be verified.<sup>43</sup>

Fortunately, the situation in the sample communes in Lam Ha District of Lam Dong Province is a lot more positive. The district government has already distributed land and forest land to more than 500 households, 70% of which included women and 21% of which are ethnic minorities.

In comparison, the sample village of R’Tieng in Lam Ha District, which contains 5,000 ha of forestland; 1,100 ha of coffee and 80 ha of paddy fields, is heavily involved in forest protection (with the majority participation of ethnic minority people); coffee planting (mostly by Kinh people); and farming (paddy fields). All of the households had been granted with Red Books for agriculture and resident lands. However, no Red Books had been issued for forestland because forest areas were owned by the Forest Protection and Management Board. A similar situation is found in R’Tieng village, where households had been granted Red Books for agriculture and resident land, but not for forestland.

If expectations to REDD+ include expectations of future payments from holding a forest title, there is less of an incentive to give up forest titles, whoever holds them. The point here is that questions of equity and ownership must not be overlooked. Otherwise REDD+ would make it very difficult for communities to participate and therefore increase the risks of further exclusion of women (and other vulnerable groups) from REDD+.

#### **Anticipated Impact and Opportunities**

- Conservation measures that potentially bar entrance into protected forests will increase women’s labour and time demands considerably. Monoculture tree plantations – covered under the existing definition of forest – generally have negative impacts on women’s livelihoods and communities, as they cannot provide the multiple benefits of fuel wood, fodder, medicine, water and soil nutrient retention, etc that natural forests do. This will affect other aspects of the family, such as forcing parents to remove their girl children from schools to help with the fuel wood collection tasks.
- Any proposed schemes, such as BDS, should not overlook questions of equity amongst ownership. Requirements to allocate benefits to land title holders may make it difficult for poor communities and especially women currently without such rights to access benefits.

#### **Recommendations**

- **Ensure the registered forest services contracts are in the name of both the husband and wife.**<sup>44</sup> This is a critical mainstreaming measure to mitigate risk of further exclusion of women, recognition of the rights to forest products and carbon from forests.
- **Establish women’s groups at grassroots level as they have proven to be effective structures for community-based forest management and should be engaged as a mechanism for capacity building and benefit sharing for REDD+.** Women’s groups (or SHGs) have proven to be effective structures for community-based forest management, and therefore should be engaged as a mechanism for capacity building and benefit sharing for REDD+. Such groups will enable women to better represent their views in community decision-making, and at the same time receive technical inputs and skills. These SHGs have facilitated better access to and management of resources in all the successful forestry projects.

42. In the north of the country a high proportion of forestland has thus been allocated to individual households, which is not the case in other regions.

43. Hoàng Cẩm, Lê Thanh Sang, Nguyễn Thị Phương Châm, Ngô Thị Phương Lan, Nhung Tuyet Tran (Team Leader), Vũ Thành Long, UNDP 2012, The Exclusion of Women’s Access to Land in Contemporary Viet Nam.

44. Direct cash transfers to women increases their bargaining power within the home, improves intra-household allocation of resources for human development and lessens the risk of households’ resorting to negative coping mechanisms. A gender audit of Bolsa Família, a social welfare program of the Brazil government that provides both direct and conditional cash transfers to poor families, found powerful evidence that women’s domestic status increased because of the income they received.

An example from Cambodia tells that when women's groups were linked by an NGO to form networks, they were able to increase their power when negotiating prices, arranging transport to markets, setting up and run community rice mill cooperatives to increase productivity and earnings, and influencing decisions at all levels of government. Thus, for REDD+ to be successful, forests have to be managed closely and belong to specific owners. Unless they are granted rights that provide them with clear benefits, rights and obligations, it cannot be assumed that women will contribute to the sustainability of protected forests.

**PILOT: Communal agroforestry for women for Lam Ha District (please see Annex A for further details).** This is an innovative aspect, which can be expected to generate a great deal of knowledge and understanding on how to mobilize income through women's group at grassroots level. Principles are inspired by the case studies on SHGs discussed in sub-section 2.3.

#### **Relevance for Specific Outcome/Outputs under Phase II**

- Outcome 2: The six pilot provinces enabled to plan and implement REDD+ actions; Particularly Output 2.1: REDD+ institutions in the six pilot provinces established, and REDD+ mainstreamed into FPDs; Output 2.2: Awareness on climate change and REDD+ raised among provincial, district and commune officials and other key stakeholders in six pilot provinces; Output 2.3: Site-based REDD+ Activity Plans and Provincial REDD+ Action Plans in the six pilot provinces are finalized; Output 2.5: Improved land tenure arrangements ensured in six pilot provinces;
- Outcome 4: A national level BDS established; including Outputs 4.1; 4.2; and 4.3.

### **4.3. Cultural Norms and Practices Dictate Social Behaviours**

When it comes to ethnic minority women, existing customs and traditions have a significant influence over their access to knowledge and participation in decision-making. Meanwhile, changes in their traditional lives are clear (Please refer to Box 4 below) and forest knowledge have become more limited due to changing roles in tribal leadership and transformed family and organizational structures. Furthermore, reports from the sample areas say that ethnic minority women generally lack knowledge and self-confidence on issues perceived technical, such as climate change and REDD+.

It is also important to note that while these ethnic groups in the sample villages are matrilineal,<sup>45</sup> most of the village decisions are made by men due to male dominance at the decision-making level.

These barriers are especially conspicuous with older women who commonly have less education. The interviewed women born before 1980s generally did not attend any formal education, the younger ones born in the late 1980s or early in the early 1990s usually had an elementary level of education. When interviewed about the process of FPIC, they said that they often have a harder time in grasping the REDD+ information despite the simplified design of the education / awareness materials. Many of the ones whom the gender analysis team met during group discussions did not read or write Vietnamese (29% of the women interviewed during the field mission were illiterate).

The younger generation was eager to learn and found it easier to understand new concepts. They helped to explain ideas to the older generation right at the meetings or during other informal gatherings later on. The women in R'Teng 1 found these informal sharing channels very effective. During the interviews, the head of the village women's union acknowledged that only 50% of men in the village are able to effectively share and discuss issues raised in village meetings with their partners when they get home. However, she reaffirmed that the knowledge may still reach a wider population of women in the village through informal exchanges during work or communal activities. The Women's Union official meetings and gatherings receive much emphasis by the authorities, but the informal sharing is appreciated a lot more by the local women. Within the younger generation of unmarried women, there is a tendency of not participating in Women's Union's activities.<sup>46</sup>

#### **Anticipated Impact and Opportunities**

Phase II could reinforce gender stereotypes by working within the cultural norms and placing greater value on and providing higher benefits for men's work. This in turn could result in a greater disparity between men and women as men are provided more capacity building and income generating opportunities through the current mechanisms.

The discussion in Box 4 below is constructed from examples of customary traditions of Co Ho, Ma and Chu Ra on the use of natural resources. They are the three major indigenous groups in Lam Dong Province. These traditions have had a major impact on the equitable engagement of men and women in forests, natural resources management, and climate change related work including REDD+.

.....  
45. A culture where surnames are inherited or handed down from mother to daughter

46. This poses the question of whether an assertive stance at meetings might be seen as a less than desirable marriageability trait.



#### Box 4: Customary Traditions on the Use of Natural Resources its Impact on Gender Equality

##### Customary Traditions on the Use of Natural Resources its Impact on Gender Equality

Co Ho, Ma and Chu Ru are the three major indigenous groups living in Lam Dong Province. The big family tradition is somewhat disintegrated due to the immigration of different ethnic groups and the dominance of Kinh culture. Chau Ma and Co Ho have a lot of similarities in livelihoods (practicing shifting cultivation and forest dependents) and the ways they organize their communities. The Chu Ru living along Da Nhim river, on the other hand, are cultivating wet rice cultivation. The Chau Ma communities were organized as a smaller unit than the Kinh definition of a village. A “bon” is a cluster of between 5-7 long houses.

Within their communities, the role of the Gia Lang - the oldest and most respected person who is traditionally the head of the village - is somewhat altered due to the existence of official administrative representatives at village level. The diversity of immigrant groups has had a considerable impact on the traditional social institution of indigenous peoples. The people used to go to see the Gia Lang when they had questions related to nature, weather for growing crops and about forest matters. However, due to the drastic change in weather patterns and socio-economic conditions, the Gia Lang had not been able to give appropriate advice as in the past.

They shared living space in long houses, where the oldest woman used to be the owner of the house, the one with all the knowledge and experience of household management, agriculture, and other business. Nowadays, this tradition is disintegrating and is being replaced by nuclear families - a common form of social organization.

Even if 5-7 families continue to share a long house, they have become independent in their livelihoods and lifestyles. The nuclear families under the same roof already have plans to move out and build their own houses. Hiu Rot has become a “cultural remnant” while its organizational structure has entirely changed. Apart from the cultural loss, this transformation dictates other drastic changes in the role of women and increases the pressure on arable and residential land.

Lam Ha district forest protection department cited this as one of the important reasons for forest clearing. The change has also created difficulties for young indigenous women in terms of accessing the knowledge based from their mothers. A young indigenous woman spoke about this change: “It is difficult to be by ourselves now. Luckily, my mother and I still live near each other. I can still learn and get her help.”

Weddings within this indigenous community can be expensive with numerous gifts and offers made by the women’s families to the men’s. The ceremony could take days with elaborated rituals, food and wine. Since this tradition often takes place in poor and remote villages, this poses economic pressures on the women’s families. The report “Current status of gender equality and the impacts of traditions and practice of indigenous and ethnic minorities groups on gender equality” by Lam Dong CEMMA from September 2012, highlighted this tradition as an obstacle for gender equality work.

