



Ministry of Agriculture and Rural
Development



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**COMMUNITY-BASED DISASTER RISK MANAGEMENT
GUIDELINES**

(Commune level – 2nd edition)

Developed and compiled by: Disaster Management Centre

Supported by: United Nations Development Programme

Ha Noi, 2015

FOREWORD

Natural disasters are becoming more extreme due to the impacts of climate change and because of this, the Vietnamese Party, State and people have identified natural disaster prevention and control as one of the priority areas in the socio-economic development process. Aside from investing financial and human resources in building natural disaster prevention works and systems over several years, the State has also been concentrating on strengthening institutions, building capacity, and raising community awareness in natural disaster prevention and response. The promulgation of the National Strategy for Disaster Prevention, Response and Mitigation to 2020, the Law on Natural Disaster Prevention and Control, and related programmes and projects have demonstrated clearly the efforts of the Vietnamese State and people in natural disaster prevention and response work.

The programme “Community Awareness Raising and Community-Based Disaster Risk Management” was approved by the Prime Minister in Decision No.1002/QĐ-TTg on 13 July 2009 with the specific objective to ensure that by 2020 all relevant officials will have participated in training and their capacities and knowledge in natural disaster prevention and response have increased. In addition, 70 per cent of the population in disaster-prone areas will be provided with knowledge and information on natural disaster prevention and response. Through this process, people will actively participate in risk assessments, identifying resources and developing natural disaster prevention and control plans focusing on the “four on-the-spot motto”.

The Ministry of Agriculture and Rural Development’s (MARD) Water Resources Directorate (WRD), through the Disaster Management Center (DMC), shall assume the prime responsibility for, and coordinate with, related agencies, non-governmental organizations and donors in researching, summarizing and developing guidelines on community-based disaster risk assessment. This will provide local commune and village authorities with specific instructions on how to identify natural disaster risks, vulnerabilities and resources ‘on the spot’, and how to develop suitable solutions for natural disaster prevention and response.

Based on the extensive experience of the Standing Offices for Flood and Storm Control at all levels, as well as organizations, managers and national and international experts, this guideline provides detailed instructions which can help officials and people implement community-based natural disaster risk management.

The guideline includes three parts:

Part 1. Overview, focused on introduction of the objectives, audience and use of the guidelines

Part 2. Introduction to community-based disaster risk management. Explanation of key terminologies and concepts in disasters, community-based disaster risk management and other related issues

Part 3. Community-based disaster risk management implementation guidelines, which aim to guide commune and village officials and local people to implement community-based disaster risk management in local areas, emphasizing the steps required to plan for community-based disaster risk management

During the implementation process, DMC received support and direction from the Vice Minister of MARD and General Director of WRD, Ph.D. Hoang Van Thang, as well as related agencies under the WRD. The guideline was developed with the support of UNDP and Australian Aid through the project *Strengthening Institutional Capacity for Disaster Risk Management in Viet Nam, Including Climate Change Related*

Disasters Phase II (SCDM II). The Disaster Management Center, as the lead agency, has collected and compiled comments from relevant agencies, organizations and experts across the different regions of Viet Nam.

The DMC editorial board would like to express their sincere thanks to the coordination team and experts from SCDM II and UNDP, including Ms. Bui Viet Hien, Mr. Nguyen Huynh Quang, Ms. Nguyen Anh Son, Ph.D. Dang Quang Tinh, Mr. La Quang Trung, Mr. Vu Tuan Anh, Ms. Stacey Sawchuk and Ms. Jenty Kirsch-Wood; Ph.D. Nguyen Tung Phong and experts from the Center for Training and International Cooperation of the Viet Nam Academy of Water Resources; staff from the DMC including the former Director of DMC and the former director of the SCDM II project Ph.D. Nguyen Huu Phuc, the Deputy Director in charge of DMC and Director of the SCDM II project Mr. Dang Quang Minh, and other staff. The editorial board would also like to thank the co-implementing partners, including the Viet Nam Women's Union, the Viet Nam Red Cross and Oxfam and officials from the Viet Nam Red Cross National Trainers, Quang Tri Red Cross, and Nghe An and Can Tho provinces who directly participated in developing this guideline.

This guideline follows the community-based disaster risk management set of documents that have been approved by the WRD of MARC as follows:

1. Implementation guidelines on "Community Awareness Raising and Community-Based Disaster Risk Management"
2. Training material on disaster risk reduction and climate change adaptation
3. Community-based disaster risk management monitoring and evaluation guidelines
4. Community-based disaster risk management materials (commune level)
5. Community-based disaster risk assessment guidelines (commune level)

This guideline is to be used to implement the Vietnamese Government's community-based disaster risk management programme. Any other purpose must be first approved by DMC under WRD of MARC.

The first edition from April 2014 was printed in 1,200 copies for a series of pilot training sessions at provincial and commune level in 51 communes across 20 provinces. After completing the pilot training the editorial board received a lot of feedback from trainees, trainers and staff of different NGOs that needed to be addressed, including some design and printing errors and some key points which needed clarification. In this second edition, the editorial board has tried to address design and printing errors, as well as revised some of the key content to provide detailed explanations for trainers and trainees, especially commune officials. Despite our best efforts, there might still be some errors and DMC welcomes feedback and comments to further improve this guideline.

Please kindly send any comments to: Editorial Board, Disaster Management Center, 3rd floor, No. 54, Lane 102, Truong Chinh street, Dong Da district, Ha Noi. Tel: 04. 37 33 56 86. Fax: 04. 37 33 66 47.

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ABBREVIATIONS

CBDRA	Community-Based Disaster Risk Assessment
CBDRM	Community-Based Disaster Risk Management
CBG	Community-Based Group
CPC	Commune People's Committee
M&E	Monitoring and Evaluation
NDPCP	Natural Disaster Prevention and Control Plan
TAG	Technical Assistance Group

PART 1: OVERVIEW

1. Background resources for community-based disaster risk management guideline

This guideline was developed using the following legal documents:

- ***The Law on Natural Disaster Prevention and Control***, ratified by the National Assembly in June 2013, effective 1 May 2014
- Decision No. 172/2007/QĐ-TTg of the Prime Minister from November 2007 for the approval of the ***National Strategy for Natural Disaster Prevention, Response and Mitigation to 2020***
- Decision No. 1002/QĐ-TTg of the Prime Minister dated July 2009 for the approval of the ***Community Awareness Raising and Community-Based Disaster Risk Management Programme***
- Decision No. 333/QĐ-TTg of the Prime Minister dated February 2013 for the approval of the ***Work Plan for Community Awareness Raising and Community-Based Disaster Risk Management Programme***
- Official Letter No. 15009/BTC-NSNN, dated November 2013, of the Ministry of Finance on the State budget for the implementation of ***Community Awareness Raising and Community-Based Disaster Risk Management***
- Decision No. 583/QĐ-TCTL-ĐĐ, dated July 2011, of the Directorate of Water Resources on issuing ***Training Material for Trainers on Community-Based Disaster Risk Management***
- Decision No. 666/QĐ/TCTL/ĐĐ, dated August 2011, of the Directorate of Water Resources for the approval of the ***Reference Guidelines for Implementing the Community Awareness Raising and Community-Based Disaster Risk Management Programme***

2. Objectives

The purpose of the guideline is to provide guidance to authorities of communes and villages, as well as residents and other stakeholders, to carry out community awareness raising and community-based disaster risk management (CBDRM).

3. Target Audience

This guideline targets the following audience groups:

- Government authorities at all levels, especially commune and village level;
- Social and political organizations at commune level;
- Local communities; and
- Other related individuals and organizations.

PART 2: INTRODUCTION TO COMMUNITY-BASED DISASTER RISK MANAGEMENT

1. Key concepts and terminology

Community (as used in this document) *refers to groups of people living in the same village and commune.*

Natural disaster¹ means an *abnormal natural phenomenon, which may cause damage to human life, property, the environment, living conditions and socio-economic activities.*

Natural disasters include typhoons, tropical low pressure, whirlwind, lightning, heavy rain, flooding, flashfloods, inundation, landslides and land subsidence due to floods or water currents, a sea-level rise, saltwater intrusion, extreme hot weather, drought, damaging cold, hail, hoarfrost, earthquakes and tsunamis.

Natural disasters tend to be more extreme due to the impacts of climate change.

For details of the types of natural disasters and basic solutions for disaster risk reduction refer to Annex 1. For concepts and terminology on climate change refer to Annex 2.

Natural disaster risk² means *damage that natural disasters may cause to human life, property, the environment, living conditions and socio-economic activities.*

For example, disaster risks from storms may include unroofed or collapsed houses, death or injuries, damage to fishing boats, fallen trees and damage to crops.

Vulnerability³ means *the characteristics and circumstances of a community, system or asset that makes it susceptible to the damaging effects of a hazard.*

For example, building houses near areas susceptible to landslides or flash flooding or in areas with a lot of makeshift houses, houses in category 4 (temporaty) in storm and flood areas; fishermen working without safety equipment, etc.

Capacity⁴ is *the combination of all the resources, strengths, conditions and attributes available within a community, society or organization that can be used to achieve agreed goals.*

This includes response capacity (timely evacuation, mock drills, establishment of an emergency response team and search and rescue team); infrastructure (reinforced buildings, irrigation systems); and community awareness, experience and skills.

