

# Viet Nam

## National progress report on the implementation of the Hyogo Framework for Action (2009-2011) - interim

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## Outcomes for 2007-2009

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### Area 1

*The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.*

#### **Outcomes:**

The National Strategy on Disaster Prevention, Response and Mitigation (2007) (National DRM Strategy) was developed as a key policy document and within the current reporting period, the Government of Viet Nam (GoV) has made considerable progress with respect to the mainstreaming and integration of disaster risk reduction (DRR) within national, sectoral and provincial socio-economic development planning frameworks. It should also be noted that the GoV has also approved a National Target Programme on Climate Change Adaptation in 2009 (NTP on CCA). This is an important strategic document which clearly integrates a number of proposed actions to reduce the vulnerability of communities, particular regions and sectors to the perceived occurrence of increasingly frequent and intensive natural disaster events and hazards associated with climate change.

At the present time almost all ministries (including all ministries represented in the Central Committee for Flood and Storm Control (CCFSC)) have now developed Action Plans for the integration of disaster risk management within their sectors. All 63 provinces in the country have now also developed DRM Action Plans. The majority of sectoral development plans and socio-economic development plans (SEDPs) at the national and provincial levels for the period 2011-2015, as well as sectoral master plans currently being drafted for the period 2011-2020 have integrated some elements of disaster management. This is a considerable achievement however in the majority of cases DRM is considered within the scope of upgrading of infrastructures, sea dykes, irrigation canals, reservoirs, hospitals, schools, roads as well as reforestation i.e. predominantly structural measures. There is often very limited inclusion or budgeting of non-structural DRR measures within these plans and master plans. Moreover, although the National Strategy states that DRR should be integrated in such plans, the lack of clear legislative guidance and tools remains a hindrance for the lack of proper integration of DRR (particularly non-structural) measures in planning at the local levels. .

With respect to hazard-proofing buildings, more than 1,000 building codes and standards have been issued since 1996 including 10 standards for DRM to ensure the safety of the people and the structures themselves. The Ministry of Construction (MoC) continues to issue data about hydro-meteorological and natural disaster conditions and the relevant structure designs to be applied. The MoC also issued some models for typhoon and flood resistant housing models which have been disseminated to provinces. Overall construction standards are sufficient however schools, hospitals, private houses, warehouses, roads are still seriously damaged by disasters with the main reason being that the investors do not strictly follow the standards due to limited funding or lack of enforcement on hazard proofing and the lack of inclusion of disaster and climate change impact assessment in EIA procedures. Moreover, infrastructure developments frequently go ahead without construction permits and thus do not go through the required technical assessments and investigations particularly with reference to private houses.

A number of provincial, sub-national or regional GoV projects focusing on relocating disaster-prone communities have been implemented including for the Mekong Delta Region, Central Region and numerous hazard prone provinces. Some recent examples include the relocation of people living outside the sea dyke area in Thai Binh province; in An Giang 200 residential areas for the deeply flooded areas have been resettled and continuing to build a further 40 residential areas for people living in landslide areas; in Lao Cai people have been relocated out of flash flood prone areas; in Ninh Thuan 200

households have been moved from coastal areas prone to erosion. There are still however a considerable number of people living in high risk areas yet to be relocated. In some cases the housing models have been criticized for not being culturally appropriate. Residential plans for disaster prone areas have often been completed but there is frequently a funding gap which affects implementation of the plans.

A national level zoning of earthquake vulnerable areas has been completed by MoC. Technical requirements for the construction of earthquake-proof buildings have also been issued by MoC but further studies need to be conducted to examine their suitability to the Vietnamese context.

## **Area 2**

*The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.*

### **Outcomes:**

In 2009, Decision 76/2009 QD-TTg was passed strengthening the function and organisation of the Central Committee for Search and Rescue and at lower levels. In January 2010, Decree 14/2010/ND-CP was passed strengthening the structures of Flood & Storm Control from central to local levels. The new legislation further clarifies the organisation, function, duties, authorities and coordination mechanism of the Committees for Flood and Storm Control (CFSCs) and Committees for Search and Rescue (CSRs) at ministerial, sectoral and provincial levels. The Decree 75/2009/ND-CP was passed to establish the Directorate of Water Resources. In early 2010 a Decision XX was passed to upgrade the Disaster Management Centre to departmental status. This decision gives the governmental body responsible for DRR in Viet Nam considerably greater autonomy and control over strategic directions, budgets and other resources.

Viet Nam launched Vinasat 1 in April 2008 to assist with improving the accuracy of weather forecasting and the country's ability to prepare for major storm events, in particular typhoons. Overall short term forecasting is good enough but needs to be more precise (e.g. Typhoon Ketsana in 2009 was forecasted to hit more than 15 provinces, although this typhoon did have a large impact area forecasting should be improved in order to prepare accordingly). Improvements to longer term forecasting are still required in order to ensure the desired full 72 hours advanced warnings. There has been considerable investment recently in developing Viet Nam's Early Warning Systems (EWS) from Overseas Development Assistance (ODA) and from GoV co-financing since June 2010 (e.g. 2 billion Yen from Japanese Government for MoNRE strengthening capacity for forecasting and EWS). Decision 986/2010/QD-TTG has also been passed approving the plan for modernising the technology for forecasting and network of gauging stations. Flood forecasting capacity has improved in recent years due to the installation of a greater number of hydrological monitoring stations. There has however only been moderate progress on drought forecasting.

A number of climate change models have been developed for Viet Nam and particular provinces or regions (e.g. Ca Mau and Mekong Delta) mapping the projected impacts of sea level rise (SLR) on major urban settlements, transport infrastructure as well as rural communities (including the extent and coverage of sea water intrusion). Indeed Viet Nam is projected to be one of the worst affected countries by SLR in terms of the number of people affected (particularly where there are high population densities in low-lying areas such as the Mekong and Red River Deltas).

The GoV issued Decision 264/2006/QD-TTg instructing the Geophysical Institute to establish earthquake and tsunami gauging stations for early warning. The Geophysical Institute has now established a forecasting system for earthquakes with 5 stations at strategic locations. A further 6 stations are planned for completion by 2015. The GoV issued Decision 78/2007/QD-TTg on

preparedness and response to earthquakes and tsunamis. 25 scenarios have been developed for tsunamis and applied to coastal provinces by Prime Minister's Decision

The national DRM strategy set the target of ensuring that 100% of local staff who directly work in the field of disaster prevention, response and mitigation would be trained by 2020. Some progress has been made in this regard with the promulgation of Decision 1002/2009/QD-TTg which outlines capacity building and training as well as awareness-raising for staff in disaster prone areas. This decision is to be followed up with the development of a detailed action plans by ministries and provinces. Some provinces have now developed their action plans for implementing Decision 1002 and a few have begun to roll out capacity building activities. The overall vision is to train 6,000 communes (roughly two-thirds of the country) by 2020.

There are also a significant number of ODA financed and International Non-government Organisation (INGO) led initiatives which are both developing training curricula and implementing capacity building components, particularly featuring Community Based Disaster Risk Management (CBDRM) Planning, Vulnerability and Capability Assessment (VCA) approaches, First Responder Training etc. A good example is the World Bank funded Natural Disaster Risk Management Project (NDRMP) which has successfully trained staff of CFSC in 12 provinces on CBDRM. Currently a major focus of the international development assistance community is on supporting the GoV plan for CBDRM as mentioned above, with considerable efforts being made to synthesize lessons learned, standardize approaches, methodologies and tools, develop training materials and programmes including the Training of Trainers for the implementation of this plan (e.g. the UNDP Strengthening Capacity for Disaster Management (SCDM) Project).

Decision 1002 also places substantial emphasis on awareness raising (70% of disaster prone communities to receive DRR awareness information). At present there is no statistical information on dissemination although there have been a number of GoV and INGO initiatives in many of the country's most disaster prone areas.

### **Area 3**

*The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.*

#### **Outcomes:**

The stated goals for Viet Nam for the period 2007-09 under goal 3 did not particularly address the key intended issue for this HFA goal area. Therefore in this section, progress towards Viet Nam's stated goals is also augmented by a brief summary of progress towards the HFA goal area 3 which is intended to focus on ensuring that DRR measures are included in post-disaster recovery and reconstruction.