As revealed in the surveys with villagers, while indigenous women may have desires and aspirations to make decisions on important matters both at domestic and societal levels, they are not enabled/equipped with sufficient knowledge and self-confidence to do so, especially in such an integrated and diverse living environment and fast pace of development.

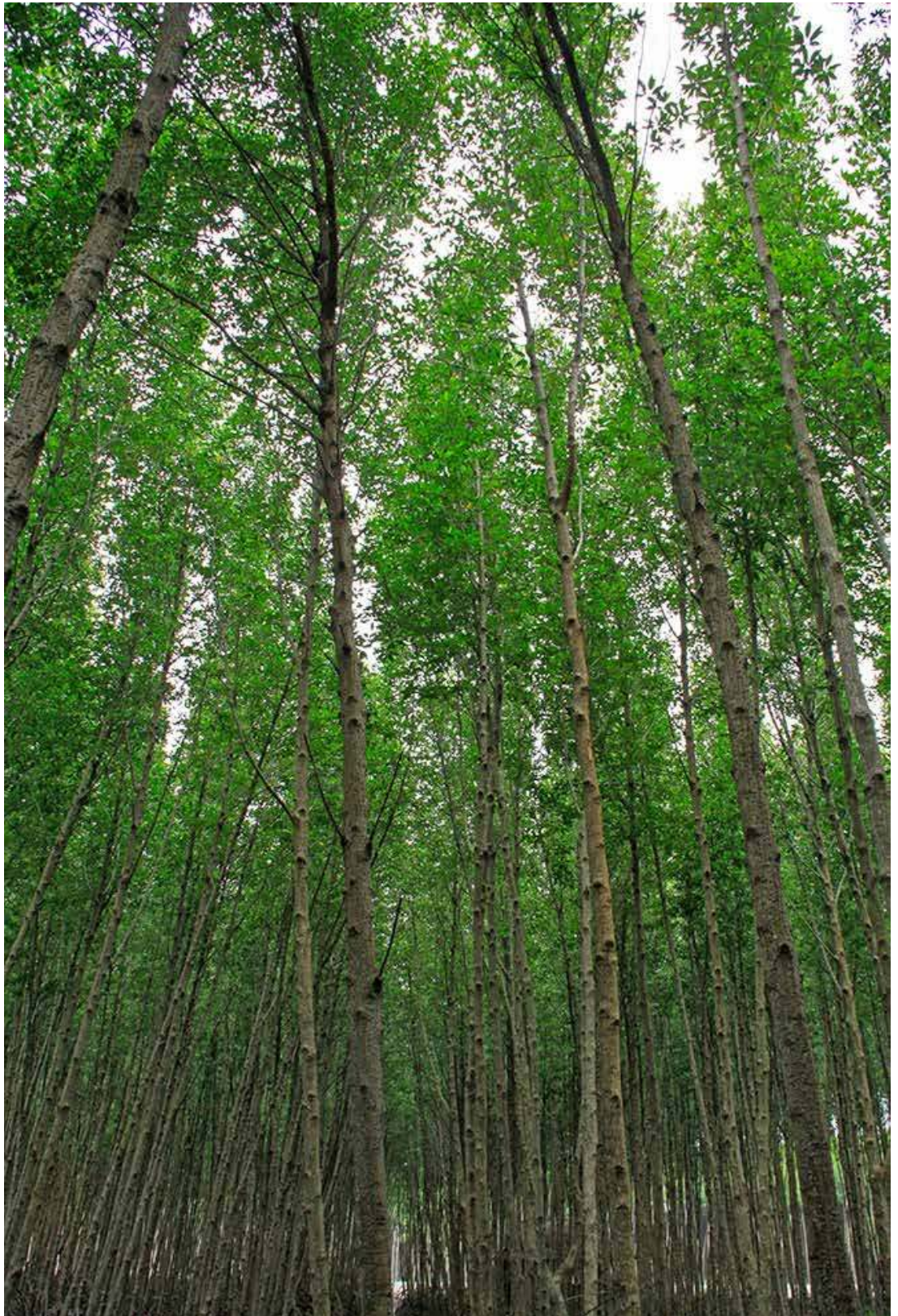
Women own and inherit property. The new law that requires both husband and wife’s signatures on land ownership papers has been rigorously applied in Lam Dong. However, there was a discrepancy in the importance attached to this new practice by the interviewed women. The older women did not seem to appreciate this new custom while the younger ones feel strong about the need to have both signatures. “It will be much better in the case of a divorce”- a young Co Ho married woman explained. It is apparent that the practice of divorcing is not popular among the older generation.

In the past, women were supposed to take care of the domestic sphere. Nowadays, within the surveyed ethnic communities, women are consulted regarding household chores as well as community affairs. Decisions about forest protection and plantation are made by both men and women although men continue to take care of the patrolling responsibilities. The women’s role in decision-making at domestic level continues to be significant. Experiences in Lam Ha show that in some serious land encroachment cases, authorities failed to retrieve illegally cleared land from indigenous households due to the strong resistance from the women even when their male partners decided to conform to the laws. The reason is cited as the women’s limited knowledge on the GoV current laws and regulations on forest protection and the serious penalty that may apply.



In some projects and programmes, payments require signatures of both husbands and wives to avoid the risk of misuse of the payment by the men (drinking or gambling).

The distinctive feature of communal and cultural coherence within the indigenous and ethnic minority groups as well as their aspiration for preserving cultural traditions is relatively strong. This could act as a strong foundation for diversifying awareness rising and environmental education activities that specifically target REDD+ interventions, while being tailored to reflect the local contexts and conditions. These activities should be designed and carried out by the community members to enhance the sense of ownership and the relevance.





## Recommendations

- **Carry out technical and leadership capacity building for men and women at commune level.** It is important to enable women to become ‘champions’ who can influence and train others. Particularly in order for rural, poor women to feel sufficiently empowered to play an active role in REDD+, they must gain skills that include: literacy/numeracy, advocacy/public speaking, community development and organizing, influencing and negotiation and MRV (measurement, reporting and verification) of forest carbon (for baseline establishment and verification), among others. In addition, men’s support to women leaders is crucial to create an environment that enables equal and effective engagement of both genders.
- **Provide trainings for Women’s Union in practical areas such as support mobilization and participation (especially from the indigenous and ethnic minority groups).** Furthermore, provide demand-driven support and training to those groups that already exist following an analysis of problems and opportunities in forest access and resource use.
- **Consider collaboration with a non-governmental/civil organization.** Oxfam Novib has designed and implemented a tool called “Women’s Empowerment, Mainstreaming and Networking for Gender Justice in Economic Development (WEMAN)”. Their Community-led Gender Action Learning and methodology on edutainment could be tailored to meet local needs and carried out by local people.

## Relevance for Specific Outcome/Outputs under Phase II

- Outcome 5: Mechanisms to address the social and environmental safeguards under the Cancun Agreement established; including Output 5.2: Measures to ensure respect for traditional knowledge and rights related to forest management designed and adopted; Output 5.3: Full and effective stakeholder participation mechanisms, especially for women, local communities and indigenous people, established.

## 4.4. Inadequate Representation of Women in the Decision-Making in the Forestry Sector

From the interviews with the Department of Agricultural and Rural Development (DARD) of Lam Dong, it was revealed that the provincial government has made concerted efforts to adhere to Resolution 11.<sup>47</sup> Through this resolution, the party commits to securing a larger percentage of women at decision-making levels. Five years after the resolution was imposed in 2007, Lam Dong had secured 31.5% women representatives in the Provincial People’s Committee. At district level this figure stood lower at 21% with the exception of 30% in Lam Ha, Duc Trong and Don Duong districts. Meanwhile, there are two women out of 24 staff in Lam Ha District Forest Protection Department.

Women are indeed under-represented in the political sphere of Lam Dong Province. The share of female government staff at the provincial level stands at 31.5%, while 21.1% at district level and 23.3% at commune level. The percentage of women in leadership positions in Sub-Departments and SFEs is low, and women tend to hold less important positions when represented. There is also a shortage of women with the potential to be promoted to leadership positions. Women are often assigned to jobs that are considered ‘suitable’ for women; jobs that do not require a high level of expertise.

In addition to that, 4 out of the 17 upper-level personnel at the policy making level at Provincial, District and Communes that the gender study team interviewed were women. The 4 were all representatives of the Women’s Union.

In terms of the numbers to be trained and promoted to higher level of decision-making, the percentage of women remains low. The pool of women who are already in positions of promotion to higher level is limited, although not entirely unsatisfactory. In Phu Son Commune, 8 out of 30 cadres in the People’s Committee are women. Meanwhile, there is 1 woman out of the 12 members of the Party’s Executive Board. In Phuc Tho Commune, 7 out of 25 cadres in the People’s Committee are women. In the same commune, currently two women hold decision-making positions, one is chair of the Commune Father’s Frontier and the other is chair of the Commune Women’s Union (Highlights are in Box 5 below).

There is a tendency to report on the number of women and their representation without real attention to the importance of capacity building, especially in remote areas and within ethnic minorities. A progress report on the implementation of the Resolution 11, reported a lack of attention is paid to the importance of capacity building and the training of women for important decision-making positions, especially in remote areas and within ethnic minorities.<sup>48</sup>

.....  
47. Through the mandate of the Action Plan No. 39-CTr/TU to implement the Resolution No. 11-NQ/TW “Policy for women in the period of industrialization and modernization” Women’s Unions roles are to be further strengthened in order to fulfil their tasks and enhancing gender equality.