2. Natural disaster risk management

a. Concept

¹ Law on Natural Disaster Prevention and Control No. 33/2013/QH13

² Law on Natural Disaster Prevention and Control No. 33/2013/QH13

³ United Nations Office for Disaster Risk Reduction (UNISDR)

⁴ United Nations Office for Disaster Risk Reduction (UNISDR)



CBDRM⁵ is a process in which at-risk communities, especially in the context of climate change, actively engage in all activities of disaster risk management, from risk identification and analysis, to action planning, implementation and monitoring and evaluation (M&E), aiming to reduce vulnerabilities and enhancing communities' coping capacities and climate change adaptation.

b. Objectives

The purpose of CBDRM is to create a positive change from a vulnerable community into a disaster resilient community with adequate capacity, working together for preparedness, response and recovery' by maximizing available resources in the community.

c. Key features

The following are the key features of CBDRM:

- Communities play a central and proactive role in the process of CBDRM.
- The active participation of all people in the community for disaster risk management is encouraged, providing equal opportunities for men, women and vulnerable groups to participate in and benefit from disaster risk management activities.
- Community capacity is strengthened and some of the underlying causes of vulnerabilities are addressed.
- CBDRM is a process of continuous improvement and builds on the lessons learned from practices in the community. At the same time, it combines scientific and technological advances, and structural and non-structural measures, helping to protect the environment and eco-systems and adapting to the climate.
- The direction of the local government, especially at communal level, plays an important role in CBDRM, with support from higher government levels and social organizations.
- The "four on-the-spot motto" is applied – meaning command on the spot, manpower on the spot, resources on the spot and logistics on the spot.
- Natural disaster prevention and control and climate change adaptation content must be integrated into local socio-economic development plans.

For a complete list of responsibilities of Commune People's Committees (CPCs), individuals and households under the natural disaster prevention and control law refer to Annex 3.

d. Participation in community-based disaster risk management

Vulnerable groups

According to the definition in the Law on Natural Disaster Prevention and Control, a vulnerable group means a group of people who, due to their characteristics and circumstances, are likely to suffer more adverse impacts of natural disasters than other groups in the community. Vulnerable groups include children, elderly people, pregnant women, women nursing children under 12 months of age, people with disabilities, people suffering from dangerous diseases and poor people.

⁵ *Training Material: Disaster Risk Reduction and Climate Change Adaptation. 2011*

CBDRM should focus on the needs and capabilities of each target group in order to ensure they receive appropriate support, social justice and humanity during disasters. Particular attention should be paid to the following target groups:

- Persons with disabilities are seen as one of the most vulnerable groups in disasters. Activities in disaster risk management should focus on providing opportunities for disabled people to learn about natural disasters, vulnerabilities and their capacities in disasters, while enhancing their access to information to enable them to participate in the decision-making process.
- In addition, attention needs to be paid to the ethnic minority communities who because of their geographic isolation, language barriers, low income and socio-economic conditions are limited in their ability to participate in and benefit from disaster risk management activities. Ethnic minorities account for the majority of the rural poor in Viet Nam.

Gender mainstreaming

Gender mainstreaming should be considered carefully during the implementation of CBDRM.

For more detailed information on gender refer to Annex 4.

e. Community-based disaster risk management steps

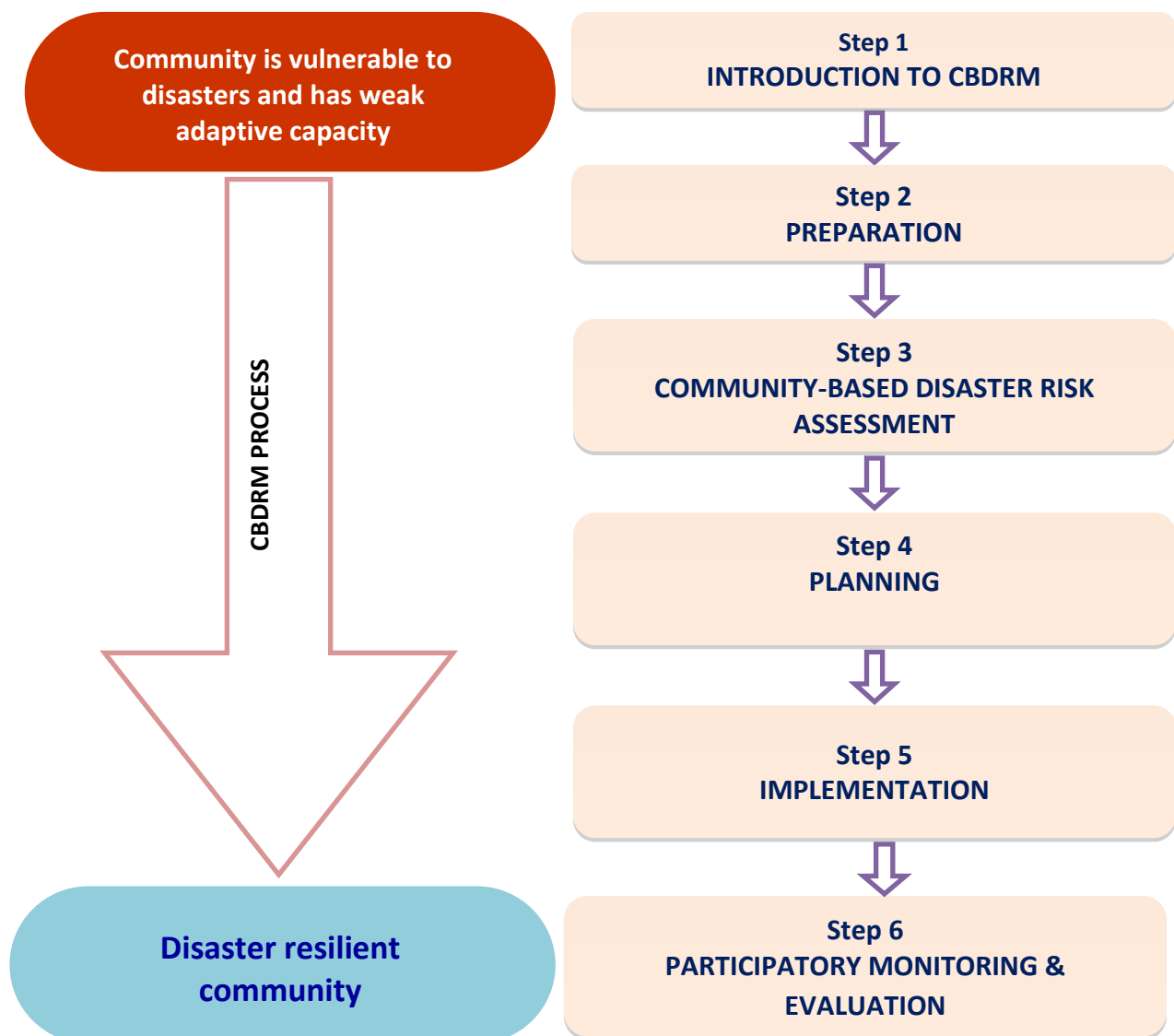
The CBDRM process includes six steps:

- Step 1:** Introduction to CBDRM
- Step 2:** Preparation
- Step 3:** Community-Based Disaster Risk Assessment (CBDRA)
- Step 4:** Disaster Prevention and Control Plan
- Step 5:** Implementation
- Step 6:** Participatory M&E

For more guidance on the CBDRM process see Part 3.

PART 3: IMPLEMENTATION OF COMMUNITY-BASED DISASTER RISK MANAGEMENT

SIX STEPS OF COMMUNITY-BASED DISASTER RISK MANAGEMENT PROCESS



STEP 1: INTRODUCTION TO COMMUNITY-BASED DISASTER RISK MANAGEMENT

1. Objectives

- Introduce the national CBDRM programme (hereafter referred to as National Programme 1002) and its roles and activities in relation to the political, social and economic organizations and people, in order to co-ordinate the implementation of the Law on Natural Disaster Prevention and Control.
- Provide an overview of CBDRM activities.

2. Activities

The CPC organizes orientation meetings to provide the following information:

- Introduction to the National Programme 1002 (scope, objectives and activities), summarizing legal documents such as the Law on Natural Disaster Prevention and Control, National Strategy for Natural Disaster Prevention Response and Mitigation to 2020, and other relevant documents;
- Identify objectives and outputs to be achieved;
- Identify opportunities for collaboration and coordination amongst stakeholders; and
- Local government, the community and stakeholders understand the importance of CBDRM and co-ordinate with each other in the implementation of CBDRM activities.

STEP 2: PREPARATION

1. Objectives

- Establish a Technical Assistance Group (TAG) and Community-based Group (CBG) with clearly defined roles, responsibilities and coordination mechanisms.
- Develop plans to mobilize resources (human, material and financial).

2. Activities

- ***Establish Technical Assistance Group and Community-based Group***
 - ***TAG:*** Selected by the CPC and consisting of 7-10 participants. This group should include the participation of social organizations such as the Fatherland Front, Women's Union, Youth Union, Farmer's Association and Red Cross, and representatives of local teachers, religious groups and ethnic minorities, with at least 30 per cent female participants. The leader of the TAG is the Vice Chairman of the commune.
 - ***CBG:*** Each village is to have a community group (consisting of 7-15 participants) including village chiefs, representatives of the local party, unions, residential areas and religious dignitaries. The leader of the CBG is a village chief who will coordinate closely with the TAG to support implementation of community-based activities.

For detailed working group activities refer to Annex 5.

- ***Capacity building for TAG and CBG***
 - CPC to provide knowledge and support to the TAG and CBG on how to carry-out CBDRM.

- CPC to organize training and support for the TAG and CBG.
- **Develop CBDRM implementation plan**
 - The TAG and CBG prepare a detailed CBDRM implementation plan including specific activities, participation lists, responsibilities, timeframes, resources and M&E.
 - CPCs approve the implementation plan and provide guidance on implementation.