Viet Nam has a well-established structure for search and rescue operations and this has been further strengthened during this reporting period by Decisions 14 and 76 mentioned above. Decision 76 also provides a checklist of projects and required procurement of equipments for search and rescue. Such equipment is vital in disaster response efforts. There is a need for further roll out of first responder training for search and rescue staff although the Viet Nam Red Cross (VNRC) has made a significant contribution in this regard, providing training and refresher training throughout the country.

The vulnerability of Viet Nam's coastal populations means that DRR efforts place considerable focus on the construction of sea dykes. The country is currently implementing a plan to build a sea dyke from Quang Ninh to Quang Nam (Phase 1) and Phase 2 Quang Ngai to Kien Giang (i.e. covering the entire coast of Viet Nam). The plan was approved by the Prime Minister in 2009 (up to 2020).

The ongoing World Bank loan project NDRMP includes substantial investment (65 M USD) for subprojects including Ba Tri sea dyke and upgrading of embankments, safe harbours, reservoirs etc. Thus with some assistance from abroad Viet Nam is making notable progress towards protecting its coastal areas.

The Ministry of Information and Communications (MoIC) has developed a law on Radio Frequency for Fishers requiring that all fishing boats have an I-COM and GoV will help pay for the subscription. A MoIC Project 2009-2015 is studying, piloting and implementing mobile stations for sea/coastal search and rescue nationwide. The MoIC have also developed a map for search and rescue at sea for whole country. Meanwhile the Coastal Communications Company (CCC) has built 32 stations along the coast of Viet Nam. The MoIC project links up with the CCC to provide affordable and effective warning systems for fishermen. For example of 2,500 fishing boats in Ninh Thuan 10% have I-COM up to 500km. The rest fish near shore and communications can be effectively carried out using mobile phones, short wave radio etc. The province has built 3 coastal stations to communicate with 90% of boats.

An important recent development with respect to reservoir management is the agreement between MARD and Ministry of Industry and Trade (MoIT) to regulate the discharge of major reservoirs in northern Viet Nam and all reservoirs in Central Viet Nam.

In terms of post-disaster recovery and reconstruction, Viet Nam does not have a reconstruction trust fund and there are significant funding gaps for post-disaster reconstruction. The post-disaster reconstruction Component of the NDRMP is to receive additional financing of 75 m USD intended to plug some of this gap in the short term whilst the country develops more solid risk-financing options.

A structured or systematic approach towards including DRR in post-disaster reconstruction does not really exist at the time of writing. Although there have been a handful of usually INGO-led interventions to introduce build back better approaches (such as by Development Workforce France) in Thua Thien Hue, Central Viet Nam, these have not been widely taken up and there is no policy or legislation providing clear guidance/instructions relating to the implementation of international best-practice in post-disaster reconstruction. The MoC has developed several hazard-resistant housing/building models but there is a general lack of adequate resources enabling the employment of these standards and techniques. For disaster-affected household this is usually due to the higher costs of more disaster-proof materials or a low level of awareness of other options or procurement can be an issue.

## Strategic goals

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### Area 1

*The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.*

#### **Strategic Goal Statement:**

Viet Nam's existing policy framework addresses this HFA goal area. The National DRM Strategy until 2020 has the objective that 'Disaster management including preparedness, response and recovery is ensured through its integration as a core objective for sustainable national socio-economic development, security and defence'. Furthermore, Disaster prevention, response and mitigation shall be integrated into socio-economic development master planning and plans of every region, sector and nationwide.

The Law on Environmental Protection (2005) also states the requirement for Strategic Environmental Assessment (SEA) for all national level policies, programmes and plans (PPPs). Thus a key goal is the institutionalization of SEA processes which would where relevant consider DRR as a key environmental or sustainable development issue.

## **Area 2**

*The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.*

### **Strategic Goal Statement:**

The National DRM Strategy states that: Government agencies, social organizations, economic organizations, armed forces, citizens and foreign organizations and individuals living in the territory of Viet Nam are duty-bound to disaster prevention, response and mitigation. Further, the GoV commits itself to capacity building for disaster prevention, response and mitigation, ensuring that 100% of local staff who directly work in this field at all levels are fully trained by 2020.

A key strategic goal for the DRM sector is to develop comprehensive and over-arching DRM law which should set forth provisions for further improving and strengthening institutional structures, coordination mechanisms, legal requirements, enforcement measures as well as providing clearer guidance in all aspects of disaster preparedness, response, recovery and reconstruction.

Additionally Decision 1002/QĐ-TTg 2009 of the Prime Minister specifically promotes the application of effective models of CBDRM and associated capacity building and awareness for communities and households in order to minimise human and property losses, restrict deterioration of natural resources, the environment and cultural heritages caused by natural disasters contributing to ensuring national sustainable development, defence and security. Furthermore this legislation provides that all villages and communes in areas highly prone to natural disasters are to have disaster prevention plans, information and communication systems, core forces specializing in natural disaster mitigation, and a contingent of volunteers to guide and assist people in natural disaster prevention, combat and mitigation.

## **Area 3**

*The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.*

### **Strategic Goal Statement:**

The National DRM Strategy until 2020 states that: Disaster recovery should be combined with reconstruction and upgrading to ensure sustainable development of each area and sector.

A priority goal for Viet Nam under this HFA goal area is to explore disaster risk financing options in the coming period in order to mobilise adequate financial resources for rapid recovery and reconstruction and to ensure sustainable socio-economic development in response to climate change and the increased occurrence, severity and expense of natural disasters.

Achievement of this policy objective will require further investment of resources to ensure that disaster affected communities are built back better. A structured and systematic approach to post-disaster recovery which adheres to and enforces international standards and regulations for post-disaster recovery is implemented within the context of each disaster zone in Viet Nam.

## Priority for action 1

*Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.*

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### Core indicator 1

*National policy and legal framework for disaster risk reduction exists with decentralised responsibilities and capacities at all levels.*

#### Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

#### Is DRR included in development plans and strategies?

Yes

#### Means of verification:

- \* Yes: National development plan
- \* Yes: Sector strategies and plans
- \* Yes: Climate change policy and strategy
- \* No: Poverty reduction strategy papers
- \* Yes: Common Country Assessments (CCA)/ UN Development Assistance Framework (UNDAF)

#### Description:

In the past five years, Vietnam has passed a number of important legal documents, strategies, and plans addressing DRR and CCA, including:

- The National Strategy for Natural Disaster Prevention, Response and Mitigation to 2020 (National Strategy)
- The National Target Program on Climate Change Adaptation (NTP on CCA)
- The Decision 1002/2009/QD-TTg, approving the Plan for raising community awareness on disaster risk management and implementing Community-Based Disaster Risk Management (Decision 1002 on CBDRM)
- Some decrees aiming at strengthening the organization and functions of the DRM agencies including the Central Committee for Flood and Storm Control, the Central Committee for Search and Rescue and its branches at ministries and localities (Decree 14/2010/ND-CP, Decision 76/2009/QD-TTg) and the mobilization, receiving, delivery, and management of relief aid (Decree 64/2008/ND-CP)

Among these documents, the National DRM Strategy and the NTP on CCA are key documents that bring a shift in DRR approach, address disaster management and promote the full integration of DRR into socio-economic development across sectors and localities.

At provincial and ministerial levels, significant effort has been made to realize the mentioned-above legislation, strategies and plans. All 63 provinces have developed their action plans to implement the National Strategy. Most ministries participating in the CCFSC (e.g. MARD, MoNRE, MoLISA, MoC, MoD, MoIC, MoET, etc.) have developed action plans for the mainstreaming of DRR in their sectors. In the past two years, some DRM action plan activities have already been implemented in the provinces or by

sectors (e.g. dyke construction, relocation, embankments, training, awareness raising, risk mapping, etc.). In addition, many provinces and ministries have also already developed their action plans on CCA as required by the NTP on CCA.

Some progress is being made towards the intended development of a DRM Law which is planned to be submitted to the Government and the National Assembly for debate and approval by December 2012. The first of 3 national consultation workshops has already been made to collect inputs from various stakeholders including government agencies, mass organizations, civil society, and international organizations.

