

Vietnam Red Cross contribution to the Hyogo Framework for Action 2005 to 2015

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DISCLAIMER

A consultant team prepared this document for the International Federation of the Red Cross and Red Crescent Societies. While every effort has been made to provide reliable figures, the consultant team cannot verify their accuracy. The views, conclusions, and recommendations in the document are not to be taken to represent the views of International Federation of the Red Cross and Red Crescent Societies.

Executive Summary

This report summarises the Vietnam Red Cross Society (VNRC) contribution in fulfilling the five priorities for action of the Hyogo Framework for Action 2005-2015 *'Building the Resilience of Nations and Communities to Disasters'*.¹

The report is not an exhaustive review of all quantitative and qualitative data of actions undertaken by the VNRC and its partners over the decade; but rather presents an outline of achievements and challenges. The report also aims to be forward-looking in documenting actions relevant to the Sendai Framework for Disaster Risk Reduction 2015 to 2030, categorising information under the four priorities: 1. Understanding disaster risk, 2. Strengthening disaster risk governance to manage disaster risk, 3. Investing in disaster risk reduction for resilience, and 4. Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation, and reconstruction.

A desk review of key documentation was carried out. Interviews were conducted with staff of the VNRC National Headquarters, Participating National Societies (PNS), the International Federation of Red Cross and Red Crescent Societies (IFRC) delegation in Vietnam. Further, interviews were held with officials in the Department for Natural Disaster Prevention and Control and the Disaster Management Centre (under the Ministry of Agriculture and Rural Development). Questionnaires were sent to seven Red Cross chapters in high-risk provinces

Overall, the picture is a positive contribution by the VNRC towards each priority for action.

1. Understanding disaster risk

Notable achievements include training and capacity building a pool of 745 VNRC trainers and facilitators, including 122 on community-based disaster risk management (CBDRM) and 251 on vulnerability capacity assessment (VCA). This is considered a core human resource to be mobilized to help carry out the National Programme *'Community awareness raising and community-based disaster risk management'* (Decision 1002/QĐ-TTg, 2009) of the Government of Vietnam (GoV).

The National Society has CBDRM training materials which have been used over the decade to develop the capacity of the Red Cross, government, and non-government organisations. The VNRC at all administrative levels has carried out dissemination and awareness raising to local people about disaster preparedness and mitigation. Further, skill training and capacity building in disaster response and preparedness are provided to help build safer, resilient communities to natural hazards and climate change. As a result, tens of thousands of local people benefited from training and awareness raising.

¹ 1. Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation. 2. Identify, assess and monitor disaster risks and enhance early warning. 3. Use knowledge, innovation and education to build a culture of safety and resilience at all levels. 4. Reduce the underlying risk factors. 5. Strengthen disaster preparedness for effective response at all levels.

So far, disaster risk reduction (DRR) actions were carried out by the VNRC in 585 communes and wards in 142 districts of 36 provinces and cities. These account for more than a third of the communes and wards targeted under the government's National CBDRM Programme.

Some 300 risk assessments were conducted using a well-developed VCA tool. Although the VCA approach has many advantages, often, once a project is completed local authorities have not used the VCA results to integrate into their Commune Natural Disaster Prevention and Control Plan. In 2015, the VNRC commissioned a review of the VCA to help improve and align the materials with the GoV approach under Decision 1002. The VCA tool has been modified for use by the government under the National CBDRM Programme and taken to scale in conducting community-based disaster risk assessment (CBDRA). Participation of the VNRC in the National CBRM Programme and the transitioning over by the National Society to using CBDRA provides opportunities to link risk assessment to the Commune Natural Disaster Prevention and Control Plans, and with socio-economic development planning.

The systematic collection and collation of age and gender disaggregated data in the aftermath of disasters, and during VCA and CBDRA has improved and is becoming more consistent.

The VNRC engages in regular dialogue with other National Societies in South-east Asia and has supported cross-boundary initiatives in DRM. The VNRC mobilises funding in-country to support other countries affected by disasters. For example, financial support was raised for sister societies in Indonesia, China, Cuba, Myanmar, Haiti, Chile, the Philippines, Korea, Japan, and Nepal totalling US\$9.3 million, making a significant contribution towards the foreign affairs of the GoV.

2. Strengthening disaster risk governance to manage disaster risk

The VNRC is defined by a strong legislative and regulatory framework. The VNRC and IFRC played a role in shaping the 2013 Law on Natural Disaster Prevention and Control, which includes a chapter on international cooperation (based on the standards contained in the International Disaster Response Law (IDRL) guidelines).

Many memoranda of understanding and cooperation agreements exist with ministry and sector departments, which need to be realised. Collectively, these place the National Society in a strong position to carry out DRR and health-related actions. For example, in August 2011, the VNRC signed a Joint Resolution (No. 144-NQLT/TUWHCTD-TCCT) on cooperation between the Vietnamese People's Army and the VNRC for the period 2011-2015.

With its extensive network working at the four administrative levels, the VNRC, as a member of the Central Committee for Natural Disaster Prevention and Control, plays an active role in supporting government forces in humanitarian action. The National Society has developed disaster response Standing Operating Procedure. This aims to provide a uniform and consistent approach across the entire system to deliver humanitarian response and early recovery efficiently. Roles and responsibilities of different units or levels are defined, and coordination and collaboration between relevant agencies improved, helping to bring timely aid to people affected by disasters.

The key to the VNRC success as a member of the Committees for Natural Disaster Preparedness and Control is its capacity to carry out its responsibilities effectively and efficiently at national and provincial levels. Further, specifically to fulfil its legal duties under the Law on Natural Disaster Prevention and Control - for which it has some credit in helping to shape.

3. Investing in disaster risk reduction for resilience

The VNRC has notable success in mobilising funding for its humanitarian works. Each year, the VNRC receives funding about USD 7 to 10 million to conduct around 30 international projects nationwide and is ranked in the region as the second National Society receiving much international support, after Indonesia. Recently, although the VNRC has been able to access international funding directly, for example, from USAID/OFDA, challenges are foreseen in future funding as donors, the IFRC and PNS withdraw from Vietnam. The VNRC will need a financial strategy to make certain of its continued engagement in both humanitarian response and risk reduction. This will include accessing government funding as a member of the Central Committee for Natural Disaster Prevention and Control, to fulfil its role in carrying out the Law on Natural Disaster Prevention and Control. Innovative means of accessing private sector funding for DRR exist and need continuing and taking to scale, as does building on successes in leveraging funding for small-scale, community-driven DRR.

The VNRC continues to assert itself to reduce risk in key development sectors; for example, linking CBDRA and the consequent Commune Natural Disaster Prevention and Control Plans with the socio-economic development planning in the orientation for adjustment of the disasters risk assessment. The shift of focus by the VNRC with the support of several PNS into the urban environment continues, particularly in provincial cities and towns along Vietnam's coastline. Here growing populations face increased exposure and vulnerabilities to natural hazards, which will be worsened by climate change. Linkages between health care initiatives with those of DRR are strengthening, and existing cooperation agreements with the Ministry of Health and the Central Committee for Natural Disaster Prevention and Control being capitalised on. Similarly, in education, the VNRC has played a role in teacher training and extra curricula teaching of primary schoolchildren in disaster preparedness. This needs to continue, in closer cooperation with the Ministry of Education and Training and provincial departments, guided by the Safe School Framework.

The notable achievements of the VNRC mangrove plantation project in coastal communes will need monitoring and support. This will ensure the significant gains made are not lost. Mangrove forests will need to continue to be protected and diversified, to provide security against tropical storms, typhoons, and sea surge. Also, mangroves are important for Vietnam's climate change mitigation efforts.

Many VCA show to reduce vulnerability people must protect and strengthen their livelihoods. This is increasingly important as many agricultural-based livelihoods are threatened by climate change. The VNRC DRR initiatives are converging with climate change adaptation actions to support capacity building for climate resilient livelihoods and diversification. The DRR projects carried out by the VNRC are increasingly integrating climate change. This needs

a capacity building of VNRC staff at all administrative levels and will provide opportunities for new partnerships, and funding.

4. Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation, and reconstruction.

Interviews with key government departments within MARD show recognition of the significant contributions of the VNRC towards disaster preparedness and emergency response over many years. To keep this reputation it will be crucial for the VNRC to engage fully within the government DRM system. This will need expansion and renewal of trained human resources at provincial levels, through comprehensive training and capacity building in DRR and climate change adaptation.

The VNRC is always one of the first responders in the aftermath of a disaster. The National Society supporting the affected communities with humanitarian relief and in early recovery and rehabilitation. At different administrative levels, the VNRC not only provides relief (for example, food, drinking water, clothing, and blankets) but also distributes cash grants, rice seed, fertiliser, breeding cows, and provides housing, water tanks, water purification tablets and other essential items. Key actions also include psychosocial support and the Restoring Family Links programme (of the International Committee of the Red Cross) to locate relatives lost in a disaster.