*For a detailed list of responsibilities of the TAG and CBG please refer to **Implementation Guideline on Community Awareness Raising and Community-Based Disaster Risk Management in Decision 666/QĐ/TCTL/ĐĐ**, issued by the Department of Water Resources, Ministry of Agriculture and Rural Environment, or refer to Annex 3.*

3. Outcomes

- TAG and CBG are established;
- TAG understands responsibilities, coordination and collaboration mechanisms;
- TAG and CBG understand the basic knowledge and skills to implement CBDRM; and
- A plan detailing responsibilities is prepared (printed on A0 paper and posted in the CPC building).

STEP 3: COMMUNITY-BASED DISASTER RISK ASSESSMENT

CBDRA is a process of gathering, synthesizing and analyzing information with local people's participation about the types of natural disasters affecting the community and the current community capacities and vulnerabilities in order to assess the local disaster risks.

The TAG implements the CBDRA, with assistance and participation from the CBG and local residents.

1. Objectives

- Identify historical and potential natural disasters in their community;
- Identify community vulnerabilities to natural disasters;
- Identify community coping capacities to natural disasters;
- Identify disaster risks and priorities to find appropriate solutions in which vulnerable people are taken into account;
- Provide necessary information for developing a Natural Disaster Prevention and Control Plan (NDPCP) and for integrating it into local development and socio-economic development plans; and
- Increase awareness and capacity of local authorities and people on disaster risk reduction.

2. Activities

a. Historical timeline

Historical timeline is a process of gathering, synthesizing and analyzing information about the types of natural disasters that have impacted the community over the last 5-10 years. The assessment includes the following:

- Identify types of natural disasters and their impacts on the community;
- Analyze the characteristics of each type of disaster according to several criteria, for example season, warning signs, frequency, severity, and trends in the context of climate change; and
- Consider potential future disaster trends.



b. Vulnerability assessment

- Vulnerability assessment is a process of gathering, synthesizing and analyzing information on the population, infrastructure, socio-economic and cultural activities, which are in unsafe conditions and vulnerable to different types of natural disasters.
- Analysis of the underlying causes of vulnerability to natural disasters.
- The number of males, females and most vulnerable groups need to be separated in data collection.

c. Capacity assessment

- Capacity assessment is a process of gathering, synthesizing and analyzing information on resources (human, financial, material), experience and skills of each individual, household and community, which can be carried out before, during or after disasters, in order to help them prevent, mitigate and respond to natural disasters.
- Identification of resources and where they are located, who manages them, how to use and mobilize them.

d. Assessment of community awareness on natural disaster risks

- Assessment of the community's awareness of natural disaster risks is a process of information collection, synthesis and analysis of the knowledge of the community on natural disaster risk reduction and the community's experience in responding to natural disasters.

Notes for conducting natural disaster risk assessment

- Information needs to be collected from three sectors: i) community safety, ii) health, sanitation and environment, and iii) livelihoods.
- Each of the above sectors need to be assessed considering three different aspects: i) material, ii) organization/society, and iii) awareness, experience, attitude and motivation.

3. Implementation

Preparation

- Conduct training for the TAG and CBG. The CPC organizes training for the TAG and CBG on objectives and content of CBDRA, information collection tools, analysis and synthesis tools, facilitation skills and how to identify risks, analyze information, prioritize solutions and develop the NDPCP.
- Prepare and agree on the CBDRA preparation plan, including requirements, tools, information sources and schedules, and assign roles and responsibilities for TAG and CBG members.
- Inform local residents of the CBDRA preparation activities and plan.

- Prepare tools and logistics for the CBDRA.

Assessment

The TAG will carry out the following activities:

- Organize meeting in each village (20-30 people) including representatives from local organizations and the community (at least 30 per cent female) to collect information on history, vulnerability, coping capacity and awareness of natural disasters;
- Conduct surveys and household interviews (at least 10 households in each village) for additional information; and
- Collect information from documents related to disaster management.

Community verification

- Present CBDRA results, summaries and potential solutions.
- Ask community for feedback and priorities.

Development of CBDRA report

- The TAG develops a commune CBDRA report based on information collected in the CBDRA from the villages.
- The CPC develops a commune NDPCP and integrates it into the commune's socio-economic development plan, based on the information in the CBDRA.

For more guidance on CBDRA please see the CBDRA guidelines.

STEP 4: PLANNING FOR NATURAL DISASTER PREVENTION AND CONTROL

1. Objectives

- Each commune develops a NDPCP with community participation.
- Integrate natural disaster prevention and control content into local socio-economic development plan.

2. Content of the NDPCP

According to the Law on Natural Disaster Prevention and Control, the NDPCP includes the following information:

- Review and update information on population, socio-economic characteristics and infrastructure of the locality annually;
- Determine natural disaster prevention activities and measures suitable to each type of natural disaster and level of risk frequently occurring in the locality, paying attention to the needs of vulnerable groups. This includes communication activities to improve community awareness of natural disasters, response plans that include different levels of natural disaster risks and types of natural disasters, organizing standing units and updating information on new developments, identifying dangerous areas, preparing evacuation centers and organizing prevention training and drills;
- Prepare supplies, equipment and essential items for a natural disaster response;

- Write proposals for resources and set implementation schedules for the plan in the locality each year and during the five-year period; and
- Identify responsible entities for implementation of the plan.

Development of the NDPCP must be based on the “four on-the-spot motto”: command on the spot, manpower on the spot, resources on the spot and logistics on the spot.

3. Activities

Preparation

The CPC drafts a commune-level NDPCP based on the CBDRA that was completed by the TAG.

Organize consultation meeting

- The CPC organizes a community meeting with participation from a wide range of stakeholders to present the draft NDPCP and collect feedback.
- The TAG reports the results of the CBDRA.
- The CPC representative presents the draft NDPCP.
- CPC, TAG and community participants discuss the draft NDPCP.

Finalize and approve the plan

- The CPC finalizes, approves and implements the NDPCP (according to the Law on Natural Disaster Prevention and Control).

Integrate NDPCP content into local socio-economic development plan

Content to be integrated includes:

- Identify measures to prevent and minimize the impact of natural disasters on the socio-economic development process;
- Identify measures to reduce disaster risks and mitigate adverse impacts on the environment;
- Identify measures to build infrastructure, which concurrently serves as natural disaster prevention and response infrastructure; and
- Identify resources for implementing natural disaster prevention and response measures.

STEP 5: IMPLEMENTATION OF NATURAL DISASTER PREVENTION AND CONTROL PLAN

1. Objectives

- The CPC holds a meeting to inform people about the approved NDPC plan and also outlines feedback on what participants recommended but which was not included in the plan.
- Mobilize local community and resources to implement the activities identified in the NDPCP.

STEP 6: MONITORING & EVALUATION

1. Objectives

- To ensure the effective implementation of NDPCP activities.
- To promptly address any issues or problems (if any) during the implementation process.
- Draw on lessons learned for annual planning.

2. Activities

- The TAG and CBG develop M&E plans and submit them to the CPC.
- The CPC publicly announces M&E plans for the community to coordinate during implementation.
- The TAG, CBG and community implement M&E activities based on the objectives and content of the work plan approved.
- The TAG collects M&E information and prepares M&E report.
- The CPC holds regular meetings with the local community to gather information on M&E activities and provides an update on the results of the CBDRA and NDPCP activities.



PART 4: NATURAL DISASTER PREVENTION AND CONTROL PLAN REPORT TEMPLATE

NATURAL DISASTER PREVENTION AND CONTROL PLAN TEMPLATE

CPC **SOCIALIST REPUBLIC OF VIETNAM**
Independence – Freedom – Happiness

Date

COMMUNE NATURAL DISASTER PREVENTION AND CONTROL PLAN

Pursuant to the Law on Disaster Prevention and Control issued on 19 June 2013 by the National Assembly

According to the guidance document number..... Issued on day, month and year of the province (district)

To take proactive and efficient disaster prevention, control and response measures, and minimize damage caused by natural disasters, contributing to the successful implementation of socio-economic tasks at commune level, the CPC will create an annual disaster prevention, control and rescue plan as outlined below.

A. Objective:

1. To inform, train and provide knowledge on disaster prevention and control and the impacts on the safety of lives and property of people in the commune.
2. To identify responsibilities of organizations and individuals in the commune on disaster prevention and control in accordance with the law.
3. To prevent and respond promptly to minimize natural disaster damage to people and property, as well as recover effectively post disaster.
4. To approve and implement effectively the “four on-the-spot motto” (command on the spot, manpower on the spot, resources on the spot and logistics on the spot).
5. To strengthen capacity to handle the situation, execute leadership on the spot and respond to disasters effectively.
6. To increase awareness of CBDRM, promote self-discipline and proactive prevention of natural disasters by people in the commune.
7. To provide information that can be integrated into socio-economic development planning.

B. Natural Disaster Prevention and Control Plan:

I. Commune overview

1. Natural characteristics

For details on the natural characteristics of the commune please see Table 1.

2. Population, socio-economic and infrastructure characteristics

For details on the population, socio-economic and infrastructure characteristics please see Table 2.

II. Situation summary

1. Natural disasters

- Identify natural disasters that have occurred in recent years (5-10 years) and historical natural disasters (if any).
- Analyze characteristics of each type of disaster according to several criteria: season, warning signs, frequency, severity, causes and trends, particularly in the context of climate change.
- Disaster damages and their impacts on the locality.
- Lessons learned.
- Consider potential future disaster trends.

For more detailed information on natural disasters, please see Table 3.

2. Recognize community risks and priorities

Identify the critical issues that need to be addressed prior to the disaster season, and consider the concerns of people and the risks which may occur.