48. Please refer to Annex E for a brief description and “progress report” on the Resolution number 11.

## Box 5: Gender Equality Progress in Lam Dong

### Gender Equality Progress in Lam Dong

Work related to gender equality appeared to be well supported, according to interviews with DARD officials in Lam Dong. This was reflected from the provincial level down to commune and village level. Resolution 11 also appeared to have been understood and embedded into the divisional five-year action plan.

However a few gender issues were apparent:

One of the targets with gender mainstreaming was to place an effort at reaching equal number of participation of men and women at meetings/activities. Reportedly this had been achieved, but this exercise is a box-ticking exercise;

In Phuc Tho commune, the average percentage of women's representation in the decision-making bodies is 20%. Women employed in the government offices are often assigned to jobs which are considered 'suitable' for women, without a demand for high level expertise in secretarial, administrative and accounting (petty cash management);

There is no plan of training / promotion of the existing women staff to leadership positions;

Meanwhile, the DARD REDD+ Working Group in Lam Dong targeted 10% women participation. According to DARD officials, participation had exceeded the target.

*Source: Interviews and group discussion undertaken by the Gender Analysis team during the field mission in Lam Dong Province, December 2012.*

### Anticipated Impact and Opportunities

- Low representation of women at the decision-making level may lead to forestry policy becoming uninformed of the differentiated needs and views of women.
- Similarly to sub-section 4.1, essentially Phase II provides a platform where women can be given the opportunity to take on active roles and support them with capacity development opportunities and/or mentoring.

### Recommendations

- **Appoint Gender Focal Points at national level and in every of the six pilot provinces for Phase II.**<sup>49</sup>

The province gender focal points will work under the lead of the national gender focal point in VNFOREST. Criteria for the focal points: women in decision-making currently working in a sector related to forest management that are able to create an impact on policies related to the design and implementation of REDD+. The national focal point will ensure a gender perspective are taken into account. They will participate in planning, budgeting, and policy-making processes during the implementation of Phase II.
- **National and provincial capacity building for mainstreaming gender in REDD+.** This will be implemented in three key areas: (a) capacity building in REDD+; (b) sensitization and capacity building for gender equality principles, and finally, (c) capacity building for men and women in particular on effective political participation. The latter type involves addressing women's frequent lack of understanding about their rights, and the barriers to exercising those rights, in order to hold governments, corporations and other actors accountable.
- **To support current joint work plans between the Forest Protection Department (FPD) in Lam Dong and the Women's Union on forest protection, forest resource and fire management.**

As a result of the provincial decision No. 13/2009/QD-UBND dated March 2009 on collaboration procedures between FPD and local civil societies and social organizations, Lam Dong FPD and the WU formulated a joint work plan on forest protection, forest resource and fire management. The objective of the work plan was to raise women's awareness and sense of responsibilities towards forest management. The goal is to provide training on the Forest Protection and Management Law to 100 staff and 500 members of the WU annually. The work plan clearly stipulates the roles and responsibilities of both FPD and the WU. The WU is expected to develop and execute this work plan within the limited budget already allocated by the FPD.

49. One of the comments from the review panel of experts said that a lot of gender mainstreaming literature has illustrated the ineffectiveness of the focal point system as these people often have little power, and this is a huge burden on the few women in decision-making positions in the sector. Comments explained that it would be much more effective to write the accountability into the top level of leadership and then into the ToR of other senior staff rather than relying on the few women in the system to fight it for themselves. If focal points are to be appointed they need to be linked to these senior staff. There also need to be some system of performance evaluations based on their annual workplan with gender work integrated. This will legitimately allow and give incentives to these officers to allocate time and resources to carry out gender related tasks.



## Relevance for Specific Outcome/Outputs under Phase II

- Outcome 1: Capacities for an Operational National REDD+ Action Programme (NRAP) are in place; Output 1.2 VRO strengthened in terms of its managerial, secretarial and technical capacity to lead the NRAP implementation and support the NRSC; Output 1.7: Awareness on REDD+ to provincial authorities and administration, increased.



## 5. KEY STRATEGIES TO MAINSTREAM GENDER IN PHASE II

Strategies to redress the gender gap must not be based on the notion that women are victims of climate change as they are often portrayed. They must rather be viewed as (potentially) powerful agents of change, due in strong part to their roles as stewards and managers of forest resources.

At its core, gender-mainstreaming activities will ensure that gender considerations will be incorporated into Phase II from design through post-evaluation; and ensuring that equal opportunities will be available for men and women. Furthermore, the activities will be mainstreamed to help improve overall project performance, overcome gender-based barriers, increase both men's and women's participation and ensure that new mechanisms will not have an adverse impact on women.

Implementation of gender mainstreaming work will leverage to the maximum extent possible the existing use of political set-up, experience and human resources.

The strategies for gender mainstreaming includes three elements:

- Developing technical expertise for understanding gender equality, women's empowerment and REDD+;
- Developing mechanisms for accountability by project owners;
- Addressing organizational cultures to ensure elimination of institutional gender blindness.

### 5.1. Gender Action Plan for Phase II

The overall approach to ensuring gender equality Phase 2 is laid out in a Gender Action Plan (GAP). The activities and targets in the GAP builds on the recommendations from Chapter 4, as well as existing targets from the Phase II proposal from 27 November 2012. The six gender mainstreaming targets are summarized in table 3, and described more in detail thereafter.

The six gender mainstreaming targets are:

- Target 1: 100% of key men and women officers involved directly in Phase II activities have receive gender awareness training by the end of the Programme;
- Target 2: Pilot Work on Agroforestry for Grassroots Women's Group in Lam Ha District (Annex E) is fully explored and consulted with the relevant stakeholders;
- Target 3: Institutional planning capacity and systems to mainstream gender in REDD+ supported;
- Target 4: 30% women membership at the Independent Monitoring Board secured.

**Table 3: Gender Action Plan (GAP)<sup>50</sup>**

Project outputs of Phase II	Proposed target (in gender) - Target are set for the end of the Programme	Indicators	Means of Verification	Responsible Unit
<b>Output 1.7:</b> Awareness on REDD+ to provincial authorities and administration, increased.	1. 100% key men and women officers have receive gender awareness training	1. Number of VNFOREST, DARD, PPC, DPC and CPP leadership receiving training in gender awareness and gender analysis	Programme and GoV records	Gender Focal Points
<b>Output 2.5:</b> Improved land tenure arrangements ensured in six pilot provinces	2. Pilot Work on Agroforestry for Grassroots Women’s Group in Lam Ha District is consulted with FPD, Women’s Union and local women in Lam Ha in a workshop	2. Degree of consultation of the pilot with FPD, Women’s Union and local women in Lam Ha District	Programme reports and GoV reporting documents Meeting minutes	Gender Focal Points
Output 5.3: Full and effective stakeholder participation mechanisms, especially for women, local communities and indigenous people, established	3. The content of the VNFOREST’s Gender Action Plan consulted with members of the National REDD+ Network and tabled at open provincial consultation meetings; 4. National Gender Focal Point and Provincial Focal Points from all 6 pilots nominated 5. Trainings on general REDD+ principles, programme management and implementation, data collection, monitoring and participatory planning for key officials in Women’s Union and CSO’s in Lam Dong organized 6. Minimum 30% women membership at the Independent Monitoring Board	3. The degree of consultation of the VNFOREST Gender Action Plan outside of the GoV 4. Gender Focal Points from VNFOREST and pilot provinces have been nominated 5. Number of skills targeted in trainings held for key officials in Women’s Union and CSO’s in Lam Dong 6. Female members of the Independent Monitoring Board	Programme reports and GoV reporting documents Survey of training and information materials	Gender Focal Points

The four gender mainstreaming targets are described below. A summary of all targets is provided above in a Gender Action Plan (Table 3) above.

**Target 1: 100 % of key men and women officers involved directly in Phase II activities have receive gender awareness training by the end of the Programme**

An awareness-raising training is a necessary first step to begin addressing gender issues in the UN-REDD Programme. At the central and provincial government level, these trainings should be designed to meet the specific needs of senior leadership highlighting the linkages of REDD+ and the role that both women and men play in achieving programme goals.

At the end of the training, participants will be able to:

- Reflect on gender issues in REDD+, its importance to the success of Phase II in achieving sustainable outcome;
- Reference basic knowledge about gender mainstreaming concepts, principles, approaches and the targets of gender mainstreaming in Phase II;
- Propose measures and a plan of action to concretize responses to the gender issues affecting women staff and project beneficiaries as identified through their confirmation and/or additional proposed measures to the project’s Gender Action Plan (Table 3).
- Generate commitment of stakeholders to support gender mainstreaming in Phase II and REDD+ in general.

This will be a one full day session in dialogic lecturing/presentation for the strategically selected programme stakeholders. Each session will have a maximum number of 25 men and women participants to ensure ease in training management as well as focused interaction with each trainee. Process-oriented training methodologies will be employed such as breakout groups, case studies, problem solving, and others as appropriate.<sup>51</sup> Each session will be delivered by an experienced trainer in gender mainstreaming, with insights and work experiences in the forestry, CC and REDD+ sector. The outcome of trainings will be the adoption and/or further improvement of the project’s GAP. In the long run, such effort is aimed to a transformed, supportive and committed behavior among programme participants to gender issues. The training will be delivered in Vietnamese language.

50. Subject to further refinement

51. Specific format and delivery mode will be finalized when necessary. This is indicative only.

## **Target 2: Pilot Work on Agroforestry for Grassroots Women's Group in Lam Ha District is fully explored and consulted with the relevant stakeholders**

The activity is inspired by the practical purpose of SHG and in order to enable women to better represent their views in community decision-making and at the same time to receive technical and skills training. The pilot scheme proposes to allocate forestland areas to groups of women to intercrop forest tree species together with coffee plantation in two communes Phu Son and Phuc Tho, Lam Ha district. Please refer to Annex E for details.