Through stakeholder consultation with relevant ministries, sectors, and provincial departments in 9 provinces, findings show that there has been some effort to integrate DRR into the provincial SEDPs for 2011-2015 (under development at the time of writing) as well as sectoral 5-year Development Plans; DRM is being considered as a key environment/sustainable development issue for the first SEA) in the forestry sector – the SEA of the Forestry Master Plan 2011-2020. The other sectors such as Agricultural, Forestry and Fisheries Sector Development Strategies (until 2020) have integrated some DRM measures in sectoral policies.

In terms of institutional development and coordination mechanisms, with the approval of the Decree 64/ND-CP in early 2010, the organization and functions of the CCFSC and CFSC&CFSR at ministries and localities have been re-strengthened with a clear division of roles and responsibilities of each actor in the DRM sector. In addition, the new decision to establish the Directorate of Water Resources (under MARD) and DMC being upgraded to departmental level, allows for greater authority and decision-making power on DRR within MARD. These agencies are assigned with more technical roles and act as the focal-point for DRR in the whole country.

### **Context & Constraints:**

There are several key challenges facing the government of Viet Nam and the focal agency in charge of DRM. Firstly, effective and consistent integration of DRR into the SEDPs throughout the country, sectors, and localities is a complicated and time-consuming task. Presently, the country is undergoing the new 5-year planning cycle and longer-term national and sectoral visioning exercises. However, there is a lack of clear guidelines, tools, monitoring indicators, and level of integration and implementation. Through reviewing a number of draft plans, the findings show that integration generally means listing out some projects to be implemented such as dyke strengthening, risk map development, consolidation of the DRM organization.

Secondly, inter-sectoral coordination in planning is still weak. Each sector or province develops the plans for its own entity without much consultation and coordination or sharing with others. The Department of Planning and Investment (DPI) at provincial level consolidates all plans into one document for the whole province or sector. Thirdly, DRR measures in Viet Nam are still overly focused on agriculture and flood and storm control. The role to deal with climate change is assigned to another ministry (MoNRE) although DRR and CCA are interrelated issues that require a coherent approach. Fourthly, although there are a lot small pieces of legislation (different legislation for forest fires, earthquakes, tsunami etc) the lack of an over-arching law (a DRM Law) specifying that DRR MUST be included in PPPs undermines the effectiveness and efficiency of the overall DRR effort. Lastly, the lack of resources to actually implement plans and the enforcement of legislation on DRR and DRM remains the biggest challenge for Viet Nam to overcome in the upcoming years.

### **Core indicator 2**

*Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels*

**Level of Progress achieved:**

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

**Is there a specific allocation of budget for DRR in the national budget?**

No

**Means of verification:**

\* Not available: % allocated from national budget

\* Not available: USD allocated from overseas development assistance fund

\* Not available: USD allocated to hazard proofing sectoral development investments (e.g transport, agriculture, infrastructure)

\* Not available: USD allocated to stand alone DRR investments (e.g. DRR institutions, risk assessments, early warning systems)

\* Not available USD allocated to disaster proofing post disaster reconstruction

**Description:**

Viet Nam has recognized the importance of DRR by passing several important legislative documents to allocate sufficient human and financial resources for implementing DRR, both structural and non-structural measures, from central to community level. With the approval of the National DRM Strategy, the NTP on CCA, and the CBDRM Plan, a significant amount of funding is budgeted to implement these priorities and activities. There are three main funding sources identified: the state (central and local), international, and civil society/individual. For example, the CBDRM Plan specifies that a budget of some 988 billion VND (50 million USD) is required to implement the plan from now to 2020; of which state budget will cover 55%, people's contribution will cover 5% and ODA from foreign governments and international organizations will cover 40%. The National DRM Strategy and the NTP on CCA also identify key projects and outline funding needs. Sectors and ministries are required to identify, source and allocate funds towards these DRR measures. The MoF and MPI are assigned to allocate and seek for adequate financial resources to implement these plans. The consultation findings show that the MPI and DPIs have often attempted to prioritize DRR needs in the SEDP. The MoF and DoFs set aside annual contingency funding from 2-5% of national and provincial budgets for disaster response and recovery. Whilst contingency funds currently seem adequate for emergency response, significant funding gaps remain for recovery and reconstruction.

At provincial level, for example in An Giang province, the annual operation budget for DRM sector has increased 100% in the past 5 years to the level of 1.2 billion VND per year (not including special projects). In Thai Binh province, it also increased significantly. In other poorer provinces, DRM financing also appears to have gradually increased.

Regarding human resources, most staff working in DRM in Viet Nam are part-time whose usual responsibilities lie in overall management or technical roles related to irrigation and dyke management. The number of staff is limited due to budget constraints which do not allow for the employment of full-time or even more part-time staff. Most of the response and early recovery tasks are reliant upon volunteers and the armed force/police. The staff working in DRM in Viet Nam have different competences and technical backgrounds (water resources management, irrigation, general admin management, etc.) but not on DRR or DRM. There are also significant capacity or skills gaps in areas such as project management, planning, financial, etc.

In terms of material resources, the consultation findings show that there is a serious lack of material resources for DRR especially disaster risk identification (mapping), early warning (modern communication means), training (research institute), education (materials and teaching aids), recovery and reconstruction. Significant efforts have however been made by the government to modernize the search and rescue equipment, the communication tools, and weather-forecasting and early warning systems/machines.

### **Context & Constraints:**

One of the biggest challenges identified during the consultation process with the General Statistics Office (GSO), MPI, MoF as well as sectoral line agencies at provincial level is the lack of effective and systematic monitoring systems for the investment on DRR by both state budget and ODA. Therefore, the report is not able to provide a specific percentage or amount of money allocated and invested on DRR in the whole country or in each province/sector. Presently, each sector keeps their own record and do not share with others. In addition, there is a lack of clear guidelines on what is considered to be a DRR project or investment; for many schools, clinics, irrigation or infrastructure works can be classified as a DRR or development project.

The law requires that budgets are made available for DRR, however in reality due to budget constraints, numerous plans are not being implemented. Limited budgets, especially at the local level and in the poorer provinces considerably hinder the DRR effort. Viet Nam is still not yet considered a Middle Income Country; therefore sizeable funding gaps remain for DRR and post-disaster recovery and reconstruction.

The present focus remains on structural measures while non structural investments are limited. There is a need for greater prioritization of non structural measures in the current context of CC and increasing vulnerability to the impacts of climate change (increased storm intensity, droughts, SLR etc).

The contribution of the private sector to DRR and CCA remains small and mostly for relief efforts. More effort is required to raise awareness and create favourable conditions for the private sector to participate (tax incentive) and mobilize the whole society's participation in DRR and CCA.

### **Core indicator 3**

*Community Participation and decentralisation is ensured through the delegation of authority and resources to local levels*

#### **Level of Progress achieved:**

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

#### **Do local governments have legal responsibility and budget allocations for DRR?**

Yes

#### **Means of verification:**

\* Yes: Legislation

\* Yes: Budget allocations for DRR to local government

#### **Description:**

The objectives of decentralization and participation are clearly set out in legislative documents in

Vietnam, especially the Ordinance 34/2007/PL-UBTVQH11 on Grassroots Democracy which puts communities and people at the heart of all decision-making processes relating to their lives.

The Ordinance on Flood and Storm Control, the Decree 14/2010/ND-CP, the National DRM Strategy, the NTP on CCA, the Decision 1002 on CBDRM emphasize the importance of community participation in the DRR and CCA. One of the long maintained principles being applied and promoted in flood and storm control in Viet Nam is “4-on-spot” which highlights the role of individuals and community participation in flood and storm control, especially on the response and early recovery. The participation of armed force, police, Red Cross volunteers, youth, members of mass organizations are important to mobilize sufficient human resources for DRR. In terms of the private sector’s participation in DRR, it is still very limited and mostly in response efforts.

The current flood and storm control structure also decentralizes management functions to the provincial and sectoral levels. These include the annual disaster planning, contingency planning, budgeting, capacity building and awareness raising. According to the State Budget law, the People’s Committee at provincial level has the authority to approve budgets and allocate budgets according to prioritization of needs, including operational budgets for DRM i.e. for CFSC’s allowances, basic equipment, utilities, office costs etc.