Many VNRC relief initiatives have been recognised by IFRC and Participating National Societies and applied in other countries. From 2005 to 2010, through domestic and international appeals to support disaster affected communities, the VNRC mobilised about US\$26 million (VND527.8 billion). This brought the total value of the VNRC emergency relief to about US\$225 million (over VND 4,500 billion) and provided aid to around 22.2 million people affected by disasters.²

Over the past five years, there has been a significant shift in the focus of the VNRC. The National Society not only strengthening its emergency response capacity but also disaster preparedness, helping to build safe and resilient communities. Effective models of CBDRM have been developed and shared widely.

The National Society has a more systematic DRM structure from national to commune levels. The VNRC preparedness and response system now include a Disaster Operation Unit and a National Disaster Response Team at the National Headquarters in Hanoi, 31 Provincial Disaster Response Teams (PDRT) and over 200 Commune Disaster Response Teams. From 2013, setting up the PDRT confirmed the decentralisation trend of the VNRC strategy. While challenging for the National Society to ensure the sustainability of such teams and to strengthen coordination with the response mechanism of the Government, initiatives have been taken to address this. Upholding and expanding disaster preparedness and response

² Over the period 1995 to 2005, the VNRC NHQ and 39 provincial Red Cross chapters mobilized a total of VND986, 172 million (in-country funding source reached VND796 billion) to support 13,611,677 people affected by disasters.

capacity is important, through quality training using the well-respected PEER/CADRE and trained trainers to facilitate roll-out training for community response teams.

Provincial contingency funds and relief items have been set up in most provinces and cities for DRR, and if needed, humanitarian response. Disaster preparedness and response measures have been equipped continuously. For example, through support to commune early warning systems, flood and storm resilient housing, evacuation roads, bridges, embankments, life jackets, and household kits. Forward-looking approaches to relief supplies in the burgeoning market economy Vietnam need to be realised, thus more focus is being placed on cash transfer programming for disaster response. The VNRC expertise in cash transfer programming is recognised and is expanding in both rural and urban areas.

Improving commune early warning systems, a mainstay of many VNRC CBDRM projects, while important, need further embedding in commune socio-economic development plans, and/or supported by the private sector. This would improve sustainability. The VNRC is increasing efforts to make sure the 'last mile' is bridged between the official early warning to the commune authorities and at-risk households.

Abbreviations

CBDRA	community-based risk assessment
CBDRM	community-based disaster risk management
CCA	climate change adaptation
CCNDPC	Central Committee for Natural Disaster Prevention and Control
CCWG	Climate Change Working Group
CNDPC	Committee for Natural Disaster Prevention and Control
CPC	Commune People's Committee
DIPECHO	Disaster Preparedness Programme of the European Commission Humanitarian Aid and Civil Protection Department (ECHO)
DMC	Disaster Management Centre
DMWG	Disaster Management Working Group
DNDPC	Department of Natural Disaster Prevention and Control
DRM	disaster risk management
DRR	disaster risk reduction
EWS	early warning system
GoV	Government of Vietnam
HFMD	hand, foot-and-mouth disease
IFRC	International Federation of Red Cross and Red Crescent Societies
I/LNGOs	international/local non-government organizations
MARD	Ministry of Agriculture and Rural Development
NDRT	National Disaster Response Team
NGO	non-government organisation
PEER/CADRE	Program for Enhancement of Emergency Response)/Community Action for Disaster Response
PNS	Participating National Societies
PDRT	Provincial Disaster Response Team
SEDP	socio-economic development plan
SOP	Standard Operating Procedure
UNDP	United Nations Development Programme
USAID/OFDA	United States Agency for International Development, Office of U.S. Foreign Disaster Assistance
VCA	vulnerability, capacity assessment
VNRC	Vietnam Red Cross Society

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Section 1 Introduction

1.1. Context

The Vietnam Red Cross (VNRC) works in disaster risk reduction (DRR) with the International Federation of Red Cross and Red Crescent Societies delegation in Vietnam, various Participating National Societies (PNS) including the American, French, German, Italian, Norwegian, Australian and Spanish Red Cross societies. Further, the National Society works closely with several government departments at national level, including the Disaster Management Centre (DMC) and the Department of Natural Disaster Prevention and Control, DNDPC (both under the Water Resources Directorate of the Ministry of Agriculture and Rural Development (MARD) and with other mass organisations, notably the Vietnam Women's Union. In addition, provincially the VNRC chapters work with international and local government organisations.

1.2. Purpose of the report

The report is one of a series being collected and collated by the International Federation from other National Societies in the South-east Asia region. Further, it is anticipated the report will be used to promote the work of the VNRC to key government partners, donors, the UN and international non-government organisations in Vietnam. It is also expected the report will be used by the Government of Viet Nam (GoV) as a contribution to the drafting process of its strategy to implement the Sendai Framework on DRR (2015-2030) in the country.

1.3. Target audience

The intended audience for the report include the key departments of the MARD, principal donors, for example, USAID/OFDA and the European Commission, the International Federation of the Red Cross and Red Crescent Societies (IFRC) Participating National Societies (PNS) the United Nations Development Programme (UNDP) international and local non-government organisations (I/LNGOs) and other mass organisations in country.

1.4. Method and structure of the report

A meeting was held with the VNRC Disaster Management, Health and International Cooperation Departments and the consultancy team on 26th January 2016 (see Annex I List of Participants). For this, a PowerPoint presentation was developed. During the meeting, the consultancy team stressed the importance of ownership by the VNRC departments. Focal points for the research were agreed with staff of the each department.

An experienced research assistant was hired by the consultancy team to support the VNRC focal points, conduct interviews within the VNRC, with PNS and IFRC colleagues, develop and follow through on the provincial questionnaires, and provide the zero draft report.

A questionnaire for the report was developed by the consultants, shared with the IFRC and then translated into Vietnamese (see Annex II). An experienced research assistant was hired by the consultancy team to help follow through and support the VNRC focal points. The questionnaire was sent to the focal points and then a follow-up meeting arranged to discuss

responses and to agree on content. A simplified version of the questionnaire was developed with the focal point of the Disaster Management Department and then sent to nine provincial Red Cross chapters. This aimed to gain further information from local level engagement. Consultants also interviewed staff of the IFRC delegation in Vietnam responsible for DRR, and representatives of the American, French, German, Norwegian and Spanish Red Cross societies using the original questionnaire as an interview guide (this was also been sent in advance).

Following meetings with the Red Cross Movement partners in Vietnam, the team met with the DNDPC and the DMC, of the Water Resources Directorate, MARD. These meetings provided an opportunity to feedback on the draft findings of the report. They also helped to understand the perspective of these key departments of the VNRC's contributions to augment those of the government towards fulfilling the Hyogo Framework for DRR and the potential for National Society engagement in carrying out the Sendai Framework for DRR.

The report was drafted in a series of iterations based on feedback from the questionnaires, interviews and personal knowledge and experience of the consultancy team. A series of discussions took place between the team members throughout the course of the research to cross-check information. A final feedback meeting was held with the VNRC departments of Disaster Management, Health, and International Cooperation. This meeting also provided opportunities for discussion on the use and promotion of the reports by the National Society.

Section 2 Disaster risk management status and progress

2.1. Understand disaster risk

2.1.1. National and local risk assessments

Notable achievements include training and capacity building a pool of 745 VNRC trainers and facilitators, including 122 on community-based disaster risk management (CBDRM) and 251 on vulnerability capacity assessment (VCA). This is considered a core human resource to be mobilised to help implement the National Programme '*Community awareness raising and community-based disaster risk management*' (Decision 1002/QD-TTg, 2009) of the Government of Vietnam (GoV).

So far, as a part of CBDRM projects supported by PNS, INGOs, and others, the DRR actions were carried out by the VNRC in 585 communes and wards in 142 districts of 36 provinces and cities in some of the most disaster-prone provinces in the country.

Risk assessment is recognised as a fundamental step in the community-based disaster risk management (CBDRM) of the VNRC and is focused on rural communes. Most CBDRM projects, supported by different PNS, the IFRC, and I/LNGOs include risk assessment as an important step to be carried out at the early stage of the project. These risk assessments enable the local government authorities and people to carry out a thorough analysis of their vulnerabilities and capacities, to identify their risks and to design actions to reduce their vulnerabilities. It also helps decision makers in the commune People's Committee and local Red Cross chapter to be informed of the main issues and actions needed. Around 300 risk assessments were

conducted, using well-developed vulnerability and capacity assessment (VCA) tools.³ This accounts for more than a third of total communes and wards targeted under Decision 1002. These have involved meeting with mixed groups of people from different backgrounds. These have included vulnerable groups such as older people, people with disabilities, and people with HIV/AIDS, poor women-headed households, low-income traders and workers, and people from different ethnic minority groups. The VCA have helped commune authorities and local people to understand their disaster risks and their capacities and limits in addressing these. Further, risk assessment allows the authorities, with the support of the Red Cross and participation of local people, to develop proposals and agree on financing small-scale structural and non-structural measures to improve the safety of the local people. In some communes, participatory approaches to risk assessments have become part of later natural disaster prevention and control planning.