## **Target 3: The degree of consultation of the VNFOREST Gender Action Plan outside of the GoV**

VNFOREST is currently developing a Gender Action Plan, which will eventually form part of the Forest Protection and Development Plan (Decision 57). The VNFOREST Gender Action Plan, building on the targets set out in the MARD Gender Action Plan from 2011, is an ideal platform for championing the issue of gender within REDD+ and forestry to achieving the goals of Phase II and the forestry sector. Phase II will provide the necessary support to help strengthen the institution's capacity for gender integration in REDD+ in terms of financial resources and organisational operating norms and administrative procedures and other type of necessary technical assistance.

## **Target 4: National Gender Focal Point and Provincial Focal Points from all 6 pilots nominated**

A National Gender Focal Point and Provincial Gender Focal Points should be nominated to ensure effective GoV ownership.

## **Target 5: Trainings on general REDD+ principles, programme management and implementation, data collection, monitoring and participatory planning for key officials in Women's Union and CSO's in Lam Dong organized**

Inherent in the strategy of gender mainstreaming is to leverage, to the maximum extent possible, the existing use of political set-up, experience and human resources. Gender mainstreaming will work with the existing governmental plan. Results of independent dialogues with VNFOREST, DARD in Lam Dong province as well as the provincial Women's Union indicate that there is a considerable need in awareness, knowledge and skills to address gender issues in REDD+.

In the sample province of Lam Dong, an existing workplan between Lam Dong Department of Forest Protection (FPD) and the Women's Union (WU) on forest protection and management of resources has also been drawn up.

The Women's Union is a mass organisation, which has the extensive network and human resources to facilitate awareness raising and capacity building. The WU often act as a valuable interface between local women, the government, and financial institutions. The WU in Lam Dong Province is a particularly skilled organisation with experiences in running projects, managing fund and mobilizing women's participation at all levels. The WU could potentially transfer knowledge and help penetrating the older generation (especially the indigenous people) who did not go to school and cannot read or write.

As mentioned under Chapter 4.4, Phase II could support the joint work plan between the FPD in Lam Dong and WU. One of the activities that may arise under this collaboration could be. These trainings will develop women's skills on general REDD+ principles, programme management and implementation, data collection, monitoring, law enforcement, and participatory planning as well as development of grievance mechanism.

Future trainings should not be restricted to a general training on climate change. Instead they should equip women with leadership skills in support mobilisation and participation (especially from the indigenous and ethnic minority groups), and managing pilot initiatives. The leadership trainings for women can further the advancement of women and closing the "gender gap" among officials in leadership positions and those with high level of technical expertise. Raising the capacity of rural women to ensure their participation in all possible REDD+ technical activities is key to achieving gender equality in decision-making.<sup>52</sup>

## **Target 6: Minimum 30% women membership at the Independent Monitoring Board**

Detriment of women's advancement and consideration of gender issues at national, regional and local governance level, it is important to ensure that women are not only represented in decision making bodies, but also given the means and forums to effectively participate. The Independent Monitoring Board will comprise of civil society organizations, NGOs and research organizations from the Viet Nam REDD+ Network. It will monitor overall Programme results and not be a substitute for internal M&E. The Board will provide semi-annual and annual monitoring reports to the EG and co-chairs of the PEB, which are the highest decision-making bodies of Phase II.

52. Comment from review panel of experts: to build political will and sustainability for gender mainstreaming, it is important that the FPD contributes the financial means for the training and other gender mainstreaming activities. Therefore it is not solely the responsibility of UN-REDD and international donors.



## 5.2. Implementation Arrangement

The implementation arrangement for gender mainstreaming will be consistent with the management and financial arrangements of Phase II.<sup>53</sup> VNFOREST, as National Implementing Partner, will ensure that the GAP is fully implemented.

The National Gender Focal Point will have authority of the management and execution of gender mainstreaming work and its associated budget. The focal point will be responsible for building momentum towards gender equality and championing the issue to achieving the goals of Phase II.

The focal point will come from VNFOREST, as part of strengthening the capacity in gender mainstreaming.

During the phased transition to mainstreaming gender in VNFOREST, the focal point will require adequate capacity building, conditions for operation, clear mandates and plans of action that are supported with human and financial resources and reasonable time commitments. The focal point should make use of the support and guidance of the existing MARD and VNFOREST leadership, and technical expertise available from the Phase II PMU as well as participating UN organizations.

The Provincial Gender Focal Points nominated by DARD in the six pilot provinces<sup>54</sup>, supported by the Provincial Programme Management Units, will be responsible for planning, implementing and monitoring the GAP. Project staff in the PMU and PPMUs will help conduct gender awareness trainings for project units, establish sex-disaggregated indicators for project performance monitoring and evaluation, and coordinate with other specialists during GAP preparation and implementation.

The participating provinces will include information about progress of GAP implementation in quarterly progress reports submitted to the National Gender Focal Point, who will circulate findings to VNFOREST and the National Programme Director of Phase II.

At the commune level, the provinces will coordinate closely with the representatives of the Women's Union and the elected community based organizations, who will be responsible for ensuring coordination of day-to-day activities at the commune level between the project, commune authorities and other stakeholders. This will include organizing public consultations and carrying out implementation monitoring by the associations and will ensure adequate representation of women as per GAP.



53. As defined in Phase II proposal, p. 11

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## Annex A: Pilot - Women's agroforestry model in Lam Ha District

This pilot scheme proposes to allocate forestland areas to groups of women to intercrop forest tree species together with coffee plantation in two communes Phu Son and Phuc Tho, Lam Ha district.

### Background

Lam Ha district with a population of 141,000 people, comprised of 24 ethnic minority groups, mostly immigrants relocated in New Economic Zones. Indigenous people account for 21.5%. The total forest area is 36,523 ha with 27,883 ha of forest. The district is facing rampant forestland encroachment for coffee plantation. There has been no assessment of forestland area, which has been converted into coffee plantation in Lam Ha. However, since the 90s, the district has lost approximately 20,000 ha of natural forests due to coffee expansion. In the year of 2012 alone, 11,900 ha of forest was cleared. District and provincial authorities are aware of this reality and have been seeking solutions to this difficult economic and social issue.

Currently in Phu Son and Phuc Tho commune, some area of forestland under the management of two forest management boards has been encroached for coffee plantation by both indigenous people and immigrants. According to authorities, these people are well aware of the illegal nature of their activities but have significantly invested in both coffee plantation and infrastructure. Some of them are not the local residents. This has posed a serious challenge to district authorities in ensuring effective law enforcement, proper land-use planning and avoiding possible conflicts. During 2012, the district managed to reclaim 115 ha of forestry land from illegal coffee plantation<sup>55</sup>. The 2012 report by Lam Ha forest protection department highlighted a reality that owners (forest management boards) have not strictly followed the steps in reclaiming land which caused serious conflict and disputes in the area, especially among the indigenous communities.

Intercropping acacia and coffee have been piloted in Lam Ha with initial success. Recently Lam Ha forest protection department has encouraged local people to grow local forest species and acacia in their gardens and along their coffee fields. It was reported that villagers are very keen on this program yet the district has limited financial resources to replicate this model on a larger scale.

Although forestland has not been allocated in Lam Ha, district authorities plan to pilot forestland allocation<sup>56</sup> to a group of women in Phu Son and Phuc Tho for coffee and forest plantation (using two popular timber species with high economic and environmental value). The investment required to set up one ha of this intercropping plantation is 14 million VND and 3-4 million for every year after that. Farmers could start earning after three years. In this pilot program, groups of women will be allocated forestland with official land-use certificate registration, provided initial investment support, follow-up technical assistance and expected to fully participate in forest development and monitoring.

Initial discussions with villagers, especially indigenous women, commune and district authorities revealed a level of enthusiasm in participating in such a pilot program. On average, each HH in Lam Ha has one ha of agricultural land. Results from village meetings showed that each family would be happy with two ha and most villagers would like to receive more land and support for agricultural production. Although women are already burdened with house chores and agricultural activities, they believe that with proper planning and labour division among the group, this pilot program will work.

### Objectives

1. To assist local farmers with alternative income generating activities from coffee plantation and increase forest cover on barren hills
2. To empower women and enhance their involvement in forest protection and development
3. To serve as a pilot case and raise awareness on gender equality for different audience including policy makers in general and for the forestry sector in particular.

### Risk

This is not a conventional model of forestland allocation. Although Lam Ha district authority may support this initiative to allocate the encroached forest area to women's groups for coffee plantation and forest regeneration, there is a certain level of hesitation at provincial level. According to the laws, the illegally encroached forestland area needs to be returned to forest owners for forest development. By granting permission to continue coffee plantation on this type of land and providing support for forest development, this model may promote further forest encroachment.

.....  
55. 2012 Socio-economic Report of Lam Ha District.

56. Could be encroached forestland



### Roadmap

A careful study on the feasibility of this pilot model including surveys on land ownership and land-use practices, consultations for forestland allocation at provincial and district levels needs to be carried out before designing such a pilot program. Specific attention must be paid to the specific roles, requirements and contributions of women (especially the indigenous women) at every stage of this program development, from design through implementation and evaluation.

### Replication and Support from Phase II

Phase II could provide support to set up this pilot program in Lam Ha by providing the initial investment to the agroforestry model, training women groups with necessary skills and knowledge on various dimensions of sustainable forest management and coffee production.