3. Identify vulnerable factors

Determine vulnerable factors especially vulnerable groups such as children, the elderly, pregnant women or women nursing a child under 12 months of age, disabled people, terminally ill people or poor people.

For more detailed information on vulnerabilities please see Table 4.

4. Assessment of community capacity

Determine available resources of people and communes, and the strengths, weaknesses and capabilities that can be mobilized and used to respond to natural disasters, such as:

- Resources (human, material and financial, and who manages and uses those resources) and community awareness, experiences and skills that can be mobilized and used;
- Organizational capacity for evacuation (location, facilities, operating organizations);
- Rescue capacity (people, means, equipment); and
- The infrastructure and systems (permanent housing, rescue roads, dyke systems, etc.).

For more detailed information on the resources please see Table 5.

5. Assessment of awareness of risks

Collect and analyze information about people's understanding of disaster risks in order to develop appropriate plans on raising community awareness.

6. Risk analysis – solution selection

Analyze disaster risks in order to choose appropriate solutions. Determine the priority of solutions (paying attention to the needs of different vulnerable groups).

For example: Disaster risks that could be caused by storms can include houses unroofed or demolished, deaths or injuries, damaged fishing boats, crop failure, houses that are at high risk of flash floods, temporary housing in flood areas, no safety equipment for fishermen, etc.

III. Natural disaster prevention, response and recovery plans

1. Prevention

- a) Organize communication activities to raise people's awareness and capacities in disaster prevention.
- b) Improve information and communication systems, and disaster prevention training.
- c) Plan residential areas and agricultural production in response to natural disasters, reviewing and identifying high-risk areas, and planning relocation out of high-risk areas
- d) Prepare human resources, materials, means, equipment and supplies for a disaster response.
- e) Combine solutions: structural and non-structural (refer to Clause II, Annex 1).
- f) Plan to reinforce schools, clinics, public buildings, cultural houses and other buildings (these can be used for evacuation).

2. Disaster response plan

2.1. A natural disaster response plan comprises the following actions:

- a) Protect natural disaster prevention and control infrastructure and other key infrastructure (e.g. dyke systems, sluices, reservoirs, dams, pumping and channel systems, etc.);
- b) Evacuation and protection of people, property and production;
- c) Ensure security, transportation and communication;
- d) Coordinate the direction and command the prevention of, and response to, natural disasters and search and rescue;
- e) Manpower to respond to natural disasters;
- f) Prepare materials, means, equipment and other necessities for disaster prevention and response (in accordance with the "four on-the-spot motto": command on the spot, manpower on the spot, resources on the spot and logistics on the spot);
- g) Conduct training and drills on natural disaster prevention and control; and
- h) Organize standing units and update information on natural disaster development.

2.2. Response plan for specific natural disasters:

** Measures to respond to storms, tropical low pressures, heavy rain, floods, flash floods, inundation, water*

rise, landslides or land subsidence due to floods or water currents:

- a) Evacuate people out of dangerous areas or unsafe places; focus on implementing measures to assure safety for people, particularly vulnerable groups in emergencies caused by disasters;
- b) Collaborate with relevant agencies to relocate ships, boats and aquaculture facilities at sea, in coastal areas or on rivers out of dangerous areas, account for and guide ships and boats to anchor safely;
- c) Take measures to assure safety for houses, offices, hospitals, schools, warehouses, buildings, economic areas, security and defense facilities in the commune;
- d) Proactively carry out activities to protect production;
- e) Identify, verify and manage natural disaster prevention and response infrastructure activities, key economic and social security infrastructure and national defense;
- f) Supervise, guide and proactively restrict or ban people and vehicles from entering dangerous areas near rivers or on the sea, deeply inundated areas, areas prone to landslides and other dangerous zones;
- g) Ensure transportation and communication to meet the requirements of leading, managing disaster risk prevention and response;
- h) Conduct search and rescue and provide first aid to injured people, supply food, curative medicines, drinking water and other essentials for isolated areas, seriously inundated areas and evacuation places;
- i) Assure security, order and safety, and protect the properties of the State and people in natural disaster-prone areas; and
- j) Urgently comply with directives and mobilize manpower, supplies, means, equipment and essentials for a timely response to natural disasters.

** Measures to respond to drought and saltwater intrusion:*

- a) Adjust location of plants, animals and crops based on forecasts, warnings and developments of drought and saltwater intrusion;
- b) Rationally operate reservoirs in the commune and water supply works, prioritizing supply of water for residential use, economic use and prevent water loss;
- c) Prioritize supply of electricity and necessary supplies and fuel to pumping stations; and
- d) Coordinate with relevant agencies in monitoring water levels and regulate according to local circumstances the opening and closure of sluices for water collection and salinity prevention.

** Measures to respond to frost and extreme cold:*

- a) Take measures to prevent the impact of extreme cold on people, especially vulnerable groups;
- b) Prevent the impact of extreme cold and ensure sufficient feed for livestock; and
- c) Take appropriate measures to protect plants.

** Measures to respond to earthquakes and tsunamis:*

- a) Proactively take shelter and assure safety when an earthquake occurs;
- b) Proactively evacuate people from tsunami-affected areas;
- c) Organize search and rescue and treatment of injured people;

d) Arrange temporary accommodation, provide food, curative medicines, drinking water and other essentials for affected people; and

e) Assure social security and maintain order, protect properties of the State and people in natural disaster-hit areas.

** Measures to respond to hot weather, whirlwinds, lightning and other disasters:*

Based on forecasts, warnings, characteristics and developments of each type of disaster, proactively take appropriate response measures for each specific circumstance.

3. Recovery

3.1. Conduct search and rescue, and provide relief and food aid, medicine, supplies and other necessities to stabilize people's lives:

- a) Promptly give emergency relief to people in danger, search for missing people and vehicles;
- b) Continuously evacuate people from dangerous places, giving priority to vulnerable groups;
- c) Establish temporary emergency centers or occupy for a defined period of time offices, schools and health-care centers in disaster-hit areas to receive and provide first aid to injured people;
- d) Identify people in need such as people with injuries, people who have lost family members, people who have lost their houses, or need food, water and other necessities which affect health and lives, paying special attention to vulnerable groups;
- e) Mobilize manpower, supplies, equipment and medicine to rescue and treat injured people;
- f) Construct temporary accommodation for homeless people; and
- g) Provide food, medicine, clean water and essentials.

3.2. Damage and needs statistics and assessment for relief:

- a) Provide statistics, assess damage caused by natural disasters and needs for relief and support, and propose plan for recovery;
- b) Propose food, medicine and other essential supplies to stabilize people's lives, and ensure sanitation and disease prevention in natural disaster-affected areas;
- c) Propose providing seeds, animals, supplies, equipment and other essentials to restore production;
- d) Assure environmental sanitation to prevent and control epidemics in areas affected by natural disasters; and
- e) Plan for repairing, restoring and upgrading natural disaster prevention and control infrastructure, transportation, communication, irrigation and power systems, schools, health-care centers and public infrastructure facilities.

IV. Implementation

1. Responsibilities in implementation

Identify responsibilities and detailed tasks for organizations, groups and individuals in natural disaster prevention:

- The Chairman of the CPC provides direction to complete, approve and implement the plan;
- Assign and identify clear responsibilities for each village;
- Organize implementation plan meetings, inform people about the approved plan and explain the justifications for people's recommendations that are not included in the plan;
- Mobilize people to participate in the implementation of the plan; and
- Organize community awareness raising activities through the dissemination, communication and education of natural disasters, organize standing units and update information on natural disaster developments.

2. Identify resources for implementation

It is necessary to identify resources to respond to natural disasters. In cases where no disasters occurred in the past year, resources need to be identified for prevention activities such as communication, education, drills, training, etc. Resources can be taken from:

- Organizations, households and individuals in the commune who are the implementers of the NDPCP;
- Resources from political and social organizations in the commune, for example local civil defence forces, the Women's Union, Veterans' Union, Red Cross, etc.;
- Supplies, means, equipment and essentials in the community;
- Public information and media system;
- Natural disaster prevention fund;
- Voluntary contributions from organizations and individuals; and
- Support from the State budget and other organizations.

3. Implementation progress, monitoring, supervision and evaluation

It is necessary to identify a timetable for monitoring and evaluating each activity during the implementation progress (for example: date for drills, deadline for group establishment, deadline for establishing Steering Committee for Prevention of Natural Disasters, search and rescue, time for M&E, etc.).

4. Reporting on implementation and experience, updating and preparing for future plan development

Reporting lessons learned, the information needs to be updated and the activities to be adjusted, etc.

Praise and reward, take disciplinary action (if any), replicate good practice, exchange information with other neighbours and in the community.

Propose to the relevant authorities solutions to existing problems.

Make recommendations to higher officials on inappropriate directions during the implementation of natural disaster prevention.

The contents and detailed information in the NDPCP can be in the form of tables and maps as per below:

Table 1. Natural characteristics

Table 2. Livelihood, socio-economic and infrastructure characteristics

Table 3. Recent natural disaster characteristics (5-10 years)

Table 4. Vulnerable factors

Table 5. Resources

Table 6. Examples of some specific activities

Disaster risk maps drawn by community: sketch map from scratch or using the commune map to draw an outline and then identify:

- Evacuation routes;
- Location of resources to be mobilized;
- Zoning, highlighting deeply inundated areas, landslide-prone areas and other dangerous areas, etc.; and
- Main roads connecting village/s and connecting village/s to communes.