The consultation findings show that there are increasing efforts to involve communities in preparedness, adaptation, mitigation activities especially through ODA-funded/NGO projects. Prominently, the Decision 1002/2009/QD-TTG on CBDRM emphasises the involvement of people and communities in DRR and DRM; the Decision stipulates that subsequent action planning at provincial levels for rolling out CBDRM in 6,000 disaster-prone communes (out of total 9,121 communes in the whole country as of 31 December 2009-GSO) will be carried out. Although responsibilities are decentralized, a lack of sufficient financial resources for training of volunteers, local staff, equipment etc to effectively carry out their duties remains.

It is clearly recognized that there are still capacity/skills gaps in the following areas especially at local levels:

- Emergency Needs Assessments
- Rapid assessments and damage assessments
- Rehabilitation plan
- Vulnerability and Risk Assessments
- Project Planning
- Problem is response is not based on needs (livelihoods) – more comprehensive/holistically
- Monitoring capacity
- Participatory approaches to planning, assessment
- Communication techniques for awareness
- Emergency Response – Child Protection/Education in emergencies

### **Context & Constraints:**

Despite the progress made on decentralizing and mobilizing community participation in DRR, genuine participation in all planning processes which fully involve vulnerable groups (such as ethnic minorities, women, old people, children, disabled etc) is still limited; thus ultimately many plans are still developed in a top-down manner and delegated to local levels. This is due to time constraints, human resources, skills/capacity gaps, tools (still need consistent tools e.g. for VCA, CBDRM etc) and operational budgets for participatory processes amongst local authorities.

The newly approved CBDRM Plan is being rolled out at lower levels. Many provinces have recently developed their Action Plans. Due to a lack of clear guidelines, tools, public dissemination, and funding, these plans are on paper and within the flood and storm sector (DARD/MARD) but often as yet

implemented. Much effort will be required to widely disseminate the Plan to other stakeholders involved in the CBDRM Plan as well as clear instructions on budget allocation and approval processes. There is an urgent need to synchronize existing materials on CBDRM into a coherent and applicable document for the Vietnamese context and adaptable to each specific hazard zone. Finally, the training to build capacity for people working in the DRM, local leaders, volunteers, and network of TOT (training of trainers) trainers needs to be quickly started in order to conduct CBDRM activities at the community level and with communities.

#### **Core indicator 4**

*A national multi sectoral platform for disaster risk reduction is functioning.*

##### **Level of Progress achieved:**

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

##### **Are civil society organisations , national planning institutions, key economic and development sector organisations represented in the national platform?**

No

##### **Means of verification:**

\* Not applicable: civil society members (specify absolute number)

\* Not applicable: sectoral organisations (specify absolute number)

\* Not applicable: women's organisations participating in national platform (specify absolute number)

##### **Description:**

The focal agency in charge of flood and storm control (DRM) of Viet Nam (CCFSC/MARD) has been discussing with relevant stakeholders to explore the most suitable platform for Viet Nam. Some consultations with JANI and DMWG, UN agencies (PCG10) have taken place to collect information on the model, roles, functions, responsibilities, structure, etc. However, to-date the DRR platform has not yet been established.

The consultation findings show that there is a strong commitment from the leaders of the CCFSC/MARD to set up the platform in 2010. Currently, DMC is drafting a proposal and Terms of Reference for this platform for submission to Prime Minister by the end of this year.

In the previous progress report, the ranking for this indicator was high due to a misinterpretation of the current existing structure of the CCFSC as the platform. According to the UNISDR definition CCFSC is not a multi-stakeholder DRR platform. The CCFSC is the GoV's structure including various ministries and some key mass organizations but not yet a multi-sector platform and lacks the participation of CSOs and the private sector. In Viet Nam, there exists an informal DRM network namely DMWG with voluntary participation of various INGOs, UN agencies, as well as some local organizations and mass organizations. This is a forum for sharing information, joint advocacy, joint disaster damage and needs assessments etc.

##### **Context & Constraints:**

To establish the platform, there are still some questions that need to be clearly answered by DMC/CCFSC/MARD about how the platform will be established, what model of platform, under whose administrative management, where the budget from, etc.? More importantly, the platform should also serve as the place for issues on CCA; but then there are institutional challenges under which ministries

(MARD or MoNRE) the platform should be? There needs to be consensus and thorough consultation with relevant stakeholders including civil society organizations and international actors.

Civil society in Viet Nam is still at an early stage in development. There is a lack of a strong legislative document regulating the operation of this sector. Currently, there is some confusion of the mass organization system with the civil society. In Viet Nam, mass organizations (members of the Fatherland Front) play a significant role in supporting the government in reaching communities and individuals. In addition, corporate social responsibility is still weak in the private sector. They mostly participate in response activities rather than preparedness (including commitments to guidelines and standards for reconstruction, insurance, microcredit etc.).

## Priority for action 2

*Identify, assess and monitor disaster risks and enhance early warning*

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### Core indicator 1

*National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors.*

#### Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

#### Is there a national multi-hazard risk assessment available to inform planning and development decisions?

No

#### Means of verification:

- \* No: Multi-hazard risk assessment
- \* Not available: % of schools and hospitals assessed
- \* Not available: schools not safe from disasters (specify absolute number)
- \* No: Gender disaggregated vulnerability and capacity assessments
- \* No: Agreed national standards for multi hazard risk assessments

#### Description:

For specific hazards some risk assessments have been carried out at national level such as: floods and drought (MoNRE, MARD), earthquakes and tsunamis (Geophysical Institute), flash floods (MARD, MONRE), and typhoon (Hydro-Met). Some maps at 1:25,000-scale have been developed by national agencies. However at present, there are no multi-hazard maps or risk assessment data available at national level. There is also a lack of a central database to store hazard maps and data; currently they are stored at different places with different ministries or government agencies.

Some provinces have developed such hazard maps and risk assessment data but usually reliant on specific projects. Risk assessments are not comprehensive and are not carried out systematically. In An Giang province, the DoNRE and DARD have developed some risk maps for key hazards including flood and landslide at the scale of 1:25,000. These maps serve as a tool for land-use planning, residential

relocation, infrastructure building. However, the more detailed maps at district or commune level are not yet developed. In some project communes funded by INGOs or Red Cross, the VCA were conducted and some hazard maps were developed by the communes with people's participation. However, the utilization of these maps is not consistent and still within the project scope and lifetime. The need for frequent updates and being used in the DRR planning is still very modest/limited.

Again, the National Strategy, the NTP on CCA and the Decision 1002 on CBDRM put a high emphasis and set priorities for development of hazard maps at different levels and conducting VCA at commune level. Specifically, the Decision 1002 states that the CBDRM plan will facilitate the establishment of a community system for early warning and communication on natural disasters by involving the use of supportive equipment and instruments. However, the lack of funding and capacity significantly hinder the progress of conducting both national and local risk assessments based on available hazard data and vulnerability information; especially including risk assessments for key sectors. Currently, the risk assessment has been conducted by the two main sectors (agriculture and environment); while other sectors have not conducted a thorough risk assessment yet (health, education, construction, etc.). Several CC modelling scenarios have been developed at national and regional/provincial levels (e.g. Oxford University, Kyoto University, ICM) working in partnership with the Institute of Hydro-Met in MoNRE.

### **Context & Constraints:**

The main constraint is that at present information on hazard risks may be maintained by particular sectors (e.g. Health, construction, agriculture) but it is not systematically centralized within a national database. In addition each sector develops its own hazard maps so it creates a significant overlap.

It is also expensive to develop multi-hazard maps. Recently the NDRMP developed high quality flood modelling maps for 3 provinces (Quang Tri, Thanh Hoa and Quang Nam); JICA supported Thua Thien Hue for similar maps but only with substantial technical and financial support.

One of the biggest challenges is the lack of a standardized risk assessment methodology. HVCA/VCA methodologies have been developed under various ODA-financed projects, but usually these approaches are only pilots at commune levels and not required as a systematic step in DRM planning process and therefore are not usually continued. It requires significant capacity building and operational budgets for implementation. These methodologies are not standardized/synthesized/institutionalized.

And the technical capacity at local levels is still weak for analyzing and using hazard risk information for planning and decision making.