Although the VCA tool has many advantages, often following VNRC DRR projects in the communes, local authorities have not used the VCA results to integrate into the Commune Natural Disaster Prevention and Control Plans. In 2015, the VNRC commissioned a review of the VCA to help improve and align the materials with the GoV approach under Decision 1002. The VCA tool has been modified for use by the government under the National CBDRM Programme and taken to scale in conducting community-based disaster risk assessment (CBDRA). Participation of the VNRC in the National CBRM Programme and the transitioning over by the National Society to using CBDRA provides opportunities to link risk assessment to the Commune Natural Disaster Prevention and Control Plans, and with socio-economic development planning.

In the past few years, the VNRC has started to transition over to the community based disaster risk assessment (CBDRA) used under the National CBDRM Programme, under Decision 1002 of the Government of Vietnam (GoV). Such assessments have been carried out, for example, under the Ministry of Agriculture and Rural Development/UNDP programme *'Strengthening Institutional Capacity for Disaster Risk Management in Vietnam, Including Climate Change Related Risks, Phase II'*. The VNRC has also carried out CBDRA under the USAID Vietnam Forests and Deltas Programme, with technical support of the American Red Cross.⁴

The National Society has CBDRM training materials which have been used over the decade to develop the capacity of the Red Cross, government, and non-government organisations. The VNRC at all administrative levels has carried out dissemination and awareness raising to the people about disaster preparedness and mitigation and provided necessary skills in disaster response, to help build safer, resilient communities to natural hazards and the impacts of climate change on these. As a result, tens of thousands of local people benefited from training and awareness raising.

³ See Annex V List of Communes and Wards in Vietnam where VCA and CBDRA were carried out by the VNRC

⁴ 60 communes in Long An and Nam Dinh provinces by 2018

2.1.2. Collection, analysis, management and use of disaggregated data and information

The systematic follow up data and information on natural hazards and any past related disasters are used mostly for planning an emergency response and recovery. The VNRC operates at four administrative levels - central (national), provincial, district and commune - mirroring the government. As a member of Committee for Natural Disaster Prevention and Control (CNDPC) at these levels, the VNRC helps collect damage and humanitarian needs data in the aftermath of a disaster. The Red Cross uses the data collection system of the Government, in which disaster damage information is collected through the CNDPC at all administrative levels after a disaster. Depending on the scale and nature of the disaster, the VNRC emergency response teams can be mobilised quickly to carry out risk assessments, which serve for later relief and recovery interventions.

Under the VNRC Standard Operating Procedures (SOP) for disaster response, commune Red Cross committee gather information on disasters and send this to next level of the Red Cross via telephone, fax, and email. The VNRC National Headquarters will collect and compile this information and share with various partners of the Red Cross Red Crescent Movement. Such information is shared with the CNDPC (at national and provincial levels), the informal Disaster Management Working Group (DMWG), and other partners for humanitarian response, and planning for early recovery. Besides following up on an emergency through its four administrative levels, depending on the scale and nature of the disaster the VNRC can mobilise its disaster response teams. The Provincial Disaster Response Teams - PDRTs, or the National Disaster Response Team – NDRT, conduct damage and humanitarian needs assessment, serving relief, early recovery and rehabilitation.

Such data on disaster impact is focused more on assessing damage than on humanitarian needs and is so far not consistently and reliably able to assess needs at each level. Data is also not systematically either gender or age disaggregated, nor specific to vulnerable groups, such as people with disabilities, and ethnic minorities. Further, data gathered focuses on 'traditional' emergency relief responses and less on recovery and rehabilitation interventions. These may be carried out locally and more comprehensively by the Red Cross if funding opportunities are available.

2.1.3. Develop, update periodically and disseminate location-based disaster risk information

The VNRC interventions focus at commune level through different CBDRM projects. As an important part of CBDRM, risk assessment is carried out with men, women, boys and girls often involving dividing them into groups with different backgrounds reflecting the local community. These have included people from different vulnerable groups, such as older people, people with disabilities, those from ethnic minorities - as these are often worse affected by disasters. Focus group discussions are carried out with separate groups of women and men, and mixed groups.

The main output is a VCA (or CBDRA) report that details hazard, risk, local vulnerabilities and capacities and disaster information and trends. The VCA reports are shared by the VNRC chapters with the commune and district government authorities, different levels within the

VNRC, and project donors. If needed, they are available to I/LNGOs, and the private sector in the vicinity. The CBDRA is led by the commune or Ward People's committee, who own the reports. The DMC is collecting VCA and CBDRA reports, including hazard maps, as part of the DRR portal (supported by the Asian Disaster Preparedness Centre) - a national database - comprising information on DRR from all agencies.⁵ A Commune Natural Disaster Prevention and Control Plan - the CNDPC Plan (formerly a Commune Flood and Storm Control Plan) - is developed stating the priorities of the commune, and detailing activities to monitor and reduce natural hazards. Following a VCA, the local Red Cross advocates for the periodic updating of this plan by the commune authorities. This is feasible within the time frame of a project, although there is little evidence of such approach being followed by local government authorities when a project ends. This is changing with the growing use of the CBDRA approach, under the National CBDRM programme, which places the Commune People's Committee (CPC) in the lead role for CBDRM and CBDRA. A Technical Support Group and a Community-based Group is set up in each commune by the CPC. Often trained by the Red Cross, these include local members of sector departments and mass organisations (including the Red Cross). In such communes, there is increased likelihood of using participatory approaches to risk assessment, and subsequent planning for a CNDPC Plan will be replicated elsewhere.

2.1.4. Disaster loss accounting at national and local levels

Refer to 3.1.2.

2.1.5. Regional/trans-boundary risks

There is regular dialogue between National Societies in South-east Asia, for example between the Vietnam, Lao PDR and Cambodia Red Cross Societies at regional events. There are also examples in Quang Tri and Nghe An of exchange and support for capacity building and relief between neighbouring Red Cross chapters across borders. In the aftermath of tropical storms and typhoons, the respective Red Cross national headquarters has provided information on natural hazards, financial, and in-kind support. The Lao PDR Red Cross and the VNRC have an ongoing cooperation agreement that includes a focus on peer-to-peer support in DRM, particularly for neighbouring branches. The VNRC provides regular training to Lao PDR Red Cross staff on DRM.

The VNRC mobilises funding in the country to support other countries affected by disasters. For example, financial support was raised for sister societies in Indonesia, China, Cuba, Myanmar, Haiti, Chile, the Philippines, Korea, Japan, and Nepal totalling US\$9.3 million,⁶ making a significant contribution towards the foreign affairs of the GoV. Support to Indonesia alone reached US\$1.4 million, collected from people within Vietnam

⁵ See <http://www.dmc.gov.vn/projects-pt32.html?lang=en-US>

⁶ Over the period 1995 to 2005, the VNRC NHQ and 39 provincial Red Cross chapters mobilized a total of VND986, 172 million (in-country funding source reached VND796 billion) to support 13,611,677 people affected by disasters.

There is also capacity building among national societies in the region through exchange visits. From 2010 to 2011, the VNRC sent some key project staff for a study trip to learn more about disaster risk management (DRM) and VCA in the Philippines. The trip helped to improve skills of the staff, providing an opportunity to gain practical experiences from various counterparts, lessons from good practice, and successful models tested. The staff collected information to improve their DRM and VCA, specifically on how risk assessment can be integrated into local development plans and more on how DRM is conducted.

In June 2015, a team from the VNRC visited the head office in Jakarta of the Indonesian Red Cross (*Palang Merah Indonesia – PMI*) for cross-learning. The VNRC team learnt about the PMI Emergency Operations Centre, and the way data is managed throughout the network of PMI chapters and branches for effective disaster response. The VNRC shared its recent experience with the PMI in carrying out cash-based disaster response and recovery initiatives.

Since 2014, such peer-to-peer support and exchange of knowledge have expanded to government officials in collaboration with the ASEAN Humanitarian Assistance (AHA) Centre, in particular, its Executive Programme, which the VNRC joined with representatives from the GoV.