Although, the same program may not be feasible in other pilot provinces of Phase II. Similar steps/tools in exploring possibilities to empower women at local level, in lobbying relevant authorities to take this agenda on board on practical terms, may prove useful. Furthermore, if this model is successful, it could present a good practice and show how to integrate gender equality and women's empowerment in poverty reduction and REDD+ at local level.

## Annex B: Laws and Policies on Gender Equality and the Advancement of Women

Gender equality has been an important objective set out by the Communist Party and the Government since the very first day of the foundation of the Democratic Republic of Viet Nam.

In the first Constitution (1946), the view of gender equality was identified with the principle of “non-discrimination of race and sex”, stating, “All Vietnamese citizens are equal in the political, economic, cultural and social aspects” (Article 9)<sup>57</sup>. This perspective on equality has been developed over time with several revisions of the Constitution in 1959, 1980 and especially in 1992, which confirmed through Article 63, “Female citizens and male citizens have the same rights in every aspect of politics, economics, society and family”.

**The Law on Gender Equality**, approved by the National Assembly in 2006, has created a strong legal passage for the promotion of gender equality and women’s empowerment. Concepts on gender, gender mainstreaming in to economics, politics, labor, education, sciences, culture, information, sports and family, responsibilities of ministries, branches, agencies and organizations on gender equality implementation; regulations relating to gender in legal documents; regulation of the formulation of actions to promote gender equality and budget allocation for gender equality activities have all been included in Law on Gender equality. In particular, the responsibilities of the State Managements Agency on Gender equality throughout the country and explicit measures to ensure gender equality, gender budgeting and administrative or criminal treatment of violations of the Law on Gender Equality have been concretized in a guidance document for implementation of the Law. The promulgation of the Law on Gender Equality has confirmed the continued interests of male and female citizens, at the same time, it reflects the strong political will of Viet Nam in internalizing international conventions on human rights and gender equality in which Viet Nam is a signatory.

Aiming to ensure the full and equal participation of women in all aspects of socio-economic life, **the National Strategies for the Advancement of Women in Viet Nam 1995-2000 and 2001-2010 (NSFAW) have been implemented through consecutive plans of action naming concrete steps and objectives**. Objectives and targets on labor, employment, education, health care, politics and organizing activities for the advancement of women have been included in these plans of action. At the same time, ministries and local councils have developed their own specific plan of action suitable to the specific contexts of the respective ministries and councils.

In particular the Prime Minister issued Resolution Number 57 (01/Dec/2009) **on the programme of action to promote women’s mobilization work during the phase of national advanced industrialization to 2020**. The objective of the programme of action is to raise awareness and promote effective management of State administrative agencies at central and local levels, aiming by 2020 to enable women to achieve higher levels of knowledge, and access to higher education and to professional positions to meet the demands of the country’s industrialization, modernization and international economic integration.

### **Establishment of a State Management Agency on Gender equality, and strengthening the Interdisciplinary Agency for the Advancement of Women**

For the first time, **the Government of Viet Nam has established a State Management Agency on Gender Equality from the central to the local levels**, based on regulations of the Law on Gender Equality. Decree number 70/2008/ND-CP (04/June/2008) states that MOLISA has been assigned as the governing body to implement the function of State Management Agency on Gender Equality across the whole country. At the same time, the Government also stipulates that all ministries and branches, while the People’s Committee performs the same task at their decentralized levels.

MOLISA has established the Department of Gender Equality to assist the Minister to perform the function of management on gender equality, at the same time, they have coordinated with the Ministry of Home Affairs to provide guidance to provinces and cities in establishing their own State management machinery for gender equality.<sup>58</sup> By 2011, DOLISA established offices for Gender Equality in 11 provinces and cities nationwide. As for the rest of 52 provinces and cities, gender issues are designated under DOLISA’s administration offices.

In 11 November, 2009, the Decision No. 1855/QD-TTg was released by the Prime Minister on the establishment and consolidation of the agency for the Advancement of Women at province and district levels. This is to strengthen this agency’s mechanism and activities toward a synchronous and unified system nationwide on the advancement of women and gender

57. From the Constitution of the Socialist Republic of Viet Nam

58. Circular number 10/2008/TTLBLĐTBXH-BNV (10/July/2008) from MOLISA and the Ministry of Home Affairs provides guidance on functions, responsibilities, authority and structure of the governing body belonging to the provincial and district people’s Committees and the state management responsibility of the Commune People’s Committee on labour and social issues.

equality. By 2011, 62 out of 63 provinces, cities nationwide have completed the transfer to DOLISA.<sup>59</sup>

The key agency who has played a significant role on gender equality and empowerment of women in Viet Nam essentially is Viet Nam Women's Union (VWU). Established in 20th October 1930, VWU represents legal and legitimate rights and interests of women of all strata and in all socio-economic sectors. VWU reaches out with more than thirteen million members in 2012, from the center to grassroots level.

One year after the new constitution, in 1993, the National Committee for the Advancement of Women (NCAW) was established with the mandate to advise the Prime Minister, to support the implementation of 5-year plans of Action for Women's Advancement; to boost the achievement of gender equality; to research and coordinate interdisciplinary topics related to the advancement of women. The NCAW was consolidated by the Decision No. 114/2008/QĐ-TTg issued by the Prime Minister and it is currently headed by the female minister of MOLISA as its president, by the Vice Minister of MOLISA and the president of the Viet Nam Women's Union (VWU).

### **MARD's Gender Strategy in Agriculture and Rural Development**

MARD established a Committee for Advancement of Women (CAW) in 1996 with the aim of integrating gender concerns in MARD's policies and activities. However, it was recognized that MARD's institutional capacity to mainstream gender within its functional responsibilities and internal operations was limited by a lack of human and financial resources, institutional procedures, and organizational culture, as well as number of other factors, and further that the capacity to make operations within MARD's functional and management departments more gender responsive was limited to a few members of CAW.

In response to these challenges the Asian Development Bank (ADB) provided technical assistance (TA) in the form of TA 3831-VIE Gender Strategy and Implementation Plan for Agriculture and Rural Development, which was implemented between June 2002 and February 2004.

With the assistance from ADB, MARD was one of the lead agencies in implementing Government's commitment to NSAW<sup>60</sup>, as the outputs of the TA included the Gender Action Plan for Agriculture and Rural Development to 2005 and the Gender Strategy for Agriculture and Rural Development to the Year 2010, which were approved by the Minister of MARD in 2003.

The Gender Strategy sets out five strategic objectives, with targets and monitoring indicators, that will assist MARD in achieving its overall goals in respect of gender and development which include: (i) improving gender equality and women's status in the agriculture and rural development sector; and (ii) ensuring that gender responsive planning, program design and implementation are institutionalised in the sector.

The strategic objectives include:

- To increase social awareness of gender issues in the industrialization and modernization of agriculture and rural areas following the socialist orientation;
- To increase rural women's access to, and control of, key resources including land, credit, water resources, infrastructure, and public services in the sector;
- To integrate gender targets and sex-disaggregated monitoring and evaluation (M&E) tools in policies, plans, programs and development projects of MARD and the sector;
- To achieve gender sensitive practices and gender equality in agricultural research, public services and training; and
- To increase women's empowerment and access to decision-making in key institutions in the sector including MARD, DARD, People's Committees at all levels, agricultural universities, institutes, colleges, vocational schools, and enterprises.

The overall goal of the National Strategy on Gender Equality is: "Up to the year 2020 (...), to ensure substantive equality between men and women of the opportunity, participation and enjoyment in the fields of politics, economy, culture and society, contributing to the rapid and sustainable development of the country".

Along with this Strategy, a National Targeted Program on Gender Equality for the period of 2011 to 2015 was developed in July 2011 with the aim of "making a fundamental transformation in the public awareness to promote behavior changes in substantial gender equality; to make steps towards bridging the gender gap and promoting women's status in areas where there is actual occurrence or high risks of inequality" (Article 1).

.....  
59. Report on the Five year Implementation of Gender Equality Law: National Workshop on lessons sharing in the implementation of Gender Equality Law: Da Lat, 13-14, Dec. 2012.

60. The NSAW is a strategy document which includes the principles and overall objectives for advancement of Vietnamese women and as such it does not contain specific requirements for sectors. Its major principle is to mainstream gender into all legal systems, policy planning an implementation, as well as work plans of government at different levels.

The National Assembly is supervising the process of mainstreaming gender in the legal documents as well as in the 1992 Constitution, as provided for in Articles 21 and 22 of the Law on Gender Equality. The development of these strategies was strongly supported by UN agencies, especially the new entity of UN Women, and included the participation of the civil society.

In these documents, the relationship between gender equality and climate change is however not clearly articulated.

### **Legislative framework on Natural Resources Management and Gender Equality**

Forestry is one of the socio-economic sectors where great numbers of women are employed. Most of the forestry activities are carried out by woman, and these activities play an important role in the lives of ethnic minority people. In Viet Nam, about 70% of women engage in exploiting and processing non-timber products and over 60% engage in afforestation, nursery activities and environmental services. This percentage is less in timber exploitation and forest protection activities. In forest product processing enterprises the proportion of women is higher than men.

MARD has also developed a GE Strategy and an Action Plan for Agriculture and Rural Development, which was officially approved in October 2003 (Decision No. 4776 QDBNN/TCCB of 28. Oct. 2003) after the approval of the Prime Minister's Decision No.19/2—2/QD-TTg on the approval of the National Strategy for the Advancement of Women in Viet Nam 2006 to 2010 (in 2002).

The Action Plan has the overall objective "to integrate gender in MARD's policies, programs and plans in order to achieve equality in socio-economic benefits for men and women". The specific objectives strive for:

- Increasing MARD's commitment to implement GE;
- Strengthening the Gender Mainstreaming capacities for planners, decision makers, managers, public service providers at all levels of MARD and related departments and agencies;
- Increasing the empowerment of women and achieving GE in decision-making processes at all levels in MARD.