TABLE 1. COMMUNE OVERVIEW

No	Characteristic	Description	Other Notes
I	Name		
II	Location	The border in the north: The border in the south: The border in the east: The border in the west:	
III	Topography	- Plains - Coastal - Low-land - Mountainous - Midlands etc.	
IV	River	- Large river systems flow through: - Characteristics of rivers: - Etc:	
V	Other		

TABLE 2. LIVELIHOOD, SOCIO-ECONOMIC AND INFRASTRUCTURE CHARACTERISTICS

No	Items	Unit	Total in commune	Divided into village					Notes
				1	2	3	4	Etc.	
I	Residential								
1	Total households	Household							
2	Total population	Person							
	Male	Person							
	Female	Person							
3	Age								
	Children (under 16 years)	Person							
	Working age (from 16-60 years)	Person							
	Elderly people (over 60 years)	Person							
4	The number of laborers of working age	Person							
	Male (16-60)	Person							
	Female (16-55)	Person							
5	Ethnicity	Person							
	Kinh	Person							
	Other	Person							
	Etc.								
6	Religion								
	Etc.								
II	Main jobs/income source								
1	Agriculture								
	Cultivation area	ha							
	Number of livestock, poultry, etc.	animal							
	Number of laborers	Person							
	Etc.								
2	Aquaculture farming, fishery								
	Area of aquaculture farming	ha							
	Number of laborers	Person							
	Etc.								
3	Industry								
	Number of laborers	Person							
	Etc.								
4	Handicrafts								
	Number of households	Person							
	Etc.								
III	Infrastructure								
1	Public facilities								
	Schools	One							
	Health stations	One							

	Hall, cultural houses	One								
	Etc.									
2	Housing									
	Permanent housing	One								
	Temporary housing, broken housing	One								
	Houses along the river	One								
	Houses along the mountains	One								
	Etc.									
3	Transportation system									
	Dirt road	Km								
	Concrete road	Km								
	Permanent bridges and drains	Km								
	Etc.									
4	Irrigation system									
	Dike	Km								
	Reservoirs	One								
	Canals	Km								
	Etc.									
5	Electrical grid									
	Substation	One								
	Electrical lines	Km								
	Etc.									
6	Domestic water system									
	Clean water works	One								
	Clean water wells	One								
	Etc.									
7	Communication system									
	Radio stations	One								
	Loudspeakers	One								
	Etc.									

TABLE 3. HISTORICAL TIMELINE TOOL

Date (year/month)	Type of natural disaster	Characteristics and disaster trends	Areas damaged	Kind and scale of damage	Cause of damage	What did the community do to prepare and respond?
2003 (April - May)	Mid-summer flood	Sudden; after 3 days of heavy downpour; the first time in 7 years	Whole commune	<ul style="list-style-type: none"> • 294 ha of rice and crops area not harvested in time • Rice prematurely developed seedlings • Crops (peanuts, 	<ul style="list-style-type: none"> • Fields are at low level • Youth and men do not work at home, thus there are not 	

Date (year/month)	Type of natural disaster	Characteristics and disaster trends	Areas damaged	Kind and scale of damage	Cause of damage	What did the community do to prepare and respond?
				corn, etc.) in low-lying fields are spoiled	enough workers <ul style="list-style-type: none"> • Flooding is too abrupt and the crop cannot be harvested in time 	
2004 (July)	Typhoon	Winds at level 9-10 lasting 2 hours	Thai Cat, Thai Quang, Thai Binh	<ul style="list-style-type: none"> • 32 houses in 3 coastal villages have their roofs blown off 	<ul style="list-style-type: none"> • Solitary households are unable to reinforce their roofs • Some households with metal roofs are complacent and did not reinforce their roofs 	<ul style="list-style-type: none"> • Mobilize local forces to help rebuild houses

TABLE 4. VULNERABILITY TABLE

No	Vulnerable items	Unit	Total in commune	Village					Notes
				1	2	3	4	Etc.	
<i>1</i>	<i>People</i>								
1	Children	Person							
2	Elderly	Person							
3	People with disabilities	Person							
4	Pregnant women or women with children less than 12 months old	Person							
5	Single women	Person							
6	Poor households	Household							
7	People with chronic illnesses	Person							

1	Concrete roads, safe evacuation roads	Km							
2	Permanent housing as a safe shelter	House							
3	Dykes and embankments system	Km							
	Other								
III	<i>Supplies, vehicles, equipment, logistics</i>								
1	Rescue equipment								
	<i>Car</i>	Car							
	<i>Machine boat</i>	Boat							
	<i>Rescue boat</i>	Boat							
	<i>Life vest</i>	Life vest							
	<i>Life preserver</i>	Life preserver							
	Other								
2	Communication system								
	<i>Radio station</i>	Radios							
	<i>Loudspeaker</i>	Speakers							
	<i>Communication phone</i>	Phones							
	Other								
3	Reserve supplies								
	<i>Bamboo</i>	Trees							
	<i>Sacks of sand, steel cages</i>	Sacks							
	<i>Canvas</i>	Roll							
	<i>Rope</i>	Roll							
	<i>Sand, stone, gravel</i>	Ton							
	Other								
4	Reserves of food								
	<i>Rice</i>	Kg							
	<i>Water</i>	Lt							
	<i>Noodles</i>	Barrel							
	Other								
5	Medical supplies								

COMMUNITY DISASTER RISK MAP



Example of disaster risk map drawn by local villagers in Yen Bai, Yen Hung (photo credit: Vietnam Women's Union)

PART 5: ANNEXES

ANNEX 1: TYPES OF NATURAL DISASTERS AND BASIC SOLUTIONS FOR DISASTER RISK REDUCTION

I. Types of disasters

1. Typhoons and tropical depressions

Typhoons and tropical low pressures are a rotational wind with a range from 200 to 500km. When landing on land, typhoons and tropical low pressures usually cause strong winds, heavy rain and rising water that cause direct damages and lead to other threats.

Typhoons and tropical low pressures are identified based on the wind levels. Wind below level 8 is called a tropical low pressure. A wind from level 8 and above is called a typhoon. A typhoon from level 10 to level 11 is known as a severe typhoon and from level 12 and above it is called a very severe typhoon.

**Typhoon Haiyan (also called typhoon no 14, which occurred in November 2013 in Vietnam) is known as a super typhoon.*

2. Whirlwind

Whirlwind is a funnel-shaped column of air, which occurs suddenly, happens over a short period of time and moves fast on land or at sea.

Whirlwind with winds equivalent to the winds of typhoons, move in a narrow space of a few to tens of km.

Whirlwinds can be seen as a column of air sweeping objects (e.g. dust, houses, trees, etc.).



3. Flood

Flood is a phenomenon when water levels rise and flow speeds up in rivers and streams beyond the normal level within a certain time, and then subsides to normal levels.



4. Flooding

Flooding is an inundation phenomenon beyond normal levels inundating buildings, houses, trees, fields, etc. and affecting production and lives.



5. Flash flood

Flash flood is a sudden flooding and the torrent is often accompanied by rock and mud etc. It rises and subsides quickly, is highly devastating and often occurs in areas with steep terrain.



6. Landslide

Landslide is a phenomenon of soil erosion and sliding due to instability and occurs in an area with steep hills, riverbanks and coasts.



7. Hail

Hail is a phenomenon of rain as a piece of ice with a size ranging from a few millimeters (mm) to tens of centimeters (cm), and usually occurs during the changing of the seasons. During thunderstorms, hail is often accompanied by strong winds and in some cases whirlwind.



8. Hoar frost

Hoarfrost is a phenomena of steam from the ground freezing into small particles as white as salt on the surface of the ground, grass or other objects when the air is wet and cold.

Hoar frost is only in white like salt crystals but is not salty.



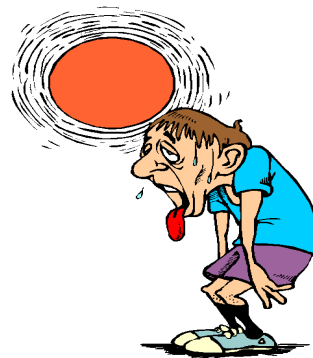
9. Cold snap

A cold snap is caused when the average daily temperature in the area drops below 13 degrees Celsius, there is cloudy weather and little rain. A cold snap often happens in the northern and north central regions in the winter months.



10. Heat waves

Heat waves are a form of weather when the highest temperature is between 35-37° C. A temperature higher than 37° C is called extremely hot.



11. Drought

Drought is a phenomenon when there is a water shortage for living and production activities in a certain period of time. Drought can be caused by a shortage of rainfall. There is lack of water, rivers, streams, ponds and lakes dry up, there is groundwater loss and the soil moisture decreases.



12. Salt intrusion

Salt intrusion is a phenomenon of saltwater (four parts per thousand) from the sea moving inland and affecting freshwater resources that are used in daily life, production and the development of plants and animals.



13. Earthquake

Earthquake is the shaking or sudden movement of the earth's surface in a certain area. The degree of earthquake is different, depending on the geographic location. Earthquakes have the potential to cause major damage.



14. Tsunami

Tsunamis are waves caused by an earthquake in the seabed. The height may be tens of meters, the length may be hundreds of km or greater from the ocean to the shore and the tsunami hits land with mass destruction power.



15. Storm surge

Storm surges are sea waves caused by storms several meters high from the ocean to the shore and hit land with huge devastation.



II. Some basic measures for disaster risk reduction

The activities of disaster prevention and response are defined in Article 13 to Article 33 of Chapter II of the Disaster Prevention and Control Law. In this document, the activities in disaster prevention and response are grouped into potential solutions.