## **Core indicator 2**

*Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities*

### **Level of Progress achieved:**

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

### **Are disaster losses systematically reported, monitored and analysed?**

Yes

### **Means of verification:**

\* Yes: Disaster loss database

\* Yes: Reports generated and used in planning

**Description:**

At the national level, a disaster monitoring system is in place to monitor, archive and disseminate data on key hazards and damages caused by disasters. However, this system does not have a function to monitor or report on the vulnerabilities. The CCFSC existing information system monitors and generates only damage inventory reports after each disaster and consolidates into one annual national report. Although, the information is systematically collected through the CCFSC organizational system from the commune to the provincial levels and from relevant sectors; the collected data is mostly utilized for planning emergency response (relief) and some recovery activities. The CCFSC website displays information on main disasters since 1989 – damage inventory reports. CCFSC maintains records for much longer but only on hard-copies. The data is archived in a database (at DMC, GSO) and posted on the CCFSC website. However, there is no information on hazard risks, vulnerability and capacity assessment data and not gender disaggregated.

There is another disaster monitoring system that runs by the GSO. From commune to provincial level, the statisticians of GSO offices also report the disaster damage information to GSO for annual update for the whole country. GSO maintains general statistics on socio-economic development which includes two key indicators on DRR (number of typhoons and damages caused disaster: people dead, houses lost, land destroyed, infrastructure destroyed etc). GSO keeps statistics on disasters since 1996; however, it is not available on the website.

In most cases the information of these two parallel systems are consistent. The CCFSC system is more timely and up-to-date, and immediately available after each disaster. However, the CCFSC system focuses more on big scale disasters while GSO system collects information and reports all disasters and the lowest level.

VNRC also collects information on disasters by local chapters and shares with IFRC and other partners for disaster response planning. INGOs and international agencies also participate in an informal dissemination of information through DMWG.

**Context & Constraints:**

In post-disaster situations, damage assessments are carried out through CCFSC system. There is a lack of systematic collection of data on needs and vulnerabilities and centrally store information for sharing and planning. Currently, more detailed assessments on livelihoods and needs are frequently carried out by INGOs or Red Cross for target areas as part of the design and implementation of humanitarian assistance projects/ programmes.

The piloted and tested DANA approach under NDMP was not fully assessed its effectiveness and capacity; thus it was not approved to utilize in the whole country. Currently, under the UNDP's support project (SCDM project), and new DANA system has been developed and is currently being tested. Hopefully, with the IT-based data system, the new DANA will be introduced and prove its capacity of a system to assess both damage and need for disaster response planning. In addition, more effort will be needed to develop a powerful system which can monitor, archive, and disseminate data on key hazards and vulnerabilities, especially to collect further information on livelihoods and needs. This needs then to be institutionalized for application at all levels throughout the disaster reporting framework. It will require substantial changes to the system design and capacity building for data collector and using data for decision making.

There is also a need to improve CCFSC website to be more-updated, stable, and with a large storage capacity for more information of DRR (not only disaster damages).

**Core indicator 3**

*Early warning systems are in place for all major hazards, with outreach to communities.*

**Level of Progress achieved:**

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

**Do risk prone communities receive timely and understandable warnings of impending hazard events?**

Yes

**Means of verification:**

- \* Yes: Early warnings acted on effectively
- \* No: Local level preparedness
- \* Yes: Communication systems and protocols
- \* Yes: Active involvement of media in early warning dissemination

**Description:**

Vietnam has placed considerable emphasis on upgrading the forecasting and early warning system. The National DRM Strategy and the NTP on CCA have outlined some big projects to call for investment to upgrade the capacity of these systems in the whole country. However, due to budget constraints, there still lack of a mass early warning system for all kinds of hazards with strong capacity to outreach to community level.

The traditionally EWS in Vietnam include 2 channels:

1. TV/Radio including VTV and VOV are very active and recently increased its frequency of news and coverage. These are effective channel to disseminate forecasting and early warning to the public audience
2. CCFSC organization system exists from central to commune level which brings timely warning messages to the authorities and communities
3. Loudspeaker systems exists in most communes and in some cases messengers still can be mobilized to timely warn the people at the lowest level.

These EWS systems function effectively for some specific hazards such as river flood (slow onset) and typhoon. However, the capacity for produce early warning signals for rapid onset disasters (flash flood, earthquake and tsunamis), forest fire is still very limited. In the past, Vietnam focused mainly on two main kinds of disasters: flood and storm; thus significant attention and investment was put for the forecasting and early warning systems. In recent years, some pilot projects were implemented to monitor and warn the landslide and flash flood in some mountainous province with an early warning system installed but the capacity was not very effective and well-functioned. After the 2004 Tsunami in South and South East Asia, Vietnam has paid more attention and invested on the monitoring and early warning system for these hazards.

The EWS is improving further due to improved cell phone and internet coverage. The communications system has developed rapidly in Vietnam which provide sufficient communication infrastructure for the timely transmission of warning signals to the most vulnerable groups such as fishermen, ethnic people living in remote mountainous areas, poor people with weak coping capacity.

Some specific advances have been made by different stakeholders and different levels:

- PM Decision 986/QĐ-TTg June 2010 – Plan for modernizing forecasting technology and network of hydro-met system for the period 2010-2012, with big investment and considerable ODA support. Provide timely, concise information for forecasting using digital technology for rainfall and flood.
- Vietnam launched Vinasat 1 in April 2008 to increase its capacity for a more reliable and accurate EWS
- The Gov has a plan to build tsunami EWS including 30 stations by 2015 with 8 stations already completed with equipment.
- Leaders in Ninh Thuan province is equipped with some satellite phones for using in case of an disruptive disaster
- An Giang province constructed real-time online monitoring stations (water current flow, sediment of Mekong River), 2 more to be constructed – national project to be funded by MoNRE. EWS for flooding in Mekong Delta.
- In Lao Cai province designed flash flood warning system based on precipitation levels
- Whole country offshore weather gauging stations (32 stations along coastline of VN which is operated by the Coastal Marine Communications Company to provide warning message to ships operating in the Vietnamese sea. GoV has a policy to subsidize subscription fee for local fishers (4M VND/boat) for those that have a ICOM.

### **Context & Constraints:**

The GoV and its dedicated Ministry of Information and Communications (MIC) have significantly invested in telecommunication infrastructures to improve the systems' capacity to transmit weather forecasting and early warning messages to the public. All communes now have access to land phone and cell phone coverage. Television and radio signal coverage now reaches most communes and even villages. The existing EWS systems for some hazards (typhoons, slow onset flood, rain) are well established from central to commune level with sufficient coverage. There is still some progress to be made in terms of increasing the length of time for warnings and for accuracy of forecasting as well as the coverage. For example, in mountainous provinces like Kon Tum or Lao Cai, there is not enough hydro-met stations for forecasting rainfall and flood warning (in the whole province has only 3 stations for monitoring river levels/precipitation and some rainfall gauging stations).

Another challenge is the heavy focus on weather forecasting (typhoon and rainfall) but not flash floods and landslides. The difficulty to reach some very remote communes (coverage), language issues for ethnic minorities, quality of information. And forest fires early warning is still limited progress with very basic EWS and response system.

### **Core indicator 4**

*National and local risk assessments take account of regional / trans boundary risks, with a view to regional cooperation on risk reduction.*

### **Level of Progress achieved:**

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

### **Does your country participate in regional or sub-regional DRR programmes or projects?**

Yes

### **Means of verification:**

- \* Yes: Programmes and projects addressing trans-boundary issues
- \* Yes: Regional and sub-regional strategies and frameworks
- \* Yes: Regional or sub-regional monitoring and reporting mechanisms

\* Yes: Action plans addressing trans-boundary issues

**Description:**

In 2005, Vietnam has ratified the ASEAN Agreement on Disaster Management and Emergency Response (ADDMER). This agreement entered into force in late 2009. ADDMER is the highest regional legally-binding agreement that binds ASEAN Member States to promote regional cooperation and collaboration in reducing disaster losses and intensifying joint emergency response to disasters. Most recently, on September 9, 2010, the Government Office of Vietnam has issued an official correspondence to the relevant DRM stakeholders to guide the establishment of an AHA Centre in Vietnam to facilitate a rapid and well-targeted response within 24 hours. MARD is assigned to be the focal agency to realize the ADDMER and operate the ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA Centre). The government (MoF) commits to allocate sufficient funding to implement this agreement.