This document defines key activities with measurable indicators within a timeframe and a concrete need for the allocation of financial resources to implement the Gender Plan of Action, though the amount remains unspecified.

MARD has also invested an effort in mainstreaming key issues on gender by providing inputs into the development of the National Forest Strategy 2006 – 2020. Although according to a report on the site survey of gender issues in the forestry sector<sup>61</sup>, several challenges remain, several are presented here:

### **Women and Agroforestry**

More women participate in agro-forest production, processing and agro product sales than men do. Since the 1990s, women actually take part in almost all production activities and in the decision-making process relating to agricultural production activities. Although women play an important role in agro-forestry production, this has not been reflected in national policies on agriculture extension services and technical services. MARD assigned the National Agro-Forestry Extension Center, Animal Health and Plant Protection Centers to delivery agricultural services and technical services to households. However, they have not yet formulated specific guideline policies targeted at women. Training courses in agricultural extension have been provided at district, commune and village levels, in CPC meetings and some special training courses are funded and implemented by projects. Although agricultural extension training is mainly provided for women by the Women's Union, these services vary considerably and usually depend on access to international financial support.

### **Land Ownership**

Although the lives of the majority of people living in rural areas in Viet Nam have improved, there still remain differences between women and men in terms of accessibility to and control of key resources critical to the livelihoods of farmers. In particular, women have limited access to and control of land, water resources, credit, means of production, skills training and information.

Improvement in women's accessibility to land, credit, infrastructure and information would lead to higher potential production, improve management efficiency, provide more equal distribution of income and improve human resources development ultimately leading to increased growth. Land Revision of land allocation policy is the foundation of the economic reform process in Viet Nam. The granting of Land Use Rights Certificates (LUC) for agricultural and forestry land is one of the major achievements of the renovation process. Though the Constitution, Land Law and Law on Marriage and Family guarantee that women and men enjoy equal rights to land use, LUCs for a household's common land as well as the

61. Hoang Thi Dzung, Gender Issues in the Forestry Sector in Viet Nam, Hanoi, April 2006



land administration records of the localities are only registered in the name of the head of household, and most households are headed by men. This creates problems for women when they need to provide collateral for accessing loans, securing viable divorce settlements and claiming rights to land when widowed. Women have not had equal rights to land ownership as a result of land allocation policy and this has partly limited the impacts of land allocation policy on growth of the agricultural sector.

In 1999 the General Department of Land Administration (GDLA) issued a new form of LUC which provided space for both husband's and wife's names. In the associated guide document GDLA also requested land administrations of all levels to register both spouses of full families. The amended draft Land Law (planned to be discussed and finalised at the session of the National Assembly in November 2003) contains an article on registration of both spouses of full families.

Implementation of necessary measures in the coming time will require coordination and support from the agricultural and rural development sector to change all LUCs, which have been registered only in the name of one household head of full families.

Collection and analysis of data on the process of implementation of the Land Law as well as the percentage of Land Use Right Certificates with registered names of both husbands and wives has, up to the present, been very difficult.

### **Lack of institutional planning capacity and systems to mainstream gender**

While the effort to mainstream gender into the National Forest Strategy 2006 – 2020, a key challenge persists in the implementation of it given the lack of institutional capacity. These include a lack of human and financial resources, institutional procedures and norms and organisational culture. Although there have been a number of gender projects and training courses in MARD in recent years, there remains a lack of knowledge and skills on how to mainstream gender in policies and programmes of action throughout the Ministry and its related institutions.

Planning processes and administrative reform do not systematically take gender issues into account, nor is gender considered in systems of accountability or organisational performance indicators. Few, if any, sex-disaggregated statistics are routinely collected, analysed or used for performance improvement. Capacity for gender responsive operations within MARD's functional and management departments is extremely limited to the few MARD CFAW members who have received training in gender analysis and gender mainstreaming. Opportunities to mainstream gender into annual, five-year and ten-year plans as well as into the reform process itself are therefore missed.

Results of a recent stakeholder analysis conducted in MARD, some provincial DARDs and relevant units in the Sector indicate that there is a considerable gap in awareness, knowledge and skills to address gender issues among individuals. Analysis of related stakeholders also indicates that MARD still lacks internal systems for addressing gender issues as part of the planning process in its departments. MARD has no gender sensitive monitoring and evaluation system.

MARD's budget plan has not dealt with gender issues and the only budget sources for gender related activities come from the fund of MARD CFAW.

### **Women in Power and Decision-Making**

In 1995, the Government produced a Strategy for the Advancement of Women in Viet Nam by 2000, which included an objective of enhancing women's role and position in leadership, consultative and decision-making machineries.

In 2001 the Government approved a follow-up strategy, the National Strategy for the Advancement of women in Viet Nam by 2010 with an overall objective "Creating good conditions for effectively implementing the basic rights of women and bringing into play their role in the political, economic, cultural and social life."<sup>62</sup>

The Regulation on Grassroots Democracy (07/July/2003) has improved socialist democracy, promoting the participation of both men and women in the community's political life.

The Law on Gender Equality adopted by the National Assembly in 2006 included regulations on gender equality in politics (article), including the following regulations:

- Men and women are equal in participating in developing local rules and regulations of the community, and rules and regulations of agencies and organizations;

62. Decision no 19/2001/QĐ-TTg of the Prime Minister regarding approval of the National Strategy for the Advancement of Vietnamese women to 2010 dated 21 January 2002.

- Men and women are equal in standing for office and being nominated as candidates for the office of the National Assembly, people's councils, and the leading bodies of political, socio-political, socio-political professional social and socio-professional organizations;
- Men and women are to enjoy equality in the criteria of professional organizations, and for appointment to management and leadership positions.

Recent evidence has shown that women are increasingly represented in leadership positions in many sectors at difference levels. Women are increasingly on an equal standing and are being nominated as candidates to run for office to the National Assembly, people's councils, and leading bodies of political, socio-political, socio-political professional, social and socio-professional organization. During the last two decades, Viet Nam has had three female Vice-Presidents of the State. Women make up 25.8% in the legislative bodies, which rank Viet Nam number 40 out of 188 countries in the world.<sup>63</sup> In the national Assembly the proportion of female deputies was at 26.22% in 1997-2002; 27.31% in 2002-2007; 25.76% in 2007-2011, and 24.4% in the period of 2011-2016.<sup>64</sup> This ranks Viet Nam on the 43rd out of 143 countries in the world, and 2nd place among the eight Association of Southeast Asian Nations (ASEAN) countries, which have parliaments. The number of female deputies holding important positional Assembly commissions has also increased.

### **Education and Training of Women**

Gender equality in education and training has been considered as the first prioritized objective in the National Plan Action on Education for All 2003-2015. This is giving women the opportunity to build their capacity to participate in the process of construction and development.

The Prime Minister's Decisions 81/2005/QĐ-TTg and 267/2005/QĐ-TTg on the policy to support vocational training for workers in rural areas and for boarding students in mountainous areas included prioritized measures to support training for female pupils and female workers.

In the National Plan of Action for Advancement of Women 2006-2010, the five targets of Objective Two on the implementation of women's equality and rights in education and training have been coordinated by the Ministry of Education and Training (MOET) in cooperation with ministries, branches and councils. Measures include setting up models for the eradication of illiteracy, improving access to education and training opportunities for women and girls, integrating gender issues into curricula at different educational level for women and girls, integrating gender issues into curricula at different educational level and creating conditions for women to conduct research and work in the science and technology sectors.

### **National Legislative Framework for Gender and Development**

The Hong Duc Code of Le Dynasty (1483) stated that women have equal right as men in inheritance, divorce, and the right to be protected from violence. The Vietnamese Constitution in its current form from 1992 provides for Gender Equality in a broad sense for all citizens of the country in all areas of "political, economic, cultural, social (life) and in the family", in line with the International Convention on the Elimination of all Forms of Violence against Women (CEDAW).<sup>65</sup>

The Law on Marriage and Family further reinstated that husband and wife have equal rights regarding property and inheritance, and prohibited early marriages (under 18 years of age for women and 20 years for men). The 2000 revision of the Law included additional provisions regarding ownership and inheritance in cases of divorce and death. Article 27 is based on the common law, in which everything acquired before marriage is subject to an agreement while everything acquired after marriage is considered to be a common asset. Land use right certificates (LURCs) acquired after marriage should therefore require both names on the certificate. The new Land Law (2003) reiterates Article 27 of the Law on Marriage and Family by providing for the names of both spouses to be registered on land use LURCs.

63. Decision no 19/2001/QĐ-TTg of the Prime Minister regarding approval of the National Strategy for the Advancement of Vietnamese women to 2010 dated 21 January 2002.

64. General Statistics Office (2012) Gender Statistic in Viet Nam

65. See the website of UN Viet Nam at [http://www.un.org.vn/index.php?option=com\\_content&view=article&id=1083%3AAnational-structuresfor-gender-equality&catid=116%3Awhat-we-do&Itemid=1&lang=en](http://www.un.org.vn/index.php?option=com_content&view=article&id=1083%3AAnational-structuresfor-gender-equality&catid=116%3Awhat-we-do&Itemid=1&lang=en) and of MOLISA at <http://english.molisa.gov.vn/>

## Annex C: Gender Issues in Viet Nam

### General Data

**Head of Household.** The diversity of household structure in Viet Nam is particularly important in the rural context, where successive wars have skewed the male to female ratio in particular age brackets (50-54 and 55-59) and have created a prevalence of female-headed households.<sup>66</sup>

Female headed households account for 26 percent of all households, and while 96% of male household heads are married and have their spouse living with them, 67% of female household heads do not have their spouse living with them. The proportion of female-headed households is higher in the central region than in northern Viet Nam (27% compared with 24%), and these two regions are the poorest in Viet Nam.