2.2. Strengthen disaster risk governance to manage disaster risk

2.2.1. Legislative and regulatory framework related to disaster risk reduction

As an auxiliary body to the Government, the VNRC carries out activities within the legal framework of Viet Nam. The specific roles and responsibilities of the VNRC in DRM are defined in the following:

1. Law on Red Cross Activities, 11/2008/QH12.
2. Decree No. 03/2011/NĐ-CP, 7th January 2011, Guiding Implementation of the Law on Red Cross Activities.
3. Decree No.64/2008/ND-CP, 14thMay 2008, on Mobilization, Receipt, Distribution and Use of Voluntary Contributions for Supporting Local People in Overcoming Difficulties Caused by Natural Disasters, Fire, Serious Breakdowns, and Dangerous Diseases.
4. The Charter of the Vietnam Red Cross Society, 14th January 2008.
5. Development Strategy of Vietnam Red Cross by 2020, 12thJanuary 2011.

In addition, the VNRC disaster response efforts are governed by the following Movement regulations:

1. Fundamental Principles of the RCRC Movement.
2. International Disaster Response Law.
3. Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief.

In 2011, the VNRC (with nine other national societies in Southeast Asia) agreed to the ‘South East Asia Disaster Law Pledge’ (Pledge No. P4399) to strengthen two key areas of disaster law: 1. Legal preparedness for international disaster response, and 2. Legislation for disaster risk reduction. In 2013, the GoV passed a Law on Natural Disaster Prevention and Control. This

contains a chapter on international cooperation based on the International Disaster Response Law (IDRL) Guidelines and recommendations from the VNRC and IFRC. Disaster risk reduction is also integrated into various articles of the Law, partly as a result of advocacy and technical advice provided by the VNRC and IFRC. Further, in 2014, a case study was published on how law and regulations support DRR in Vietnam, part of a joint initiative carried out by the VNRC, the IFRC, and the UNDP.⁷The work the VNRC carried out in disaster law and strengthening the national legal framework for DRM in the country has positioned it as a leader in South-east Asia in legislation.

The VNRC is looked to by national societies and governments across South-east Asia as an example of good practice through their engagement in developing the Law on Natural Disaster Prevention and Control. In 2014, representatives from the IFRC, UNDP, Lao Red Cross, the VNRC and a delegation from the Lao PDR government travelled to Hanoi and Lao Cai province. The aim was to learn about the process of developing the Law on Natural Disaster Prevention and Control. In 2015, a delegation from the Democratic People's Republic of Korea, including from the National Assembly and DPRK Red Cross, travelled to Vietnam for a similar learning experience. This included a visit to Ninh Binh province to understand how the Law was being implemented provincially.

Over the past few years, the VNRC has sought to develop a memorandum of understanding and cooperation agreements with various ministries, sector departments, and the private sector. Some 30 such agreements now exist. For example, in August 2011, the VNRC signed a Joint Resolution (No. 144-NQLT/TUWHCTD-TCCT) on cooperation between the Vietnamese People's Army and the VNRC for the period 2011-2015.

2.2.2. Institutional framework

With an extensive network, the VNRC takes part in humanitarian activities, under the Viet Nam Fatherland Front, as a member of the Central Committee for Natural Disaster Prevention and Control (CCNDPC). The VNRC plays an active role in disaster response, supporting government forces. Operating at the four administrative levels, the VNRC has developed disaster response SOP which aims to provide a uniform and consistent approach across the entire system to deliver humanitarian response and early recovery efficiently. Roles and responsibilities of different units or levels are defined, and coordination and collaboration between relevant agencies have improved which helps to bring timely aid to people affected by disasters. This will depend largely on the capacities of the local Red Cross chapters and their relationship with the local government authorities. The GoV agencies, notably the members of the CNDPC and the People's Committees at all levels, also accept the VNRC as an active player in DRM in the country. Much has been achieved through the support from the

⁷ Viet Nam: Country Case Study Report. How Law and Regulation Support Disaster Risk Reduction. International Federation of Red Cross and Red Crescent Societies, May 2014. See <http://drr-law.org/resources/Vietnam-Case-Study.pdf>

IFRC delegation in Vietnam and from the region, and in-country PNS. These stressed the need to augment GoV programmes, rather than have stand-alone and often short-lived projects.

The VNRC is a member of key informal coordination and technical working groups, including the DMWG, the Climate Change Working Group (CCWG), and the CBDRM Technical Working Group (and in the past, the Joint Advocacy Networking Initiative, JANI). Consistent attendance at these working groups (several of which aim to meet monthly) has been challenging for the National Society over many years, their representation by proxy through the PNS or IFRC.

The DMWG and CCWG helped identify areas for including gender within DRR. The VNRC and the French Red Cross have worked closely with several INGOs to make sure gender and social inclusion issues are covered more effectively the CBDRM and CBDRA guidelines of the DMC under the National CBDRM programme. It is expected the guidelines will be further revised during 2016.

2.2.3. Policy environment and list of key policies related to disaster risk reduction

In the Strategy for Developing the VNRC to 2010 and Vision to 2020, core operational areas are disaster preparedness, response and recovery. The objectives are to strengthen the capacity of vulnerable communities to carry out activities to reduce risks and increase resilience to climate change impacts; to reduce the loss of life, injuries, economic costs, livelihood impacts and other effects of disasters. The VNRC developed a Disaster Management Action Plan for 2011-2015 with specific indicators and targets for DRR. Looking ahead it will be crucial the VNRC aligns its new strategy and vision with the Sendai Framework and augments the role of the GoV in fulfilling the four priorities.

2.2.4. Accountability mechanisms

Representatives from the VNRC have been trained on the use of the Minimum Standard Commitments to gender and diversity which provide operational guidance for DRR and response.⁸ Further, the VNRC promotes the Sphere Handbook, Humanitarian Charter and Minimum Standards in Humanitarian Response and aims to adhere to the Sphere Handbook, although this proves challenging as Sphere has not been accepted by the GoV.

Depending on the size of the project and donor, the VNRC is obliged to undergo audits by external international auditors. Regular audits of the National Society are also carried out by the Government State Audit Office of Vietnam.

⁸See

<http://www.ifrc.org/Global/Photos/Secretariat/201505/Gender%20Diversity%20MSCs%20Emergency%20Programming%20HR3.pdf>

2.3. Invest in disaster risk reduction for resilience

2.3.1. National, local and sectoral budget allocation for disaster risk reduction

In addition, to the annual budget assigned by the GoV (Ministry of Finance), over the past decades the VNRC received significant international support for projects from the IFRC, PNS, and I/LNGOs.⁹ The VNRC defines resource mobilisation as an important priority to enable its work in addressing vulnerability in communes. To meet the new challenges in Viet Nam, including the impacts of climate change on natural hazards and disease, in its latest strategic development plan, the VNRC has a goal to increase resources from the public, government, and partners to support its actions, especially for DRR. The fund-raising capacity has been strengthened recently through a more efficient structure, better management of donation and grants, as well as capacity building for key staff. A Communication and Resource Mobilisation Department has been created from merging two departments (fund-raising and communications). This merger is expected to develop an improved fund-raising agenda and help the leadership to better mobilise resources from national and international counterparts and improve the fund-raising capacity of chapters and branches. A standard training program and materials in resource mobilisation training was developed in 2014 that can be replicated widely by VNRC, which will enable the Society to expand its current fund-raising practice and capacities.

The VNRC although a member of CCNDPC (formerly the CCFSC) has not been able to access GoV funding for DRM through annual budget share (unlike other members of the same Committee). To be recognized fully, the role and responsibilities of the VNRC in DRM in the country, need to be articulated clearly by the National Society to the GoV. This will help to make sure the VNRC is one of the budgetary recipients of the CCNDPC. Thus, yearly the National Society will have the budget to carry out preparedness, capacity building, communication, and awareness raising. With the phasing out of PNS, the reduction in the size of the IFRC and withdrawal of donors as Vietnam has become a middle-income country, the VNRC must seek this funding. The GoV must also support the VNRC with this if they recognise VNRC as an important DRM stakeholder in the country in realising their role in carrying out the Sendai Framework.¹⁰

Further, the VNRC has been able to access international funding directly; for example, recently, preparing a successful proposal to USAID/OFDA. While having some external support for developing these proposals the capacity of the National Society is has undoubtedly increased. This will be helpful for them as the PNS scale down of in the country.

⁹ See Annex IV Red Cross Red Crescent international support to the VNRC 2012-2014

¹⁰ NB. After the conclusion of the Hyogo Framework for Action, in March 2016, the CCNDPC and the VNRC signed a Cooperation Agreement (No. 01S/BCDTWPCTT-TUHCTD) to improve coordination in developing and implementing the Law on Natural Disaster Prevention and Control for the period 2016 to 2020.

This source of funding will be limited then there should be a mechanism from the GoV to let them reach to domestic funding, such from the medium and large-scale enterprise.