Vietnam is also a member of regional institutions such as the Mekong River Commission, the Typhoon Committee, the APEC, etc. The government has put greater emphasis to implement its commitment to the regional DRR and CCA initiatives with some recognized progresses.

At smaller scale, some initiatives to monitor the risks include:

- Collaboration with the MRC on river level monitoring stations, CC modelling, agreement on hydropower plans (discharge of dams etc)
- Regional cooperation on tsunami gauging/monitoring and warning systems
- Regional cooperation on lessons sharing e.g. through ADPC on CBDRM tools, processes for monitoring and reporting
- Project in An Giang province to set up river flood gauging stations in cooperation with Cambodian provinces for flood warning system
- Cooperation with China on Red River flood monitoring and rainfall information sharing (upstream data collection)

**Context & Constraints:**

Although there ADDMER has been in place for few years, there still a lack of efforts to take account of regional risks into national and local risk assessment. This is due to a lack of a comprehensive risk assessment system and a mechanism to enforce the process and a lack of an overall holistic framework for addressing trans-boundary DRM issues.

In addition, there is a gap in terms of capacity, policy, legal frameworks, and resources among member countries including Vietnam to realize the agreement or to propose new agreements. And there still is scope for greater cooperation in the region for joint planning, response, lesson sharing, capacity building, tools, technologies etc.

## **Priority for action 3**

*Use knowledge, innovation and education to build a culture of safety and resilience at all levels*

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### **Core indicator 1**

*Relevant information on disasters is available and accessible at all levels, to all stakeholders (through networks, development of information sharing systems etc)*

**Level of Progress achieved:**

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

### **Is there a national disaster information system publicly available?**

Yes

#### **Means of verification:**

\* Yes: Web page of national disaster information system

\* No: Established mechanisms for accessing DRR information

#### **Description:**

In Vietnam, CCFSC website is the only portal for information on water-related natural disasters at the national level. This information system still lacks of information on drought, forest fire, and other kinds of disasters. CCFSC requires its system from commune to provincial and sectors to report and share information on disaster damages and disaster preparedness plans with relevant agencies. This system is sufficient for DRR actors to plan for response and recovery but not for contingency planning and rehabilitation and reconstruction.

Some basic information on disaster impacts is also maintained on GSO database such as number of typhoons and damages (although it is not public). Annually, CCFSC produces a report on disasters and losses but still much focused on damages and water-related disasters. The CCFSC does not have a website for sharing information on search and rescue activities yet. The National Centre for Hydro-Met provide timely and accessible source of information on forecasting and early warning of main hazards (typhoon, floods, rain). Mass media also provide disaster information on their programs for early warning and forecasting. Other ministries have no separate webpage for DRR or CCA topics.

At provincial level some provinces have developed their own DRR websites for sharing the disaster information such as Thua Thien Hue, HCMC, Long An and Bac Lieu. At lower levels, there is very limited information on DRR available and accessible to people and communities. The only available source of information is the annual disaster preparedness plan and the mass media program just only if it reaches the target audience especially the most vulnerable groups and the decision-makers at the lowest level.

#### **Context & Constraints:**

Although there is an existing national database for DRR information, there are significant gaps only which focuses on damage information and does not cover all types of disaster yet (i.e. droughts, forest fires). There is no systematic collection of hazard risk information and data is not always publicly available and accessible to the civil society and individual. There is no established mechanism to access all types of DRR information. Also there are frequently problems with the CCFSC website (slow, unstable).

The consultation findings show that there is no central statistics/inventory on support provided to disaster affected communities. Each agency maintains and reports of what they have and do not share with others. There is a lack of legislation instructing relevant authorities to collect and share information/statistics.

### **Core indicator 2**

*School curricula , education material and relevant trainings include disaster risk reduction and recovery concepts and practices.*

**Level of Progress achieved:**

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

**Is DRR included in the national educational curriculum?**

No

**Means of verification:**

\* No: Primary school curriculum

\* No: Secondary school curriculum

\* No: University curriculum

\* No: Professional DRR education programmes

**Description:**

At present DRR education is not formally integrated within any school curricula. However, there have been numerous projects led by VNRC and INGOs which have attempted to develop a curriculum for inclusion of DRR into the primary and secondary school curricula and piloted training on disaster preparedness for school children. One specific example is the successful program to provide swimming lessons for children in the flood prone areas (Mekong Delta and other central provinces).

Within the JANI network, STC and UNICEF are currently taking the lead in synthesizing existing curricula, lessons and experiences, piloting in 2 provinces for 8-15 years old, conducting ToT with intention for scale up. MoET with UNESCO support is implementing the Education in Emergency project and currently developing a plan to integrate CC education into the sustainable environment education program to be realized by 2015.

The newly approved Decision 1002 on CBDRM and the National DRM Strategy also place considerable emphasis on integrating DRR into school curricula as well as capacity building for CFSC and community leaders. The CBDRM plan emphasizes on improving capacity of administration officials at all levels to manage and carry out CBDRM activities by ensuring that 100% of officials at all levels who are directly involved in CBDRM be trained to improve their capacity and skills; and disseminating knowledge about flood and storm prevention and control and natural disaster mitigation to over 70% of people in communes in natural disaster-frequented areas.

In terms of higher education program, Hanoi School of Public Health recently offers Bachelors and Masters in Disaster Management. Water Resources University is also preparing Bachelors and Masters in Disaster Management to be launched in the near future.

**Context & Constraints:**

The biggest challenge is that the education sector in Vietnam is facing an over-burdened curriculum creating huge workload on students with many subjects. Introducing a new subject into school curricular is a big task that education sector at national and provincial are very concern. As proposed by the education managers, the most realistic solution is to integrate DRR topics into existing subjects such as civic education, geography, physics or environment education. Another solution is that DRR education can be organized through extra-curriculum activities in school and during the summer vacation.

Although the GoV and education sector highly commit to introduce DRR into schools and educate students on preparedness and response skills, the realization of this plan will take much longer time. In addition, there education sector is also lacking of guidelines, tools, how to integrate CC and DRR into

syllabus/curriculum, DRR to be highly adaptable to the local context/hazards.

Another challenge is the huge gap in financial resources to develop a training program, materials, ToT training, First Responder Training, and so on.

### **Core indicator 3**

*Research methods and tools for multi-risk assessments and cost benefit analysis are developed and strengthened.*

#### **Level of Progress achieved:**

2: Some progress, but without systematic policy and/ or institutional commitment

#### **Is DRR included in the national scientific applied-research agenda/budget?**

Yes

\* Yes: Research outputs, products or studies

\* Yes: Research programmes and projects

\* No: Studies on the economic costs and benefits of DRR

#### **Description:**

In recent years there have been some research projects carried out on DRR e.g. Child drowning in Mekong Delta (STC/GSO), CC and SLR in Mekong Delta (ADB), Hydro-Met research (together with Oxford, Kyoto Universities), DRR financing by NDRMP. The research capacity of Vietnamese actors in DRM is gradually increasing with modern tools such as Remote Sensing, GIS, VCA, and CC modelling. However, there is still a lack of a national policy for research in the DRR and the existence of some research institutes with modern technology and advanced capacity. The existing research institutes within university setting or government ministries mainly focus on hydro-met risks and modelling.

As introduced by Red Cross and INGOs, PRA and VCA tools have been piloted in CBDRM projects. These tools will need to be synthesized and adapted to the local context and be approved for using in the CBDRM program by the government agencies. Multi-risk assessment tools are not being applied while the cost-benefit analysis tool is still a new concept for Vietnam, especially for DRM sector despite the rising costs of damages caused by disasters in real terms (at 1.4-1.5% of annual GDP of the whole country).

#### **Context & Constraints:**

The first challenge is to develop a tool that can be use to conduct multi-risk assessment. Currently, there are a number of tools have been introduced and piloted. These tools need to be evaluated for applicability to the local context. Secondly, there is a big gap in the capacity of Vietnamese researchers for applying modern research tools including CBA, SEA, EIA, multi-criteria assessment. Lack of human and financial resources for proper studies and mechanism for setting up research institutes, especially the privately-owned significantly hinder the development of researchers' capacity and research institutions.