**Economic Activity and Livelihood.** In the economic sector, 74% of women and 81% of men aged 15 to 64 are actively participating in the labour force of the country, though the average wages for women in the formal, non-agricultural sector are about one third lower than the wages for men<sup>68</sup> (according to the 2009 Labour Force Survey, women's wages are about 75 percent of men's wages). A strong segregation of female and male labour force can be found according to various industries, such as a dominance of women in the garment sector, or a legal prohibition of women to work in the mining industry. The informal sector is characterized by an overrepresentation of women with lower wages and very often, the lack of formal social security.<sup>69</sup>

**Agriculture and Rural Development.** Around half of all workers in the agriculture sector are women, and compared with men, women contribute more hours of labour to cultivation, livestock raising, agricultural processing, and marketing of agricultural goods.

### Poverty

**Poverty Reduction.** Although poverty has been greatly reduced since 1991, it is now being reduced at a slower rate, and there is increasing disparity between certain groups of population – between urban and rural areas, and between Kinh and ethnic minorities. While food poverty has been almost eliminated in urban areas, it still affects more than forty percent of ethnic minorities, where it has shown almost no decline since 1998.

The Viet Nam Household Living Standards Survey (VHLSS) of 2008 shows that 64 percent of women in rural areas are working in the agriculture compared to 53 percent of men, suggesting a sectoral gender-related segregation along with an increase of female poverty. Apart from gender differences of paid work and the level of wages, women continue being the responsible gender for unpaid work in the households, thus carrying a 'double burden' of household work and income generating labor. The surveys in Lam Dong province have confirmed this assumption. Women indeed represent a smaller proportion of the registered working force, while they are highly engaged in informal labour with less access to social security services. In the state-owned and private employment sectors, women tend to be highly segregated to those economic sectors with lower income, while men more often engage in the more lucrative sectors involving higher levels of mobility and technical skills.

**Poverty and Female Headed Households.** Although VHLSS data indicates that female headed households have a lower incidence of poverty than male headed households, other assessments show that certain types of female headed households – divorced, separated and widowed – and particularly in rural areas, are more vulnerable to poverty. Further, a MARD study of rural households with no spouse present showed that the poverty rate was higher among female headed households. The situation of poor ethnic minority women is of particular concern.<sup>70</sup>

ADB's *Gender Situation Analysis* also provided data from an FAO-UNDP study which revealed that when assets, access to credit, and labour resources are considered, female headed households emerge as more vulnerable to shocks that lead to declines in living standard in the long term.

### Women's Inadequate Access to Capital, Land and Agricultural Resources

**Capital.** While there is reasonable equity in terms of access to capital or productive resources, women have less control over these resources than men. Fewer female headed households own their own home (91 percent compared with 95 per cent),

66. VHLSS 2002 data shows that eleven per cent of women are widowed compared with two percent of men, and 2.5 percent are divorced or separated compared with 0.5 percent of men.

67. UNDP (a); Gender Differences in the Transitional Economy of Viet Nam, 2002, p. 312.

68. Hausmann, R., Tyson, L. D., Zahidi, S., 2010. Global Gender Gap Report 2010. Geneva, World Economic Forum

69. World Bank, 2011. Viet Nam Country Gender Assessment. Hanoi: Viet Nam Development Information Center, p. 52-53.

70. ADB; op cit

more female headed households rent (31 percent compared with 22 per cent), and female headed households pay a higher average rent per month (101,820 VND compared with 95,350 VND paid by male headed households). Fewer female headed households have assets, including livestock and farm equipment, (48 percent compared with 70 percent).<sup>71</sup>

Land and Resources. The average Vietnamese farm cultivates some 7,024 m<sup>2</sup> of land, female operated farms cultivate only 54 percent of the area cultivated by male operated farms, the amount of land per capita for women is only 61 percent of that of men, and even though female operated farms are cultivated more intensively than male operated farms the profits are 62 percent of those of male operated farms. Limited access to agricultural land clearly implies less diversified economic activities in agriculture, with adverse consequences for food security and agricultural development.<sup>72</sup>

Uneven patterns in resource use and workload also affect women's productive opportunities. Intensification of agriculture (from one to two or three crops per year), development of household fish-ponds and taking on of handicraft or other petty trading requires more frequent and longer visits to markets. In households where women are responsible for work in paddy fields, tending the livestock and fishponds and for selling in the markets and in households where there are fewer male labourers and higher numbers of dependents, women experience a disproportionate increase in workload.

### **Women's Inadequate Access to Agricultural Extension and Credit [Forest Resources], Decision Making**

**Agricultural Extension and Support.** Even though women are the majority of farmers, women participate less than men in extension training, extension services do not respond to the specific needs of female farmers, and in the implementation of extension and training there has been no recognition of the "feminisation" of agriculture brought about by male migration. Extension services have the potential to play a key role in the productivity not only of individual farms but of the country as a whole, and although women are assuming increasing responsibility in agricultural production, this gender shift is not reflected in the national policy for extension and technical services.<sup>73</sup>

**Credit.** Only eighteen percent of loans to women are provided through the formal sector, and 27 percent of women's loans require collateral, which is linked with the land use right certificate (LURC).<sup>74</sup> Women often find it difficult to produce acceptable collateral if they are not the official LURC holder, this is especially the case in areas of high labour migration where the male LURC holder may not even be resident in the area. Where access to credit and extension services is tied to a man's name on the LURC, the household can no longer access these services when he is absent.

**In the public sector,** women are less likely to occupy high-level positions and high-level managerial positions. Despite the fact that more than one third of the civil servants are women, women represent only 12% of heads of Departments, and about 3% of the chairpersons of the People's Committees in the different administrative levels. The frequency of participation of women in vocational trainings, job promotions and other benefits is much less than that of men. This gender imbalance is due to gendered identities of leadership, i.e. of whether women or men are being recognized in leadership position.

**When it comes to participation of women in the political sphere,** some challenges remain towards gender equality: The number of seats held by women in the National Assembly (parliament) is 127 (25.8%) for the 2007 – 2013 legislature, which represents an increase of 6% since the 1992. The numbers of women in the People's Councils are even fewer. The percentage of female to male legislators, senior officials and business managers accounts to only 22% and only 4% of ministerial positions are managed by women. In short, men are holding most of the high-ranking positions.

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71. VHLSS

72. UNDP; *ibid*

73. UNDP (b); Gender Briefing Kit (2002)

74. UNDP; *ibid*



## Annex D: Lam Dong's Provincial framework: Policies, Decisions and Action Plans

Policies from the national level build the legal framework on Gender Equality in Lam Dong Province that need to have further investigation as follows:

*Decision No. 2351/2010/QĐ-TTĐ of 24 December 2010 by Prime Minister approving the NSGE for the period 2011-2020;*

*Decree No. 664/L\_ĐB\_XH-B\_G of 11 March 2011 by MOLISA guiding the development and implementation of the NSGE for the period 2011-2020;*

*Joint Plan No. 220/2011/KHLT-HPN-BTNMT of 19 November 2011 on implementing the Joint Resolution No. 01/2005/NQLT-HPN-BTNMT of the Vietnamese Women's Union and MONRE on Environmental Protection for Sustainable Development for the period 2011-2015.*

Additional policy issued on the provincial level:

*Action Plan No. 39-CTr/TU to implement the Resolution No. 11-NQ/TW on "Women's mobilization in the period of the nation's industrialization, modernization" with the following results:*

- By 2020, Lam Dong women's multi-facet capacity are raised so that to have adequate knowledge and profession to fulfill the requirements of the industrialization and modernization process.
- Women are offered priorities for employment among the total employees to earn a job (about 40 to 42% of the total employees who get a job).
- Building and developing sustainably of women cadres in the general strategy of cadre development. Women's participation in leadership and management in Departments and equivalent will reach up to 20 to 25% by 2020.
- Female cadres get higher subsidy when they attend trainings (Decision 15/2009/QĐ-UBND issued by the Provincial People's Committee dated 20, March 2009).
- Increase of women ratio in training and capacity building from the human training budget of the province.
- Female labors in rural areas are supported with vocational trainings as regulated by the Government.

## **Annex E: Resolution No. 11-NQ/TW on “Policy for women in the period of industrialization and modernization” - Progress Report**

Women’s promotion to the decision making level is one of the important issues in internal affairs. This commitment has now been cemented in a Decree No. 37-CT/TW where “Certain issues of women’s mobilization in new reality”. This is a Decrees which sets a quota of least 15% of women in executive committee during Party Congresses of IX, X and XI. In 2007 the Resolution No. 11-NQ/TW on “women’s mobilization in the period of industrialization and modernization” was issued. The progress to date include:

- Awareness among local authorities on women’s promotion into decision-making level has increased
- Policies and laws on women’s mobilization has been revised which include those regulations to prolong retirement age; the Prime Minister’s direction to increasing the quota of appointing female leaders in ministries, line ministries and governmental offices, Decision 215 on women’s percentage in People’s Council etc.,).

In reality, women in political spheres have made significant contribution to the Government’s implementation of policies. Their role have been proven valuable in the tackling of community based issues, such as hunger eradication and poverty elimination, economic development, education, protection of vulnerable population, gender equality, and public service improvement.