1. Non-Structural Measures:

- Develop institutional measures (legal frameworks, policy development, etc.);
- Develop and consolidate organization and enhance staff capacity;
- Planning for land use and population and identification of disaster risk areas;
- Raise community awareness at all levels and sectors in CMDRM;
- Develop disaster prevention and response plan and integrate it into the socio-economic development plan;
- Information, communication and education on disaster prevention;
- Prepare resources as part of the “four on-the-spot motto”;
- Track, monitor, evaluate and explain activities on disaster prevention and response;
- Develop information for early warning systems;
- Apply advanced science and technology and combine experiences and tradition;
- Restructure livestock, crop seasons, etc.;
- International cooperation and information sharing;
- Forest and plant protection; and
- Develop disaster database.

2. Structural Measures

- Disaster prevention and response infrastructure such as lakes, dams, sea dikes, embankments, erosion control, pump stations, culverts, canals, irrigation systems, sluices, etc.;
- Flood control system and rescue channels;
- Meteorological stations for measurement, monitoring, forecasting and disaster warning system;
- Shelters for boats and ships;
- Develop residential storm shelters safe from flood and storms;
- Multi-purpose infrastructure, such as typhoon shelter and evacuation center;
- Communications systems for pre, during and post disasters;
- Warehouses for material storage; and
- Rescue equipment.

3. Solution Synthesis

- Combine non-structural and structural measures.

ANNEX 2: CLIMATE CHANGE

I. General Concepts

1. Weather

Weather is the state of the atmosphere at a certain place and is determined by a combination of factors: temperature, pressure, humidity, wind, sunshine, rain, fog, etc.

The weather is likely to change in a short period of time, maybe a day or few days.



2. Climate

Climate describes the weather conditions that occurred in a certain place at a certain time. Unlike the weather, the climate is relatively stable.

3. Climate change

Climate change is a change of climate in the long term, due to natural causes or human activity.

Industry, agriculture and transport emits into the atmosphere large amounts of greenhouse gases. This includes the use of fossil fuels (coal, oil, gas), dust from power plants, brick kilns, motor vehicles, straw burning, deforestation, garbage dumps, etc.



4. Greenhouse gasses

Earth's atmosphere contains special gasses called greenhouse gasses. They keep the Earth warm like the way greenhouses keep heat in for planting.

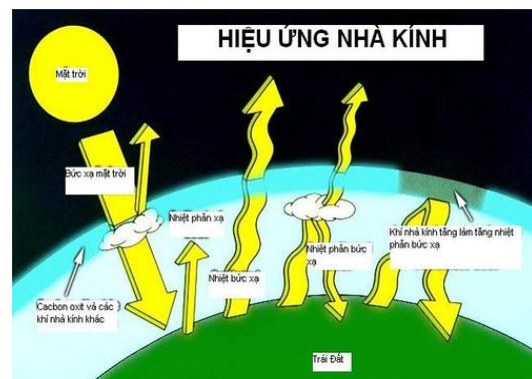
Greenhouse gasses mainly include water vapor (H₂O), carbon dioxide (CO₂), methane (CH₄), CFC gasses, nitrous oxide gas (N₂O) and ozone (O₃) in the troposphere. The atmosphere is like a blanket with sufficient thickness to help keep the Earth warm at the appropriate temperature range, allowing life to grow. Without these gasses, heat from the sun will not be retained and the Earth's surface will become cold.



5. Greenhouse effect

The greenhouse effect maintains the temperature of the atmosphere with the presence of greenhouse gasses directly above the Earth's surface that have the ability to retain heat radiated from the Earth's surface and transfer the heat back to the atmosphere.

Greenhouse gasses only cause a problem for the greenhouse effect when the atmosphere has too many of these gasses.



II. Causes of Climate Change

The cause of climate change can be divided into two categories: human causes and natural causes.

In this document climate change only refers to the human causes such as:

- Deforestation
- Burning of fossil fuels such as oil, gas and coal that produce a lot of carbon dioxide. According to calculations, the use of fossil fuels increases carbon dioxide (CO₂) in the atmosphere by 80-85 per cent.

III. Expressions used in climate change

- Average temperature increases;
- Rainfall changes;



- Sea level rise due to melting of polar ice caps;
- Natural disasters and extreme weather (hot, cold, storms, floods, drought, saltwater intrusion, etc.) increase in both intensity and frequency.

ANNEX 3: RESPONSIBILITIES OF COMMUNE PEOPLE'S COMMITTEES, INDIVIDUALS AND HOUSEHOLDS IN NATURAL DISASTER PREVENTION

1. Commune People's Committee

- Develop, approve and implement the natural disaster prevention plan (according to Clause 2, Clause 7, Article 15 and Paragraph D of Clause 4, Article 22) and integrate it into the local socio-economic development plan (in accordance with Paragraph A, Clause 3, Article 16).
- Build and upgrade schools, health centers, multi-purpose houses and other public facilities in natural disaster prone areas, taking into account evacuation when a disaster happens (in accordance with Clause 2, Article 20).
- Develop, manage and operate radio systems, media and other communication systems to promote education and meet the needs of access to information of individuals and the community on natural disaster prevention (in accordance with Clause 3, Article 21).
- Proactively prepare manpower, materials, facilities, equipment and supplies, training, exercises for prevention of natural disasters and plan has been approved (in accordance with Clause 3, Article 23).
- Disseminate guidelines and command on disaster response to communities (in accordance with Paragraph B of Clause 3, Article 25).
- Responsibilities for disaster response are specified in Clause 4, Article 27.
- Mobilize forces, supplies, facilities and equipment prepared under the guidelines and ensure they are in place following the "four on-the-spot motto" in disaster response and emergency relief (in accordance with Clause 1, Article 28).
- Be active in search and rescue in the area with all cases reported promptly to the People's Committee, Steering Committee for Natural Disaster Prevention, Steering Committee for Search and Rescue, CCFSC and the National Committee for Search and Rescue support (in accordance with Paragraph B, Clause 2, Article 29).
- Implement recovery work in the disaster-prone area as prescribed in Clause 1, Article 30 (in accordance with Paragraph B, Clause 2, Article 30).
- Synthesize statistics, damage assessments and survey results and evaluate the damage caused by natural disasters and report it to the People's Committee (in accordance with Clause 3, Article 31).
- Mobilize, advocate and donate allocation of resources and support from the State, organizations and individuals to serve the emergency and response to disasters (according to Paragraph A, Clause 2, Article 33). Based on the situation and the extent of

damage in the local area plan response resources and support and implement (in accordance with Paragraph D, Clause 3, Article 32).

- The responsibilities of state management on the prevention of natural disasters for the CPC is defined in Section 2, Article 43.
- Establish measures to prevent and combat natural disasters and prepare for search and rescue. The chairman of the CPC to command and organize prevention and search & rescue measures in the area (as in Clause 3, Article 44).

2. Households and individuals

- Individuals and families in the area are identified as forces ready to implement disaster preparedness and prevention (Section 1, Article 6).
- Individuals and households in the area are identified as forces ready to implement disaster preparedness and prevention (Clause 1, Article 6).
- Individuals and households participating in activities to support disaster preparedness and prevention must obey authorized persons (Section 4, Article 6).
- Individuals and families proactively prepare materials, facilities, equipment and supplies for natural disaster prevention (Article 7, Section 1 and Section 2, Article 23).
- Individuals and households have the responsibility to protect facilities in disasters (Paragraph B, Clause 3, Article 20).
- Individuals and households are responsible for active participation in the information, communication and education on prevention of natural disasters and are equipped to receive forecasts and disaster warnings (according to Paragraph E, Clause 3, Article 21).
- Individuals and households are responsible for implementing proactive measures for a disaster response and participate in the disaster response under the command of the relevant authority (Clause 6, Article 27).
- Individuals and households actively participate in search and rescue, under the command of the relevant authority (Clause 2, Article 29).
- Individuals and households are responsible for proactive recovery of infrastructure and assets according to directives, and support response activities under the mobilization of the relevant authority (Paragraph A, Clause 2, article 30).
- Individuals and households are responsible for accurate reporting of damage caused by natural disasters under the jurisdiction of the Steering Committee for Natural Disasters Prevention, Commune Search and Rescue Agency (Clause 1, Article 31).
- The rights and obligations of households and individuals in disaster prevention are specified in Article 34, Chapter III of the Disaster Prevention and Control Law.

- Households and individuals are under the scope of Article 12 of the Disaster Prevention and Control Law.

ANNEX 4: GENDER

1. Concepts

Sex refers to the biological characteristics, which define humans as male and female (law on gender equality). These characteristics are represented by the fundamental differences in body composition and reproductive function of women and men.

For example, women are capable of pregnancy, they can breastfeed and men cannot. Sex cannot be changed, etc.

Gender refers to the array of socially constructed roles, characteristics and relationships (Law on gender equality). These characteristics are formed through a process of education and nurture.

For example, women may be strong and decisive. Women can be leaders in the world and in Vietnam. Women can do jobs such as being a pilot, mechanic or engineer. Men can be very gentle and patient, they can do housework or be tailors and can undertake the same childcare as women. These characteristics can be interchangeable between men and women and can change over time and space.

A gender role is an array of behaviors that society expects from men and women, which relate to sex characteristics and the capacity that society considers belonging to either men or women (or boys and girls) in a specific society or culture (training material by the Vietnam Women's Union).

The role of gender is divided into three basic groups: a productive role, a reproductive role and a community role. The role of men and women are assigned differently in disaster risk reduction as shown in Table 1 below.