### **Core indicator 4**

*Countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities.*

**Level of Progress achieved:**

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

**Do public education campaigns on DRR reach risk-prone communities?**

Yes

**Means of verification:**

\* Yes: Public education campaigns.

\* Yes: Training of local government

\* No: Availability of information on DRR practices at the community level

**Description:**

The National Strategy and CBDRM Decision include considerable emphasis on promoting awareness on DRR through public awareness raising activities and training. The CBDRM sets out a target to disseminate knowledge about flood and storm prevention and control and natural disaster mitigation to 70% of population in communes in natural disaster-frequented areas by 2020.

Annually, there are some public education campaigns to be organized on the Vietnam Disaster Day, International Disaster Day, annual rehearsal organized by flood and storm control sector, search and rescue, Red Cross, and others project-based activities to raise the public awareness on DRR. MoNRE and DoNREs also organize different public event on CCA and environment protection topics.

Annually, the Flood and Storm Control Sector also hold annual review and planning meeting and conduct training on different topics about DRM for staff at district and commune levels though it is still very water-related topics.

Recently the WB-funded project (NDRMP) developed a nationwide communication strategy on DRR, submitted to CCFSC for possible uptake in the future covering who, what, when, where and how. This plan is needed to be reviewed and approved and rolled out for the nationwide public strategy.

MIC and DIC at provincial levels highly commit and possess sufficient mass media with modern technology (TV, Radio, Cable TV, print newspapers, internet, phone) to launch public education programs. MIC commits to providing the infrastructures for DRR. MIC has a Free Public Communication Fund to be utilized for supporting the provision of equipment to receive radio/cell phone. It also provides SMS system for EWS text.

Recently, Vietnam Digital Company launched a dedicated channel TV14 for broadcasting documentaries and news about DRR. VTV is also planning to launch a channel on the same topic. With this system in place, the possibility to reach rural and urban communities especially the vulnerable ones will be increased dramatically.

**Context & Constraints:**

In order to realize a country-wide public awareness strategy, the country should develop a national communication strategy or approve the existing strategy developed by NDRMP and implement it. This will need significant investment to implement proposed activities and DRR public campaigns. At the community level, the annual disaster planning must include some public awareness raising activities and need to be provided with sufficient financial resources.

More importantly, greater advocacy effort will be needed to attract the participation of the private sector

and community people in public awareness campaigns in order to mobilize sufficient resources and build a disaster resilience culture in Vietnam.

Lastly, the lack of human resources with expertise in public education campaigns may hinder the progress and effort to raise public awareness and make the country safer to disasters. Thus, the allocation of annual DRR budget should include this activity.

## Priority for action 4

*Reduce the underlying risk factors*

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### Core indicator 1

*Disaster risk reduction is an integral objective of environment related policies and plans, including for land use natural resource management and adaptation to climate change.*

#### Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

#### Is there a mechanism in place to protect and restore regulatory ecosystem services? (associated with wet lands, mangroves, forests etc)

Yes

#### Means of verification:

- \* Yes: Protected areas legislation
- \* Yes: Payment for ecosystem services (PES)
- \* Yes: Integrated planning (for example coastal zone management)
- \* Yes: Environmental impacts assessments (EIAs)
- \* Yes: Climate change adaptation projects and programmes

#### Description:

Viet Nam has made considerable progress in recent years with respect to the development of environmental policies and legislation. During the current reporting period the National Target Programme on Climate Change was approved in 2009, within which are a significant number of structural and non-structural measures intended to reduce the country's vulnerability to the projected impacts of climate change and with particular reference to disaster risk mitigation.

A number of natural resource management sectors (including agriculture, forestry, fisheries and water resources) have also included DRR rationale, objectives and measures within their sector strategies, target plans and master plans at national and provincial levels. Each sector is now in the process of developing master plans (10 years) at the national level, whilst at the provincial level 5 year sector development plans have been developed for the period 2011-2015. The review team has read some of these documents from some provinces and it would appear that DRR issues are incorporated to some extent. For example, the agriculture strategy and 5 year agricultural development plans for certain Central Coast region provinces place a high emphasis on altering cropping regimes to improve and diversify production and as a consequence improve farmers resilience to extended drought periods.

Meanwhile water sector strategies and plans place a heavy emphasis on the construction of dykes, reservoirs, irrigation systems etc, partly as a means to improving water resource management but also to prevent/mitigate/reduce soil erosion and flooding.

The 2005 Law on Environmental Protection provided instructions and implementation procedures for Environmental Impact Assessment (EIA) for investment projects and Strategic Environmental Assessment (SEA) for policies (or strategies), programmes and plans. These therefore create a theoretical legal basis for assessing potential disaster risks and impacts. These procedures are now increasingly applied and do inform projects, policies, programmes and plans. For example an SEA is currently being carried out to inform the development of the Forestry master plan (2011-2020). This SEA has actually included DRR as a key environmental/sustainable development issue throughout the assessment. Although unfortunately there are no legal stipulations that disaster risks have to be addressed in either EIA or SEA, they do create new space for the inclusion of disaster risk concerns in the formulation of projects, policies, programmes and plans at the national level.

### **Context & Constraints:**

The key constraints or challenges for achievement of targets against this indicator are weak inter-sectoral coordination, limited capacity and weak enforcement:

Weak inter-sectoral coordination and planning has traditionally and continues to be a significant factor in development planning. Sectors and line agencies are effectively instructed to develop their plans and tend to do so without consultation or inputs from other sectors.

There are very few people in Viet Nam with environmental qualifications and there is only limited support for public sector in-service training in environmental management. As a consequence departments with environmental responsibilities or management boards of national parks do not have staff with relevant skills and qualifications particularly at local levels. This naturally impacts on day to day management and with respect to EIA procedures means that projects are frequently not properly assessed or scrutinized. In Viet Nam, the developer responsible for a particular investment, for example a mine or a road is required to carry out an EIA prior to development. The EIA is then reviewed, appraised and approved by DoNRE staff at the provincial level. The lack of awareness on EIA and environmental knowledge of appraisers presents a serious problem in terms of ensuring that proper mitigation or monitoring measures are included by proponents. Disaster risk issues are also not a required aspect of investigation or appraisal within EIA guidelines at the present time.

SEA should be applied to all PPPs at national level according to LEP 2005 but it is a new concept and only just being implemented. SEA for a sector or provincial plan should incorporate DRR as a key issue in guiding PPP development at concept stage. Disaster risk issues are also not a required aspect of investigation or appraisal within SEA guidelines at the present time.

Viet Nam has undoubtedly made considerable progress in terms of developing environmental policies and legislation however there is extremely limited awareness of those regulations and enforcement of the law remains very weak. Additional factors restricting the implementation of environmental policies and legislation include; in some cases conflicting legislation, extremely limited operational budgets for enforcement activities, and the limited powers of regulatory authorities such as forest protection department rangers and the lack of inter-agency coordination in law enforcement).

Thus although Viet Nam has shown institutional commitment through policies and legislative development implementation is so weak and capacity so limited that this is the main reason for the relatively low scoring on this indicator.

## **Core indicator 2**

*Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk.*

**Level of Progress achieved:**

2: Some progress, but without systematic policy and/ or institutional commitment

**Do social safety nets exist to increase the resilience of risk prone households and communities?**

No

**Means of verification:**

- \* Yes: Crop and property insurance
- \* No: Employment guarantee schemes
- \* No: Conditional cash transfers
- \* No: DRR aligned poverty reduction, welfare policy and programmes
- \* Yes: Microfinance
- \* No: Micro insurance

**Description:**

Viet Nam has made progress under this indicator during the reporting period however it is believed that the previous HFA 2007-09 for Viet Nam misunderstood this indicator area. There have been some limited and very recent achievements but overall formal social protection systems are still weak. Viet Nam is one of the world's largest exporters of rice and yet still large stockpiles of rice are also held back for emergency response operations. Food insecurity is not a massive problem in Viet Nam except for some very remote and isolated communities, thus this is not really a major concern in this area. The country also maintains a network of hospitals and health centres down to commune level, therefore such basic needs are reasonably addressed. The GoV also diverts a substantial proportion of the state budget towards investing in providing basic services in rural areas and there are government programmes specifically targeted towards the poor including 134 and 135 Programmes which support infrastructure development for poor, remote communes, 167 programme (housing for the poor) and there are certain sectoral investments which favour poor and vulnerable groups e.g. 661 programme in the forestry sector which provides a small income for forest protection to poor households. Preferential interest rates and loans are available for the rural poor through the Viet Nam Banks for Social Policy (VBSP) and Agriculture and Rural Development (VBARD). ODA financed rural development projects have also provided microfinance options but this is project-based rather than state-led institutional commitment.