As the VNRC is a decentralised organisation, provincial chapters are independent of the National Headquarters for budget and depend on the Provincial and lower level People's Committee, and negotiation locally. The financial support provided by the VNRC HQ to provincial chapters is directed through projects – through the Federation, in which the most disaster-prone provinces will receive more priority when assigning projects. With improved capacity, the chapters have a greater chance to access local financial resources, from local government, I/LNGOs, and the private sector. There are some good examples, where chapters, following training have accessed significant financial support to provide services such as first aid training to foreign and Vietnamese companies.

2.3.2. Disaster risk transfer and insurance, risk sharing and retention and financial protection mechanisms

The VNRC has limited experience in disaster risk transfer, although some CBDRM projects, set up because of VCA or CBDRA have a component for microfinance or livelihood support. For example, the project '*Climate Smart Community Based Disaster Risk Reduction in the Mekong Delta*' (2012 to 2015) aimed to increase the resilience of vulnerable men, women and children to current and projected climate change impacts. This was carried out through several interventions focusing on DRR, climate resilient and adaptive livelihoods. Started in the late nineties, the goal of the mangrove plantation and DRR programme is to increase the capacity of communes for self-protection from disaster risks and climate change impacts. By increasing the ability of communes to protect and manage effectively their forest plantations and resources, the project helps to improve livelihoods and people's living conditions.

For integrating microfinance, a CBDRM project linked with microfinance in Quang Binh and Quang Tri provinces was instigated. The project aims to motivate poor households to address their challenges by making use of existing possibilities, focusing on stimulating microfinance and supporting people with training on relevant topics. The project does not offer these microfinance services, or set up any new institutions, but works with existing systems.

2.3.3. Incentive and regulatory frameworks for resilient public and private investments

Within a CBDRM project, priorities of local people and commune authorities are identified in the Commune NDPC Plan. To carry out follow-up actions, the Communes People's Committees are encouraged to carry out the priorities through their own means but also by seeking outside funds. The local Red Cross chapter supports communes to assess other potential funding opportunities from, for example, I/LNGOs, community-based organisations, and the private sector. Many examples exist of communes being able to raise 35% or more of the total costs of small-scale DRR and climate change adaptation (CCA) projects.

2.3.4. Policies, plans and investments to reduce risk in key development sectors

Land use planning

There is no direct, systematic integration of DRR into land use planning. Several attempts have been made through advocacy for integrating DRR into the socio-economic development plan (SEDP) at commune level. In most CBDRM projects, after carrying out a VCA, the communes receive support from the VNRC to carry out actions mentioned in the 'Commune Action Plan', in which land use planning considers reducing natural hazard risks to people living in disaster-prone areas. An example of good governmental planning can be found in My Loc and Van Hoa hamlets, Trieu Hoa commune, Trieu Phong district, Quang Tri province. Here, in 2012, in land use planning, the commune authorities relocated 30 households from landslide-prone areas to a safer place to reduce the risk for these people. This mitigation measure contributed to a significant reduction of potential disaster loss.

Urban development

Building urban resilience, has over the last few years, increasingly become a focus of the VNRC. This has included adapting the Government CBDRM and CBDRA materials for use in the urban context (with the technical support of the American Red Cross, the DMC and ISET). To include urban settings in DRR interventions, proper appraisal of vulnerability and potential risk is needed. So far, the VNRC has focused on awareness raising and advocacy to the local authorities to bridge the gap between community opinion and emerging urban risks. There has been a focus also on improving mapping in the past few years, supported by DIPECHO through the German Red Cross.

Infrastructure development

The VNRC has made some efforts to mainstream DRR into infrastructure development focusing at the commune level through support to small-scale mitigation measures following risk assessments. Such mitigation projects, defined after the VCA are prioritised during the risk assessment with the commune authorities and local communities. These aim to reduce locally the impact of natural hazards, benefiting most people living in the commune, or specific at-risk areas or vulnerable groups. For example, roads to evacuation centres, small bridges across rivers, irrigation and drainage canals, embankments, and early warning equipment. The local people contribute their labour, provide raw materials or money. Such mitigation measures are handed over to the Commune People's Committee or to hamlet management groups, who will be in charge of maintenance.

Health

On 16th November 2010, the VNRC and the Ministry of Health signed a Joint Resolution No. 03/NQLT-BYT-HCTD on *Coordination in the Protection, Care and Improvement of People's Health, 2011-2020*. This outlines the joint areas of cooperation, including health education, first aid, voluntary blood donation, tissue and organ donation, humanitarian medical services, epidemic prevention, emergency health, and charity meals.

The VNRC also takes part in the National Steering Committee on pandemic and epidemics and at the request of the Ministry of Health. The VNRC has been involved in responding to disease outbreaks, for example, to the Hand, Foot-and-Mouth (HFMD) outbreak during 2011-2012.

Through carrying out the community-based health and first aid (CBHFA) programme, the VNRC achieved significant results. The capacity of its staff and volunteers were built in first aid, primary health care and health in an emergency in which knowledge and skills are aligned to local needs. The training courses provided to volunteers on behaviour change communication for disease prevention, injury prevention and building basic first aid skills enabled the community volunteers, to carry out community interventions to prevent HFMD and dengue fever. The volunteers engaged in house-to-house education, raising awareness about preventive measures in their local communities. Community clean-up campaigns were organised involving many people, which helped to disseminate key messages in dengue fever prevention to villagers, and to eliminate mosquito breeding sites. This helped reduce the impact of diseases such as HFMD, and dengue fever and to traffic accidents.

The VNRC under a 2014-2017 cooperation framework programme with the Ministry of Health, the General Department of Politics (the Ministry of Defense) and the Viet Nam Young Physicians Association, are carrying out a nationwide campaign. This aims to provide free health services to one million poor and disadvantaged people. In this campaign, mobile teams of doctors and volunteers will provide health check-ups and treatment services at community or local medical stations. They will also provide consulting services to strengthen people's awareness of health care, personal hygiene and the environment, accidents, injuries, disaster preparedness, and search and rescue.

Education

As a key intervention in all CBDRM projects, the VNRC carries out DRR education in schools. Since the late nineties, the VNRC has focused on grade 4 and 5 primary schoolchildren (age 9-10) in schools, as children are often those most affected by disasters. At this age children are considered especially vulnerable (as they are old enough to go out to play independently, but are still too young to be aware of risks). This training is to make children aware of how they can reduce the risks they are exposed to, outline the importance of disaster preparedness, and correct response to different natural hazards. The lessons are given during days-off or Saturdays. The programme contains ten sessions spread over the school year. As well as eight lessons, there is an exam and an exercise demonstration. Trained students are encouraged to share basic disaster preparedness information with their parents, families, friends as well as others in their local community. The original materials, *'An introduction to disaster preparedness for primary school children'*, first published in 2000, were updated with support of the American Red Cross, in 2015 and have since been used in several provinces.

Further, with support from the German Red Cross, in 2013, the VNRC developed a Safe School module for school management including teachers and board members to better prepare for disaster for schools. The Safe School module provides guidelines for the school management through to develop a DRM plan for their schools, including mechanisms for response coordination with local government authorities, and application of minimum safety standards for schools. This module will contribute to the MoET Action Plan (Decision 4068) Result 1 as a disaster risk reduction initiatives with disaster prevention and mitigation activities in

schools, as well as training staff and teachers. Staff from the provincial Red Cross chapters and Departments of Education and Training received training using this material.

Social protection

Under the VCA, social protection is considered as one of five components to identify existing and potential vulnerabilities in a commune. Based on data collected, further analysis contributes understanding of the local community in general as well as their capacity and vulnerability to natural hazards. This data is analysed according to social groups to see how natural hazards and disasters affect these different groups within the commune, and particularly the most vulnerable. From such findings, specific solutions and actions are discussed and agreed among local people and government authorities. While contingent on the capacity of the VNRC facilitators and the openness of local government authorities, gender disaggregated information and the differential impacts of natural hazards on different vulnerable groups are included in such assessments.¹¹

Environment and ecosystem management

The VNRC has achieved notable success with its mangrove plantation and DRR project carried out since the late nineties. Besides DRR actions, the project focused on coastal environmental protection through re-establishing mangrove forests on deserted mudflats. Mangroves play an important role in protection against storms and floods along the coast in most Red River Delta provinces and contribute to the livelihoods of local people living in coastal communes. In this project, forest protection management groups are established in each commune and technical support relevant to coastal environments provided by the VNRC and Federation staff. This focuses on identifying needs and appropriate responses regarding replanting ageing forest, filling gaps in forest cover, and increasing the survival rates and protective value of the tree cover. Further, maximising economic returns and other issues are important for maintaining the biodiversity of the mangrove ecosystems. So far, many mangrove trees have reached a height of two meters and cover a wide area around 9,000 ha stretching across eight northern coastal provinces. These contribute to sustainable mangrove plantations, local livelihood development, and to climate change mitigation.