Table 1: Gender roles

Types	Characteristics	Examples
1. Productive role	Activities include making products, goods or services for consumers and the trade, which support the household economy and society.	Plowing, manufacturing and doing business can generate income. In disaster risk prevention this includes early harvest, livestock evacuation, disease prevention, planting, restoration of production, land reclamation, etc. When a disaster occurs, the workload of women increases because men have found jobs in the cities so women have to do both jobs.
2. Reproductive role	Activities include maintaining	For example, giving birth, nurturing,

	race and renewing the labor force.	teaching and caring for a family. When a disaster occurs, women are under pressure to care for families in poor conditions. However, men also bear pressure to ensure income for the family, recover production activities and repair housing.
3. Community role	Activities include voluntary participation, are time consuming and with no immediate results, and are sometimes paid.	Together with men, women are regarded as major forces contributing actively to community activities after disasters, such as visiting neighboring households who were victims, mobilizing community contributions for food and providing food aid for other victims.

Both men and women are able to participate in all three roles. However, in Vietnam mainly women take on the role for reproduction and production activities. Women's burden of work in the household limits them to participate actively and regularly in community activities. Meanwhile, men have much more time and opportunity to participate in community and production activities.

A deep understanding of gender roles helps to determine the appropriate operational support for both men and women, which attract the efficient participation, while contributing to reducing gender inequality in the social division of labor.

Gender bias is the negative perception, attitude and assessment of the characteristics, position, role and capacity of males or females (law on gender equality).

For example, the idea that women cannot participate in disaster risk management and reduction, and that women are seen as a special concern in disasters is a gender bias.

Gender equality is when men and women have the same positions and roles and both are free to develop their personal abilities in community development, for families and benefit equally from development (law on gender equality).

Gender equity means fairness of treatment for females and males, according to their respective needs (law on gender equality).

While gender equality is the ultimate goal that society and the community are trying to achieve, gender equity is a tool and process to implement gender equality.

Gender inequality is being discriminatory to men and women about their status, conditions and disadvantages. The opportunity for males and females in the implementation of human rights

contribute to and benefit from the development of the family and the country (law on gender equality).

Some gender issues in CBDRM in Vietnam include:⁶

- Women have limited participation in the organizations relevant in disaster risk management, in the process of decision-making and programme development and planning; and
- The needs of women are not reflected in the response process and planning of disaster prevention. Women are still treated as victims rather than active forces in disaster prevention.

There is not really any action plan to reduce gender inequality in disaster risk reduction policies in Vietnam and gender issues are not properly addressed.

Gender mainstreaming *is the process of bringing a gender perspective into the mainstream activities of government, institutions and organizations at the policy, programme and project levels.*

The highest objective of gender mainstreaming is to achieve gender equality.

2. Benefit of gender mainstreaming

The benefits of gender mainstreaming in disaster risk reduction and climate change adaptation⁷ include:

- Leveraging the capabilities and contributions of both men and women in the development of the country;
- Avoiding undesired effects like gender inequality and poverty that policies related to climate change adaptation and disaster risk reduction can bring about;
- Enhancing the role and position of women, improve living conditions for their families and communities and helping to make both women and men safer; and
- Ensuring closer links with social policy and international commitments on gender and human rights, thus contributing to the achievement of gender equality and the Millennium Development Goals as well as sustainable development.

3. Gender mainstreaming⁸:

- Raising gender awareness and gender equality for women and men in the community and for managers.
- Collecting separate male and female information and aggregate data on their capacity in disaster risk reduction. Identifying vulnerable groups such as poor women, pregnant women, women belonging to ethnic minorities, the disabled and the elderly.

⁶ *Research report of Oxfam and WU, 2013*

⁷ *Policy brief on "Gender equality in disaster risk reduction and climate change adaptation", UNDP and Oxfam*

⁸ *Training material on "Gender mainstreaming in DRM and CCA", WU, 2012*

- Using gender analysis tools to detect gender inequality, gender gaps related to access to and use of resources such as decision-making and needs, vulnerable status and the difference between women and men in each specific context of natural disasters.
- Integrating gender issues in the steps of CBDRM to solve the problems of the community in natural disaster prevention.
- Encouraging women to participate actively and pay attention to their roles in disaster risk mitigation and climate change adaptation planning.

ANNEX 5: TECHNICAL ASSISTANCE GROUP AND COMMUNITY-BASED GROUP ROLES & RESPONSIBILITIES

(Based on Decree No.666/QĐ-TCTL-DD of August 2011 of the Directorate of Water Resources approved implementation guideline on “Community-based awareness raising and disaster risk management”)

1. Technical Assistance Group

1.1 Organizational structure

- Based on the specific situation in the community, the People’s Committee at all levels will decide to organize the TAG, in which the membership, role, mission and collaboration mechanism between members is clearly defined.
- The TAG includes representatives from related departments. In order to make use of the experience and expertise of all local organizations and institutes, the TAG must include local organizations such as the Fatherland Front, the Red Cross Chapter, the Women’s Union, the Farmer’s Union, the Youth Union, enterprises and local NGOs, emphasizing gender inclusion and social relationships between target groups.
- The leader, vice-leader(s) and members of the TAG include:
 - Leader: for the provincial level, the leader of the TAG should be the chief or deputy chief of the Standing Office of the Committee of Disaster Prevention and Control. For the district level, the leader should be the head or deputy head of the Department of Agriculture and Rural Development, and for the commune level the commune’s Vice Leader will be the leader.
 - The vice-leader(s) are responsible for the technical aspects according to assignments from the leader. The vice-leaders should be chosen from organizations with a lot of experience working in the community.

1.2 Responsibilities of Technical Assistance Group

1.2.1 Overall responsibilities

- Consult with Standing Office of Disaster Prevention and Control (CPC at the commune level) to implement CBDRM activities in the community.
- Cooperate with local authorities to:
 - Provide technical guidance for TAGs at lower levels and CBGs to implement assigned technical tasks.
 - Take responsibility for monitoring, guiding and organizing CBDRM activities in the community, while ensuring the objectives and activities are carried out effectively.

1.2.2 Specialized tasks

Teachers and communication staff

- Assess needs for CBDRM training from authorities at all levels and in the local community.
- Consult with the authorities at all levels on programme and training development.
- Collaborate and participate in developing training materials on CBDRM.
- Organize and take charge of community training for CBDRM staff at the provincial, district and commune level and for local people.
- Develop training assessment reports and recommend measures to improve training quality such as the content of training materials, skills and suitable training methods.

Disaster risk assessment

- Organize CBDRA in the community, commune, district and province.
- Organize data collection for CBDRA and database development.
- Provide consultation to the authorities at all levels to develop annual provincial, district and communal plan.
- Collaborate and participate in the development of training materials on CBDRA.
- Collaborate, organize and be the trainer of community training on CBDRA at the provincial, district, communal and village level and for local people.
- Develop a CBDRA report.

Monitoring and evaluation

- Monitor and evaluate the results and progress of activities in the local annual and five-year plan.
- Consult with authorities at all levels in programme development and the M&E plan.
- Participate in the development of a set of indicators, and assessment and guidance for the local community.
- Collaborate, organize and be the trainer for community training on CBDRA at the provincial, district, communal and village level and for local people.
- Develop quarterly, annual and five-year report on M&E of activities and recommend measures to improve M&E quality and ensure progress.

1.2.3 Roles of the leader and vice-leader(s) of the Technical Assistance Group

Leader

- Based on the direction given by the standing offices at levels, develop plan and consultation to present to the authority to identify detailed direction and plan.
- Organize regular and ad-hoc meetings among the group to review the implementation progress of CBDRM activities.
- Assign tasks to vice-leaders and members in the group. Monitor, guide and support TAGs and CBGs at lower levels in terms of technical knowledge.
- Synthesize and present a regular report every six months, yearly and as necessary to the standing office levels to support the People's Committee at all levels to direct the implementation of activities.

Vice-leader(s)

- Assist the leader in the above tasks.
- Assume the role of leader when s/he is occupied.

2. Community-based Group

2.1 Organizational structure

- Based on the specific situation in the community, the People's Committee will decide to organize the community group, in which the membership, role, mission and collaboration mechanism among members, as well as between the CBG and TAG, is clearly defined.
- The members of the CBG will be nominated by the local community based on knowledge and experience, paying special attention to gender and social relationships between groups.
- The leader of the group is a village leader.

2.2.2 Specialized tasks

Communication staff

- Assess community needs for CBDRM training.
- Work with technical support group at commune level to consult the CPC in developing communication and training plans.
- Coordinate and participate in developing training materials and communication materials on CBDRM.
- Organize training for the community.

- Provide comments on the training assessment report and recommend measures to improve quality of training such as content of materials, skills and suitable training methods.

Disaster risk assessment

- Participate in the CBDRA in the community.
- Participate in data collection for the CBDRA and database building.
- Organize training for the community.
- Provide comments on the CBDRA report.

Monitoring and evaluation

- Participate to monitor and evaluate the results and progress of activities in the local annual and five-year plan.
- Assist the TAG at commune level with advice for the People's Committee in the development of a set of indicators for assessment and monitoring and plan for assessment and monitoring.
- Cooperate and provide feedback on the M&E process.
- Provide feedback to quarterly, annual and five-year reports on M&E of activities and recommend measures to improve M&E quality and ensure progress.

2.2.3 Roles of the leader

- Work with the TAG at the commune level to develop plans and advise the CPC to identify detailed directions and plans.
- Organize regular and ad-hoc meetings among the group to review the implementation progress of CBDRM activities.
- Assign tasks for group members and support the TAG to implement activities in the community.
- Participate in synthesizing the annual and six-monthly report to the CPC.