However challenges remain for women which is that gender gap between quantity and quality in politics; the percentage of women involve in political entities have not matched their competence and qualification. There is still low number of women in key positions; and the pool of quality selection of talented and well-qualified women are still limited. Though women’s voices have been respected and considered, yet, it is still not thoroughly listened and counted when it comes to decision making.

The reasons for the above remains can be seen as inequality in age ranging for planning, promoting and designating between women and men; Inefficiency of certain institutional and organizational structures; improper implementing competence of several entities in enhancing women’s participation in politics; ineffective practice of various policies and programs in terms of personnel and collaboration.

Solutions:

- Party’s executive committees at all level need to set up quota for women to ensure at least 25% women’s participation in these committees; 35%-40% women in the National Assembly and People’s Councils at all levels; at least one key female leader in organization with more than 30% female employees. In addition, priorities on trainings, capacity building for key female leaders need to be available to provide adequate skills and knowledge to meet high requirements of decision making positions.
- To establish a thorough and synchronous planning of female cadres to mobilize women’s competence and power.
- To advocate and lobby relevant ministries and bodies to amend Article 145 of the Labor Code to better match with Gender Equality’s principle, at least for suitable works and jobs. It is necessary to prolong the age of planning, assigning of women to be equal to men for a certain groups, including leading and managing positions.
- To strengthen the collaboration and capacity of organizations related to empowering women in different sectors.

## Annex F: List of People Consulted in Lam Dong Province

No.	Full Name	Sex		Designation / Organization
		F	M	
<b>Lam Dong Province</b>				
1	Lam Ngoc Tuan		√	Consultant for UN-REDD, FPIC facilitator, Dean of Environment Department, Da Lat University
2	Trinh Thi Kim Thanh	√		Head of I.E.C. Dept., Women's Union
3.	Hoang Cong Hoa Nam	√		Forest Protection
4	Bui Van Hung		√	DARD
5	Nguyen Truc Bong Son		√	REDD+ focal point, Director of Agriculture Extension Center
6	Vo Thuan		√	Vice chairman of Center for Ethnic Minorities
7	Nguyen Van Bang		√	Lam Dong Forestry
<b>Lam Ha District</b>				
8	Dinh Tan Bai		√	Vice Chairman of People's Committee
9	Phan Thi Hang	√		Vice Chairwomen of Women's Union
10	Do Van Thuy		√	Head of Forest Protection
<b>Phu Son Commune</b>				
11	Nguyen Minh Trang		√	Chairman of People's Committee
12	Nguyen Minh Doan		√	Vice chairman of People's Committee
13	Duong Thi Phuong	√		Chairwoman of Women's Union
14	Dang Van Loc		√	Head of R'Tieng village
<b>Phuc Tho Commune</b>				
15	Nguyen Van Danh		√	Chairman of People's Committee
16	Nguyen Thi Tuoi	√		Chairwoman of Women's Union

## Annex G: List of Participants at Group Discussion (with semi structured questionnaire), Village Level

No.	Name	Gender (M/F)	Ethnicity	Main Source of income	Education level	No. of person in the family	Age
<b>R'TIENG Village, Phu Son Commune</b>							
1	K Hằng	F	K Ho	Coffee	Secondary school	05	31
2	K Im	M	K Ho	Coffee	Primary School	07	37
3	Sa Rông	F	K Ho	Coffee	Illiterate	05	62
4	K Rao	F	K Ho	Coffee	Illiterate	05	-
5	K Ché	F	K Ho	Coffee	Illiterate	08	46
6	K Hai	F	Mạ	Coffee	Illiterate	04	59
7	Rút	F	Mạ	Coffee	Illiterate	06	63
8	K Xuan	F	K Ho	Coffee	Primary School	04	26
9	Doanh	M	K Ho	Coffee	Secondary School	03	20
10	Y Năm	M	Mạ	Coffee	Illiterate	09	40
11	Y Ban	M	Mạ	Coffee	Primary School	06	62
12	Y Pok	M	Mạ	Coffee	Illiterate	08	42
13	Y Biêng	F	Chịn	Coffee	Primary School	02	58
14	K Sê	F	K Ho	Coffee	Illiterate	02	-
15	K Tam	M	Mạ	Coffee	Illiterate	06	40
16	Y Nhất	M	Mạ	Coffee	Primary School	08	43
17	K Măng A	M	K Ho	Coffee	Primary School	05	52
18	K Măng B	M	K Ho	Coffee	Primary School	02	54
<b>R'Tieng 1 Village, Phu Son Commune</b>							
1	Ho Sy Tho	M	Kinh	Coffee	Secondary school	05	56
2	Duong Ngoc Lam	M	Kinh	Coffee	Secondary school	03	62
3	Nguyen Thanh An	M	Kinh	Coffee	Secondary school	05	52
4	Luong thi Le Thanh	F	Kinh	Coffee	Secondary school	05	46
5	Duong Ngoc Dien	M	Kinh	Coffee	High school	04	42
<b>LAM BO Village, Phu Tho Commune</b>							
1	K Phiên	F	Chin	Coffee	Primary school	04	44
2	K Thương	F	Chin	Coffee	High school	07	42
3	K Bền	F	Chin	Coffee	Primary school	04	31
4	K Nhia	F	Chin	Coffee	Primary school	07	38
5	K Nguyên	F	Chin	Coffee	Illiterate	08	42
6	K Biêng	F	Chin	Coffee	Illiterate	06	56
7	Giai	F	Chin	Coffee	Primary school	03	25
8	K Dung	F	Chin	Coffee	Primary school	06	62
9	K Trang	F	Chin	Coffee	Illiterate	09	46
10	K Liễu	F	Chin	Coffee	Secondary school	04	25
11	K Slát	F	Chin	Coffee	Illiterate	05	49
12	K Loan	F	Chin	Coffee	Secondary school	05	16
13	K Liêm	F	Chin	Coffee	High school	03	22
14	K Rai	M	Chin	Coffee	Primary school	05	44
15	K Sắc	M	Chin	Coffee	Secondary school	09	52



## Annex H: Social Characteristics of Village Respondents by Gender

Characteristic	Total		Men		Women	
	n	%	n	%	n	%
<b>Kinship Group</b>						
Kinh	5	13.2	4	10.5	1	2.6
K'Ho	10	26.3	7	18.4	3	7.9
Chin (Ci'l)	15	39.5	13	34.2	2	5.3
Mạ	8	21.1	5	13.2	3	7.9
<b>Age Group</b>						
Under 30	6	15.8	1	2.6	5	13.2
From 30 to 60	25	65.8	12	31.6	13	34.2
Over 60	5	13.2	2	5.3	3	7.9
<b>Education Level</b>						
Illiterate	13	34.2	2	5.3	11	29
Primary school	14	34.2	7	18.4	6	15.8
Secondary school	9	23.7	5	13.2	4	10.5
High school	3	7.9	1	2.6	2	5.3
<b>Occupation</b>						
Agriculture, forestry, animal husbandry	38	100	29	76.3	9	23.7
<b>Residence Patterns</b>						
Living in natal community	33	86.9	25	65.8	8	21.1
Migrated from other areas	5	13.2	4	10.5	1	2.6

## Annex I: Level of Education of Respondents by Village

Education level	Total	R'Tieng village	R'Tieng 1 village	Lam Bo village
	%	%	%	%
Illiterate	35.4	50	0	26.7
Primary school	34.2	38.9	0	40.0
Secondary school	22.5	11.1	10.5	20.0
High school	7.9	0	2.6	13.3
Total	100.0	100.0	100.0	100.0

## Annex J: Self-help Groups in Viet Nam, an Overview

It is important to note that SHGs do not function in isolation from other forest related stakeholders, nor are all SHGs, women's groups. Depending on the objectives of the group, SHGs may have men, women, and youth members. These SHGs and Community Based Organizations (CBOs) also often require the additional support of third parties to enhance their negotiation and marketing skills: for instance, when they set out to gain greater access to Non-timber Forest Products (NTFP) value chains. Many documented cases exist of this type of support.

It is important to note that support for and creation of women's SHGs or CBOs are not panaceas to mainstreaming gender in livelihood-oriented forestry programs. However, if women are not organized into entities that represent their needs and rights in forest resource access and use, their voices will not be heard. Local organization is the first step to strengthening rights and reducing vulnerabilities of marginalized women.

Two examples of self-help group in Viet Nam:

(1) The network of Southern Self-help groups (SPN+) which was established in 2003 with the initial participation of 06 groups that consisted of people living with HIV/AIDS in Ho Chi Minh city, Viet Nam. Striving for the mandate of "improving life's quality and enhancing status and roles of people living with and affected by HIV/AIDS", SPN+ has expanded its coverage to 09 Southern provinces with the participation of 24 self-help groups nationwide. SPN+ supports initiatives bring profound social impacts acts to raise the voices of the vulnerable community and to take part in building a society of equality, prosperity and sustainability.

(2) Viet Nam Women's Union and Viet Nam Red Cross have been established to help vulnerable people generate incomes for hunger elimination and rehabilitate into life. These groups conduct various activities ranging from providing vocational trainings and jobs; loans for economic development; offering land for house building and farming; facilitating in completion of legal documents (personal identity, birth certificate, health insurance); training of knowledge on necessary skills (self defense, self decision making, child rearing, reproductive health care); and science, technology of husbandry raising and farming. In addition, members of these groups are offered regular health care and medicines. Members attending regular meetings have their chances to share ideas and experiences about different aspects of life. Notable, their expectations and desires for a better lives have been heard and addressed by the local authorities and relevant bodies. Though still scattered in Viet Nam, this kind of groups have proved its success in mobilizing vulnerable people's contributions to local socio-economic development, triggered the replications in many different regions throughout the country.

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