In many CBDRM projects, through the VCA, environmental pollution is defined as a pressing issue in many communes. As a result, actions are included in the 'Commune Action Plan' to address this issue. For example, public awareness raising on environmental protection are carried out regularly through hamlet meetings and communal events. The communes also regularly launch campaigns to collect waste and clean residential areas, especially in the rainy season.

Food security, agriculture, and livelihoods

The VCA also examines food security, agriculture and livelihoods and many VCA show to reduce vulnerability, people must protect and strengthen their livelihoods. In some VNRC

¹¹ The VNRC adapted a gender diversity sensitive VCA in 2015. In 2016, the official GoV CBDRM and CBDRA guidelines for the National CBDRM Programme, were reviewed in a process involving the French Red Cross and a number of NGOs, to improve gender sensitivity.

CBDRM projects, the livelihood component is integrated. For example, in the project '*Climate Smart Community Based Disaster Risk Reduction in the Mekong Delta*', carried out from 2012 to 2015. This aimed at increasing the resilience of vulnerable men, women and children to current and projected climate change impacts. This was done through DRR actions and supporting climate-resilient livelihoods. The mangrove plantation-DRR project also supports local people in coastal communes, to improve their ability to protect and manage their forest plantations and resources, which helps to increase livelihood choices and improve people's overall living conditions.

Besides, livelihoods are integrated into recovery programmes of the VNRC when supporting affected local communities after many major disaster events. In 2015, to strengthen their capacity in this area the VNRC with support from ECHO advanced their livelihoods programming capacity through a number of training events. This included a ToT training on introduction to livelihoods and training on need assessment focusing on livelihoods, at the national level, and three provincial level training events (conducted in Lang Son, Quang Tri, and Binh Thuan) by selected facilitators (who took part earlier ToT). The VNRC has recognised this as an important sector to be integrated into its integrated DRM programs in the future.

Tourism

The VNRC chapters in some popular tourist venues in coastal communes have staff trained and equipped in sea rescue and first aid to provide daily voluntary lifeguard services.

Climate risk management as a cross-cutting issue for all sectors

In VCA and CBDRA, tools used consider climate change, so the overall vulnerability and capacity of the local communities are a true representation of problems faced. The aim of introducing climate change issues to the local community when discussing disaster preparedness is because communities will face a future that might not be similar to their experiences from the past. They, therefore, need to be prepared to cope with these new and potentially worsened risks. Thus, climate change and its impact locally mean the VCA or CBDRA need to cover these emerging trends during collection and analysis of secondary data while discussing climate-related hazards with local people, and during the analysis of such information.

Increasingly, DRR projects carried out by the VNRC integrate climate change, for example, the project '*Preparedness for disasters related to climate change*' to start reducing risks associated with climate change. Activities focus on carrying out climate risk assessments, assessing priorities and planned follow-up, raising awareness, setting up and strengthening partnerships, highlighting vulnerability with other actors, documenting and sharing experiences, and shaping global response through advocacy. Another project '*Climate Smart Community Based Disaster Risk Reduction*' helps vulnerable communities in the Mekong Delta to increase resilience to current and projected impacts of climate change.

Recently, VNRC capacity has been strengthened through a master training course on climate change. This training included a section on gender and diversity to raise awareness of the intersections between gender and climate change, and how this can be considered in future

Red Cross programmes. As a result, the VNRC is developing a plan for how climate change can be integrated further within current and future programming.

2.4. Enhance disaster preparedness for effective response and to *'Build Back Better'*

2.4.1. Disaster preparedness and contingency policies, plans, relief funds and capacity for preparedness and response

Interviews with key government departments - the DMC and DNDPC, under the Directorate of Water Resources, MARD showed recognition of the significant contributions of the VNRC toward disaster preparedness and emergency response over many years.

The VNRC is always one of the first responders in the aftermath of a disaster. The National Society supporting the affected communities with humanitarian relief, and in early recovery and rehabilitation. The VNRC not only provides relief (for example, food, drinking water, clothing, and blankets) but at different administrative levels the Red Cross also gives out cash grants, rice seed, fertiliser, breeding cows, and provides housing, water tanks, water purification tablets and other essential items. Key actions also include psychosocial support and the Restoring Family Links programme (of the International Committee of the Red Cross) to locate relatives lost in a disaster.

Many VNRC relief initiatives have been recognised by IFRC and Participating National Societies and applied in other countries. Over the period 2005 to 2010, through domestic and international appeals to support disaster affected communities, the VNRC mobilised about US\$26 million (VND527.8 billion). This brought the total value of the VNRC emergency relief to about US\$225 million (over VND4, 500 billion) and provided aid to around 22.2 million people affected by disasters.¹²

Over the past five years, there has been a significant shift in the focus of the VNRC, from emergency relief to disaster preparedness. Disaster preparedness and response capacity have been strengthened. Progress has been made towards building safe and resilient communities, completing and handing over effective models of CBDRM. A more systematic structuring of its DRM approaches now exists. The capacity of VNRC for disaster preparedness and response has increased significantly through investments by the IFRC, PNS, and by taking part in I/LNGO projects. This progress has focused on improving and confirming all institutional procedures, mechanisms, and human resource needs are in place. The National Society has set up a Steering Committee for Disaster Prevention and Control (with ten members, including a health officer). A framework to guide directing disaster response through several resolutions and regulations has also been disseminated within the VNRC.

Specifically, between 2011 and 2015, the VNRC bolstered its disaster response and preparedness capacity. The VNRC developed SOP for disaster response, which now includes a Disaster Operation Unit and a National Disaster Response Team (NDRT) at the National Headquarters (NHQ) in Hanoi. The NDRT consists of 33 members (12 from the VNRC NHQ

¹² Over the period 1995 to 2005, the VNRC NHQ and 39 provincial Red Cross chapters mobilized a total of VND986,172 million (in-country funding source reached VND796 billion) to support 13,611,677 people affected by disasters.

technical departments and 21 from provincial Red Cross chapters). Further, the VNRC has set up 31, ten persons Provincial Disaster Response Teams (PDRT). Setting up PDRT from 2013 confirmed the decentralization trend of the VNRC strategy. More than 200 Commune Disaster Response Teams were trained using the PEER/CADRE approach in 62 districts of 23 provinces and cities.

The NDRT and several PDRTs have been deployed during the Mekong Delta floods in late 2011, for typhoons Wutip and Nari in 2013, and in response to the drought in Ninh Thuan province in 2015. A yearly pre-disaster meeting is organised with among the VNRC Disaster Management, Health, and International Coordination Departments, with the IFRC, PNS, and government agencies. This meeting agrees on a disaster preparedness and response plan, to identify contacts, coordination arrangements, and resources from international and domestic partners for pre- during and post-disaster periods. Contingency planning training events have been delivered to 35 provinces and the Contingency Plan is reviewed periodically.

The GoV recognised the success of the VNRC in developing the capacity of its system with support from IFRC, PNS and I/LNGOs over the past decades. Now it is a strategic time for VNRC to move forward these successes to work with GoV agencies in developing the capacity of commune agency and staff and local community people in DRM. The VNRC has the advantage a Red Cross network and volunteers from the central to commune levels, and experiences in conducting CBDRM in many communes. The VNRC must now favour work with GoV at all levels as a part of the whole DRM system, rather than working on their own to fulfil their own DRM projects. If VNRC continues with this approach, after the end of a project, the local government authorities will not continue their project approach, results, and successes because they consider these as Red Cross projects.

With training materials and trained trainers in VCA, CBDRA and PEER/CADRE the VNRC must engage with the National CBDRM Programme and play its part within the government DRM system if it is to be recognised officially and be sustainable. If VNRC considers these are 'their property' and only contributes to the overall DRM efforts, the impact will not be high, and the sustainability of their efforts, low.

The VNRC has tried to maintain and staff 44 Disaster Preparedness Centres and 26 emergency response stations. Three regional relief warehouses serve the Northern, Central, and Southern provinces. In 2015, an Emergency Operational Centre was set up at the NHQ, with support from USAID/OFDA.

Most provincial Red Cross chapters have equipment and reserve items at different levels for emergency response. By early 2015, there were 35 provincial Red Cross chapters who had set-up contingency funds with a total value of about US\$700,000 (VND16 billion) in which Ha Nam, Ho Chi Minh City, Ninh Binh and Thanh Hoa funds reached more than VND1 billion (about US\$45,000). Funds in Dien Bien, Quang Ngai, and Vinh Phuc reached only VND 30-50 million (about US\$1,300-2,300). The average provincial contingency fund is about VND470 million (about US\$21,300). Such funds need to be available and renewed in all 58 provinces and in the five centrally controlled cities (Hanoi, Ho Chi Minh City, Can To, Da Nang, and Haiphong) for DRR and if needed, humanitarian response.