ANNEX 6: COMMUNITY AWARENESS RAISING AND COMMUNITY-BASED DISASTER RISK MANAGEMENT PROGRAMME

DECISION

To approve the Project:

Community awareness raising and community-based disaster risk management

PRIME MINISTER

Pursuant to the Law on Organization of the Government dated 25 December 2001;

Pursuant to Decision ref. 172/2007/QĐ-TTg dated 16 November 2007 by the Prime Minister to approve the National Strategy for Natural Disaster Prevention, Response and Mitigation to 2020;

Having considered the request of the Minister of Agriculture and Rural Development cum Chairman of the Central Committee for Flood and Storm Control;

DECIDES:

Article 1: To approve the Project: Community awareness raising and community-based disaster risk management (CBDRM) with the main content as follows:

I. OBJECTIVES OF THE PROJECT

General objectives:

To raise community awareness and effectively organize the model of CBDRM for all levels and line agencies, particularly for the local authorities and residents at village and commune levels; to minimize fatalities and property loss; to limit the natural resource, environmental and cultural heritage destruction caused by disasters, thereby contributing to guaranteeing national sustainable development, national defense and security.

Specific objectives:

- To complete the mechanism and policy of CBDRM thoroughly from central to provincial levels;
- To strengthen capacity for authorities at all levels directly involved in the duties of natural disaster prevention and response: ensuring that by 2020, 100 percent of officers will be trained and their capacities and expertise strengthened for natural disaster prevention, response and mitigation;
- All villages and communes in high risk areas for disaster occurrence will be able to develop natural disaster (prevention) risk reduction and response preparedness plans, possess

communication systems and build up core manpower with disaster mitigation expertise and volunteer forces to guide and support residents in disaster prevention, response and mitigation:

- 70 per cent of the inhabitants in disaster-prone areas will be provided with knowledge of flood and storm control and disaster mitigation;
- Knowledge of disaster prevention, response and mitigation will be taken up in the teaching curriculum at schools.

II. ASSIGNMENTS AND SCOPE OF THE PROJECT

To assure the consistency and to maximize the investment efficiency, the project comprises of two mutually linked components including:

- a. Component I: strengthening capacity for managing and implementing CBDRM for local officers at all levels.

The target of Component I is to ensure that 100 percent of officers at all levels, directly involved in the duties of CBDRM, will be trained and capacity and expertise strengthened in CBDRM.

This includes the following activities:

- Develop legal documents and unify management, guidelines and the implementation of CBDRM at all levels – and within communities;
 - Complete the system of natural disaster prevention, response and management of responsible agencies in provinces and cities under the central level;
 - Develop a CBDRM training system at all levels;
 - Develop training materials for CBDRM policy, mechanisms and management at all levels (including packages of training materials for trainers and trainees);
 - Organize training courses on CBDRM policy, mechanisms and steps for implementation for trainers, agencies, local officers and those at all levels directly involved in the duties of CBDRM;
 - Take the training curriculum for strengthening the capacity of local authorities and professional trainers engaged in CBDRM as a crucial activity of natural disaster prevention, response and mitigation annual plans, at all levels;
 - Equip agencies and authorities at all levels with flood and storm control tools or facilities and with CBDRM training tool kits for professional trainers; and
 - Upgrade, improve and build new head offices for the responsible agencies operating in flood, storm control and natural disaster mitigation at the provincial levels and in cities.
- b. Component II: improving communication and education, enhancing the capacity of the community in disaster risk management.

The target of Component II is to enhance the capacity of the community in natural disaster mitigation. More than 70 per cent of residents living in disaster prone areas will be provided with knowledge of flood and storm control and disaster mitigation. This includes the following activities:

- Set up an implementing group for CBDRM activities at the community level (group members to be selected by the community).
- Make hazard and vulnerability maps for each community (maps to be made by the people in the community themselves based on the guidance of the CBDRM implementing group), and develop posters, maps and notice boards providing guidance on steps for disaster preparedness, response and recovery, which will be located at a central locality in each community.
- Develop a handbook to provide guidance on the implementation of essential activities of the community for disaster preparedness, response and recovery respectively for different phases (pre-, during and post-disaster), which are suitable for each community in terms of (specific) tradition, culture and socio-economic conditions.
- Annually, community members collect and update information for the hazard and vulnerability maps.
- Annually, community members develop a plan for disaster risk prevention, response and management with the integration of adaptation to anticipated climate change impacts.
- Community members put together a development plan, integrating disaster risk prevention, response and mitigation, and integrate disaster risk prevention, response and mitigation into the community development plan.
- Annually, at the community level, conduct a simulation exercise to practice natural disaster prevention, response and mitigation (including utilization of equipment and supporting tools).
- Set up a system of early warning and communication about natural disasters in the community (including equipment and supporting tools).
- Establish a M&E system for natural disaster prevention, response and mitigation in the community.
- Information on CBDRM activities is constantly communicated via mass media, i.e. through the internet, television, radio, press and banners, posters and leaflets.
- Develop training materials in community-based natural disaster prevention, response and mitigation for the community. These materials will provide an understanding of the process of disaster risk management, such as preparation, planning, emergency response activities during a disaster and for the post-disaster recovery process.
- Annually, organize training courses for the community on each of the activities related to disaster risk management in the community. These training courses should be organized specifically for different target groups for both men and women, school pupils and the elderly).
- Organize performances and plays on disaster prevention, response and management in the community on the occasion of community festival days.

- Develop small-scale work for disaster prevention, response and management in the community (e.g. flood evacuation routes, schools, health stations and water sanitation facilities).

The action framework, work plan and budget are presented in Annexes I, II and III and are issued together with the Decision.

III. DURATION AND LOCATION TO IMPLEMENT THE PROJECT

The project will be implemented over a twelve (12) year period, starting in 2009 and finishing in 2020, and is expected to target about 6,000 communes and villages frequently affected by disasters in the country.

IV. TOTAL INVESTMENT

The total investment fund requested for the Project is about 988.7 billion VND that will be allocated to the Components as follows:

- Component 1: strengthening capacity for managing and implementing CBDRM for local officers at all levels and to carry out CBDRM activities: 182,9 billion VND
 - Component 2: improving the capacity of the communities in CBDRM: 805,8 billion VND
- a. Financial mechanism:
- With the total investment fund for project implementation, the estimated fund is expected (identified) from the following financial sources:
- State Budget: 546.9 billion VND (55 per cent)
 - Funds from residents: 45,322 billion VND (5 per cent)
 - Grants (ODA funding) from other governments and international organizations: 395.48 (40 per cent)
- b. Phases of implementation and investment:
- Phase I (2009-2010): 75.4 billion VND
 - Phase II (2011-2015): 366.4 billion VND
 - Phase III (2016-2020): 546.9 billion VND

Article 2: Organization for project implementation

1. The Ministry of Agriculture and Rural Development and the Central Committee for Flood and Storm Control will be the focal points for the implementation of the project and will be responsible for:
 - Identifying objectives, approving content, calculating necessary budgets and proposing solutions for annual and every five-year implementation. Collaborating with the Ministry of Planning and Investment and the Ministry of Finance for fund preparation, and proposing the fund allocation for ministries, line agencies, provinces and cities to be submitted to the Prime Minister for approval;

- Guiding, checking and supporting the project implementation, acting as the national focal point to contact international organizations relating to this field;
 - Based on the portfolio of action plans of the provinces and cities, reviewing, developing detailed action plans, identifying priorities and assigning the implementation responsibilities for ministries, line agencies and local authorities; and
 - Conducting inspections and monitoring project implementation in the localities; undertaking an annual preliminary review and evaluation for learning lessons.
2. The Ministry of Planning and Investment takes the lead and works in collaboration with the Ministry of Finance to balance and manage the investment from the State Budget and look for other funding sources to effectively carry out the project.
 3. The Ministry of Education and Training works in collaboration with the Ministry of Agriculture and Rural Development and the Central Committee for Flood and Storm Control to prepare teaching materials that integrate natural disaster prevention, response and mitigation into subjects to be taught at primary level and in high schools as part of either the formal curriculum or as extra-curricular learning activities.
 4. Other line ministries and sectors collaborate with the Ministry of Agriculture and Rural Development, the Central Committee for Flood and Storm Control and the Provincial People's Committee to implement the project well, according to their respective roles and responsibilities.
 5. Provinces and cities directly under the authority of the central level:
 - Develop and implement the respective project plans for their localities;
 - Organize the implementation of the related activities approved in the project proposal;
 - Ensure the effective utilization of the project funds in accordance with the project objectives, implement anti-corruption measures and ensure that there is no loss of the project funds;
 - Are proactive in mobilizing more resources and integrating with those related activities of other programmes implemented locally to achieve the objectives of the project; and
 - Prepare locations for project implementation and report periodically on the progress of implementing the objectives and tasks in the areas of provinces and cities.
 6. Socio-political organizations, civil society, the private sector and people:
 - Activities to raise community awareness and implement CBDRM activities are the cause of the whole society. During the process of making policies, organizing and carrying out project activities, apart from the State's investment, it is essential to encourage the engagement of socio-political organizations, civil society, the private sector and people.

Article 3: This decision takes effect from the date of signing.

Article 4: Ministers, heads of ministry-level agencies, Directors of governmental departments and Chairmen of People's Committees of provinces and cities under the central are responsible for executing this decision.

Recipients:

- *Prime Minister*
- *Deputy Prime Ministers*
- *Ministries, Line agencies, Governmental Departments*
- *People's Committees of provinces and cities under the Central*
- *Central Government Office and Party committees*
- *President's Office*
- *National Assembly Office*
- *The Vietnam Fatherland Front Central Committee*
- *Central agencies of mass organizations;*
- *Government office: Chairman, Deputy Chairmen, government website, departments, affiliate units, officials gazette*
- *Filing*

For the PRIME MINISTER
DEPUTY PRIME MINISTER
(Signed and Stamped)

Hoang Trung Hai

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