In 2015, the capacity of the VNRC to provide timely response to water, sanitation and hygiene need in emergencies was strengthened through developing a WatSan SOP to respond. Training on Hygiene Promotion and Household Water Treatment, and water and sanitation tools and equipment were provided in ten provinces.

Over the years, VNRC has developed a network of national and provincial trainers on disaster preparedness, including 123 CADRE facilitators, 68 facilitators in cash transfer programming, and 181 facilitators in contingency planning. The existing Disaster Preparedness Manual and other materials were developed in the early 2000s. The VNRC has identified the need to update the materials to reflect new trends and advances in institutional preparedness achieved in recent years.

Regarding VNRC logistics capacity development, while some progress has been made, a challenge remains as warehouse management is currently under the Administrative Department of the VNRC while managing stocks is largely the responsibility of the Disaster Management Department. Such distribution of tasks makes warehouse management difficult and prioritisation is not harmonised between the two departments. Further, there is a lack of human resources dedicated to logistics within the National Society, for example, there is only one warehouse officer working part-time for the warehouse management. This makes developing a logistics strategy and performing related activities difficult. There remains a question to the viability (and need) of warehousing in the burgeoning market economy of Vietnam.

2.4.2. Early warning systems

Under the scope of CBDRM projects, many communes were supported to set up an early warning system (EWS) specifically in areas with a high-risk of natural hazards. Often these are based on 'early warning audits' carried out by trained Red Cross staff with members of the CNDPC. Seed money was provided to communes (and urban wards) to upgrade or install loudspeakers, flood gauges, warning noticeboards, provide amplification systems, and sirens, and megaphones for commune and higher level emergency response teams. For example, under the American Red Cross, as part of the Vietnam Forests and Deltas Programme, early warning audits will take place in 60 communes and up to USD6, 000 will be provided to each commune. Training events are provided to the local government authorities on the use and maintenance of the equipment. Commune authorities are supported to carry out simulation drills with large numbers of local people, with the objective of testing existing DRM plans, the management capacity of the leadership, the skills of emergency response teams, evacuation routes, and shelters, and to raise awareness of the importance of timely and coordinated preparedness and response.

While local support is provided, the linkage of the VNRC support with the national EWS of the National and Hydro-meteorological and Forecasting Centre and its Provincial Stations needs strengthening. Similarly, building in renewal and maintenance of commune EWS equipment under local SEDP, or through private sector support. Further, greater effort is needed by the VNRC to make sure the 'last mile' in the official EWS (to the commune level) is bridged, and early warning messages reach at-risk households in an understandable and timely manner.

2.4.3. Planning for post-disaster recovery and reconstruction

Involvement of the VNRC in early recovery has become more effective through applying the 'One Programme Approach' before, during and after a disaster. Within the Red Cross Movement, this has enabled the VNRC to improve planning, carry out and monitor activities and share human resources among Movement partners, to safeguard consistency and avoid overlaps of efforts.

With response teams at different levels (NDRT, PDRT and commune emergency response teams) the VNRC has become more effective in carrying out timely damage and humanitarian needs assessments. Although this varies from province to province. The VNRC has a poor record in taking part in coordination meetings on relief among GoV, donors, UN, and international organisations working in humanitarian response. Recently the National Society has received criticism from PNS, UNDP and non-government organisations for its low visibility and transparency in sharing information on relief response in the drought and saltwater intrusion affected areas.

The VNRC support to recovery and reconstruction depends on outstanding needs defined through recovery assessment considering the most suitable interventions according to local capacity and the situation. Normal forms of recovery provided are cash grants, shelter, livelihood support or WASH interventions. The VNRC has built expertise in Cash Transfer Programmes and is recognised for this.

Besides human resource capacity, the VNRC improved their logistics for disaster preparedness and response. The capacity building, including training on warehouse management, and adaptation of warehouse management tools, was carried out in 2013. A warehouse management manual and a procurement manual were developed to help simplify and expedite ordering of relief items for humanitarian response. This is aligned with the Vietnamese Government's law on tendering and procurement and with donor's needs.

2.4.4. International cooperation

The VNRC joined the Red Cross and Red Crescent Movement in 1957, and the Federation has had a presence in Vietnam since the late 80's. Currently, besides the ICRC Regional Office in Bangkok (and a currently a non-permanent Delegation in Vietnam) the IFRC, and eight PNS including the American, Australian, French, German, Italian, Norwegian, and Spanish, and Swiss Red Cross societies have a presence in-country. As a member of the Movement, the VNRC has expanded international cooperation and attracted support from international organisations to support its work. Further, the National Society has contributed financially to international appeals to help other National Societies in the region and elsewhere during a crisis. In addition, the VNRC works in cooperation with I/LNGOs and UN agencies, through various technical working groups, although this is an area needing improvement.

Section 3 Stakeholder mapping

3.1. List and description of stakeholders present in the country

There are about six UN agencies involved in the UN Disaster Risk Management Team under the UN Resident Coordinators Office, the IFRC, eight PNS, and more than a dozen I/LNGOs active in DRR.

3.2. Stakeholders' shared responsibility towards the implementation of the Sendai Framework

There is coordination among stakeholders of VNRC in the country, through regular IFRC support, as well as monthly and quarterly coordination meetings attended by PNS in the country to update, discuss and address outstanding issues. Such coordination has suffered in recent times since the IFRC Country Delegation reduced in size and international delegates left.

Section 4 Key issues, challenges, and priorities for Sendai Framework implementation

- 4.1. *Achieving the SFDRR outcome, goal, and targets: this sets national targets to implement the framework, in line with national strategies and/or existing targets*
- 4.2. *Understand disaster risk – issues, challenges, and priorities for action*
- 4.3. *Priorities strengthen disaster risk governance - issues, challenges, and priorities for action (with time frame)*
- 4.4. *Invest in DRR for resilience - issues, challenges, and priorities for action (with time frame)*
- 4.5. *Strengthen disaster preparedness for effective response and to 'Build Back Better' - issues, challenges and priorities for action (with time frame)*
- 4.6. *Integrating the monitoring of SFDRR in national systems*

The DMC and DNDPC recognise the VNRC has contributed to the Hyogo Framework for Action in realizing the goal, objectives, and actions. The awareness of the Hyogo and now the Sendai Framework for disaster risk reduction is still limited to a few key people at the VNRC NHQ. Some provincial trained trainers are familiar with both frameworks. The GoV departments advised the VNRC Disaster Management Department to use the Sendai Framework to develop their future strategy and work plan. The GoV departments also suggested the VNRC should bring in experts from the GoV, or from international agencies to help spread these documents, train their leaders, and staff on Framework so the VNRC NHQ will be able to further disseminate and train their cadres at provincial, district, commune levels. While the VNRC contribution to the Hyogo Framework for Action has been significant, as the National Society provides support to the Government in their auxiliary role, this is *ad hoc* and because of PNS, IFRC or NGO project support to the National Society, rather than by design.

Besides various meetings and workshops held by I/LNGOs and UN agencies, and the Government, the Hyogo Framework was not disseminated well nor widely understood at subnational levels (both within the Government and Red Cross).

There no clear GoV coordination mechanism for DRM to use available resources. This has been addressed in the past by UNDP with the MARD but failed to sustain a National Platform for DRR and CCA. Initiatives are being explored but focus mainly on coordinating DRM investments for MARD, rather than on dialogue and engagement with the Red Cross Movement and I/LNGOs.

The integration and cooperation with the military often called, for example, to evacuate people and provide support for humanitarian response and recovery, is also unclear.

While the VNRC aims to integrate gender, promote gender diversity and social inclusion in DRR, this is usually because of the donor, or partner needs, rather than being driven by the National Society. Gender integration is seen trying to get both sexes to take part in activities – aiming only for 30% of female participants in training events - and there is limited knowledge of gender equity and equality among most VNRC staff. Improvements are needed in the systematic collection of sex and age disaggregated data and on vulnerable groups, such as people with disabilities, and ethnic minorities, during CBDRA. The VNRC has an important role in making sure this is addressed. This will help to contribute to making the Sendai framework a more gender and diversity sensitive.¹³

Opportunities for the National Society to address social exclusion have not been taken up (for example, to support people with disabilities, with the Ministry of Labour, Invalids, and Social Affairs). Capacity-building initiatives (supported by the IFRC, French and Australian Red Cross societies) during 2015-2016 have aimed to improve knowledge and understanding of gender and diversity among VNRC staff. A continuing '*DRR and Gender Project*', supported by the French Red Cross in two Northern provinces is helping to develop good practices that could be replicated elsewhere.

International support to DRR in Vietnam is scaling down. Further, legislation being drafted and expected by 2017, will change the status of the VNRC to a non-government organisation. The impact on the National Society at present is unclear. There is a need for a mechanism to

¹³In May 2016, the VNRC took part in the Regional Asia-Pacific Conference on Gender and Disaster Risk Reduction, held in Hanoi. Under the 'Ha Noi Recommendations for Action on Gender and DRR' recommendations for more gender responsive DRR for each priority of the Sendai Framework. It is anticipated this will contribute to the Asia Regional Plan for Implementation of the Sendai Framework and the Pacific Strategy for Climate and Disaster Resilient Development, and national and local plans for the implementation of the Sendai Framework. The implementation of the recommended actions are expected to be deliberated at the Asian Ministerial Conference for Disaster Risk Reduction and the Pacific Regional Meeting on Disaster Risk Management. Countries and stakeholders were encouraged to integrate the monitoring of the implementation of these recommended actions into the local, national and regional monitoring and reporting of the Sendai Framework.

support the VNRC to mobilise funds both within the country for DRR, for example, from medium and large private sector enterprises (who contribute to humanitarian activities).

Annexes

Annex I List of people at 'kick-off' meeting

No.	Name	Position/organisation	Sex	email	Mobile number
1	Tran Thi Hai Yen	Volunteer/DM Dept.	F	yentran.dav37@gmail.com	906266346
2	Nguyen Thu Phuong	DM Dept.	F	nguyenthuphuong2008@gmail.com	904544699
3	Le Gia Tien	Health Care Dept.	M	Tienvnrc@yahoo.com.vn	912321736
4	Tran Si Pha	DM Dept.	M	Tranphavnrc@gmail.com	936423666
5	Tran Quoc Hung	DM Dept.	M	tranquochung187@gmail.com	989082911
6	Ha Thi Lan Anh	IRD Dept.	F	halananh1904@gmail.com	983352898
7	Hoang Thu Huyen	Communications Officer/FRC	F	hghuyen.z@gmail.com	1258288266
8	Chau Lai	Resilience Delegate	F	chau.lai2@redcross.orgf	915671073

Annex II List of people met

No.	Full Names	Position	Sex	Organization	Date	Method
VNRC National HQ						
1	Tran Sy Pha	Deputy Director - Disaster Management Department	M	VNRC	20/4/2016	Interview/meeting
2	Dr. Tran Quoc Hung	Director- Disaster Management Department	M	VNRC	20/4/2016	Interview/meeting
3	Dang Minh Chau	Deputy Secretary General- Director of International Relations and Development Department	M	VNRC	22/4/2016	Interview
4	Le Gia Tien	Director- Health Care Department	M	VNRC	25/4/2016	Group interview
5	Nguyen Thu Ha	Director- Social Work Department	F	VNRC		
6	Ha Thi Lan Anh	Deputy Director of International Relations and Development Department	F	VNRC	26/4/2016	Interview
IFRC and PNS						
7	Nguyen Xuan Duy	Program Coordinator	M	Norwegian Red Cross	25/4/2016	Interview
8	Nguyen Thi Thanh Van	Disaster Preparedness Manager	F	IFRC		Phone call

9	Nguyen Thai Anh	Former DRR Program Officer	M	IFRC		Phone call
10	Nguyen Tien Dzung	Senior Program Manager	M	German Red Cross		Phone call
11	Nguyen Thi Nhat Hoai	CBDRM Program Manager	F	French Red Cross	13/4/2016	Group interview
12	Ignacio García Collantes	Country Representative	M	Spanish Red Cross		
13	Hoang Gia Yen	Senior Program Officer	M	American Red Cross	/4/2016	Interview
14	Ruth Lane	Country Coordinator	F	Swiss Red Cross	9/3/2016	Questionnaire
VNRC Provincial Chapter						
15	Doan Quang Tri	Director-Social Work Department	M	VNRC Hue Chapter	24/5/2016	Questionnaire
16	Le Huu Minh	Deputy Director-Social Work Department	M	VNRC Quang Tri Chapter	27/5/2016	Questionnaire
17	Mai Thi Thanh Huyen	Deputy Director-Social Work Department	F	VNRC Ha Giang Chapter	30/5/2016	Questionnaire
18	Pham Anh Tuan	Director-Communication Department	M	VNRC Nghe An Chapter	06/6/2016	Questionnaire
19	Dao Huu Tuan	Vice Chairman	M	VNRC Quang Binh Chapter	30/5/2016	Questionnaire
20	Nguyen Thi Thu Ha	Deputy Director-Social Work Department	F	VNRC Thanh Hoa Chapter	25/5/2016	Questionnaire
21	Ton Duc Tho	Deputy Director-Social Work Department	M	VNRC Ha Tinh Chapter	26/5/2016	Questionnaire

Ministry of Agriculture and Rural Development (MARD)						
22	Bui Quang Huy	Deputy Director Disaster Management Centre in Vietnam	M	National Disaster Management Center/MARD	17/6/2015	Meeting
23	Nguyen Duc Quang	Deputy Director	M	DNDPC/MARD	12/7/2016	Meeting
24	Dr. Le Quang Tuan	Deputy Director, International Cooperation, Department of Natural Disaster Prevention and Control	M	DNDPC/MARD	12/7/2015	Meeting
25	Dam Thi Hoa	Official	F	DNDPC/MARD	12/7/2015	Meeting

**Assessing the contribution of the VNRC towards achieving the priorities of the
Hyogo Framework for Action between 2010 and 2015**

Province		Department:	
Name		Position	
Date			

Instructions

This questionnaire is part of a disaster risk reduction (DRR) mapping exercise being carried out throughout the Southeast Asia region to support National Societies in documenting their contribution to national commitments, to profile the work of staff and volunteers as well as strengthen existing cooperation with national authorities and in-country partners. The review and mapping of the VNRC initiatives in DRR as well as the identification of existing partnerships and coordination mechanisms will draw together evidence about the concrete contribution of the VNRC to both national and regional DRR priorities.

Please read the questions carefully and complete the following questions to reflect your opinions as accurately as possible and to answer factual questions to the best of your knowledge.

Your information will be kept strictly confidential.

1. What have been three most important achievements of the VNRC towards disaster risk reduction (DRR) over the past five years?
 - ?
 - ?
 - ?
2. What has the VNRC carried out towards the five priorities of the Hyogo Framework for Action at the local level?
 - a) *Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation*
 - b) *Identify, assess and monitor disaster risks and enhance early warning*
 - c) *Use knowledge, innovation and education to build a culture of safety and resilience at all levels*
 - d) *Reduce the underlying risk factors*
 - e) *Strengthen disaster preparedness for effective response at all levels*
3. How has the VNRC contributed to putting effective early warning systems in place? Do they reach local populations and take local conditions into account?

4. Are adequate financial resources at your Red Cross chapters for DRR? Are adequate human resources for current needs? How does VNRC HQ support in term of resources (including financial and human resources) for DRR activities at your province?
5. In your locality, are the government policies, legislation, plans and systems for preparedness, response and recovery disseminated adequately?
6. What has been the role of the VNRC in public awareness raising for DRR?
7. How effective do you think the VNRC public awareness raising has been?
8. How has the VNRC tried to address gender equity in its DRR activities?
9. How has the VNRC tried to make certain its DRR activities are socially inclusive, that is involving people from different vulnerable groups¹⁴?
10. How has information about the HFA and campaigns been promoted by the VNRC at different levels for the following?
 - *Making Cities Resilient*
 - *Safe Schools and Hospitals*
 - *International Day for Disaster Reduction*
11. How has the VNRC supported local government included DRR as an aspect of poverty reduction plans, at:
 - Province*
 - District*
 - Commune*
12. How can the work of the VNRC in disaster preparedness be strengthened?
13. How has the VNRC supported local government and communities to adapt to climate change, at:
 - Province*
 - District*
 - And Commune levels?*
14. How should climate change adaptation be integrated in the next five years of the VNRC programme strategy (to support the implementation of the Sendai Framework) for DRR?
15. Has the VNRC encouraged community participation and the use of local knowledge to reduce disaster risk? If so, how?

¹⁴Vulnerable groups include, for example, older people (over 60years of age), mentally and physically disabled people (people with disabilities, PWD), at-risk children and youth, poor migrant workers, HIV/AIDS-affected individuals and households, religious and ethnic minorities and, single female headed households

16. What elements of the DRR have worked less well in the work of the VNRC in reducing disaster risk in Vietnam?

The following space is for any further comments and suggestions

Annex IV Red Cross Red Crescent Society international support to the Vietnam Red Cross
2012 to 2014

See attached Excel spreadsheets.

Annex V List of communes where VCA and CBDRA have been carried out by the VNRC

See attached Excel spreadsheets.