The country is now also beginning to develop some aspects of a welfare state as the new employment law (2009) also provides some protection for labourers who lose their jobs due to natural disasters and other force majeure. There is also Decree 64/2009 which provides stipulations on levels of support to be provided to people who have suffered housing damage or loss of a household member during a natural disaster. Decision 118/2007/QD-TTG now provides financial assistance to fishers recovering from disasters at sea. Thus there has been some progress but without systematic policy or substantive commitment particularly with regards to insurance schemes, social safety nets, cash transfers and post disaster recovery and reconstruction.

Crop insurance provided by Bao Viet but very few farmers pay for it.

**Context & Constraints:**

In Viet Nam there are significant funding gaps for post-disaster recovery and reconstruction. The costs of short-term response are generally met through draw-downs from the national/provincial contingency budgets and if necessary the national reserve. However the lack of a disaster risk financing strategy means that recovery and reconstruction phases are subject to significant delays as finances are transferred or that they are not there at all. Thus funds for livelihood support and rehabilitation are not available, and this includes social protection and safety nets for the poor.

There is also a lack of insurance options for individuals. This is however partly also due to a lack of insurance culture and hence the market for such insurance products is limited. Crop insurance for example is available for farmers but is rarely taken out. A Livestock insurance product was tested in 14 provinces but failed and has now been removed from the market. As the value of individual assets increases along with the projected increases in severity of disasters it is believed that such products will become more attractive. This is an area in which there has begun to be some movement (preliminary analysis) and could enable the GoV to offer a greater degree of social protection to disaster affected communities and enterprises through public-private partnerships and disaster risk financing options.

### **Core indicator 3**

*Economic and productive sectorial policies and plans have been implemented to reduce the vulnerability of economic activities*

#### **Level of Progress achieved:**

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

#### **Are the costs and benefits of DRR incorporated into the planning of public investment?**

No

#### **Means of verification:**

\* No: National and sectoral public investment systems incorporating DRR.

\* Yes: Investments in retrofitting infrastructures including schools and hospitals

#### **Description:**

Viet Nam still has a predominantly rural economy based on primary sector industries, particularly agriculture. At national and provincial level agricultural sectoral plans include a number of public investments to reduce the vulnerability of the sector to the impacts of climate change and increased occurrence and intensity of natural disasters including: structural measures such as dykes, reservoirs, dams, irrigation systems and non-structural measures including the introduction of resilient varieties of rice and other crops, livestock, altering cropping systems, subsidization of crop insurance. There is a considerable focus and investment within agricultural sector plans, programmes and research initiatives on Sloping Agricultural Land Techniques (SALT) and the promotion of agro-forestry models intended to stabilize upland production and therefore reduce soil erosion, landslides and flash flooding. At national and provincial level fisheries sector plans and SEDPs include various measures to protect the industry including structural measures such as the construction of safe harbours, infrastructure and physical equipment for fishing boats for communications (ICOM). Another massive national public investment is the project to construct a sea dyke running the entire length of the east coast, Phase 1 (2009-2015) from Quang Ninh in northern Viet Nam to Quang Nam in the Centre and Phase 2 (2015-2020) from Quang Ngai to Kien Giang. Non-structural measures include mandatory insurance for fishers, support for fishery cooperatives. Meanwhile within the forestry sector there is a major focus on the 661 Programme for forest protection and development, and the aim of reforestation to 47% forest cover by 2020. There

is a special focus on reforesting bare land, critical watersheds and coastal areas (mangroves) for their protective functions.

The review team was not able to review strategies and plans of other key industrial sectors such as processing, textiles, tourism

Regarding the education and health sectors, there is as yet no policy on retrofitting/upgrading of schools/hospitals and commune clinics, however a number of DRR preparedness and mitigation measures are included in sectoral plans at national and provincial levels including strengthening foundations, building schools with 2 floors, roofs/doors/windows specially designed for typhoon resistant (especially in Mekong Delta). Such public buildings also double as evacuation centres during emergencies. In An Giang Education sector 95% of high schools have been strengthened against flooding, 85% of secondary schools, 70% primary schools the remainder should be completed by 2015.

Overall some public investments incorporate DRR measures including the retrofitting and upgrading of schools and hospitals.

#### **Context & Constraints:**

Viet Nam has made substantial achievements in terms of providing a considerable number of actual and planned public investments in infrastructure intended to safeguard livelihoods and economic sectors. However decisions have been made based on what is still relatively limited climate change and hazard modelling information. This lack of information means that it has been rather difficult to properly integrate climate change and DRR in socio-economic development visioning over a longer timeframe.

There is also a considerable lack of investment in proper risk assessments carried out either by developers or the GoV themselves. This means that large scale infrastructures such as sea dykes or dams are being constructed without full due diligence and/or the implementation of technical measures during construction that ensure the safety and sustainability of the investment. Once again this relates to the awareness, implementation and enforcement of international best practices and standards in construction or lack thereof.

#### **Core indicator 4**

*Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes.*

#### **Level of Progress achieved:**

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

#### **Is there investment to reduce the risk of vulnerable urban settlements?**

Yes

#### **Means of verification:**

- \* Yes: Investment in drainage infrastructure in flood prone areas
- \* Yes: Slope stabilisation in landslide prone areas
- \* Yes: Training of masons on safe construction technology
- \* Yes: Provision of safe land for low income households and communities

**Description:**

The Ministry of Construction (MoC) has a Master Plan for Urban Planning until 2020 and this includes the continuation of a large scale programme being implemented since 2000 to relocate people from flood-prone areas of the Mekong Delta; resettlement of populations vulnerable to coastal erosion e.g. Ninh Thuan, Quang Tri, Thai Binh; and relocation of those populations affected by riverbank erosion e.g. An Giang and flash flood prone areas of Kon Tum, Lao Cai, and Quang Tri. Such relocation programmes are featured in Land Use Plans (LUPs) as are other major infrastructures such as sea dykes and dams. For example the Water Resources Strategy includes significant structural measures to improve drainage and irrigation. These projects are found in the provincial level SEDPs and LUPs.

MoC has issued 1,000 codes/guidelines for safe construction including 10 standards for DRR. In 2008 MoC issued instructions for the application of construction technologies/techniques in the various hazard zones in order that developments and infrastructures are resistant to the differing and multiple hazards throughout the country. The MoC have also produced flood-resistant and typhoon-resistant housing models (disseminated to provinces).

In theory, construction workers are supposed to have graduated from technical and vocational colleges providing training and qualifications in construction techniques including safety and safe construction. However in reality the construction sector is loosely regulated and many sites operate without a properly trained workforce.

**Context & Constraints:**

As a result of Viet Nam's rapid economic and population growth in recent decades land in general and safe land in particular is becoming scarce. This is one of the major challenges for Viet Nam particularly when climate change models pertaining to the impact of even relatively small rises in sea levels are considered. According to studies financed by AusAid/ADB for the Mekong Delta XXX, it is expected that approximately XX% of the land area would be inundated by a XXcm sea level rise anticipated by 20XX. This in turn would necessitate the relocation of several million people – if they were to be relocated, where to? Although there has been some relocation of at risk populations as mentioned above and other measures are currently being put into place that will protect significant numbers of people (e.g. sea dykes and drainage systems in urban areas), the country lacks comprehensive hazard modelling data and therefore it is impossible to know the actual number and specifically which communities remain at risk. However it is certain that millions of people will continue to live in low-lying and hazard prone areas.

Another key challenge associated with safeguarding populations and settlements is ensuring that comprehensive or holistic solutions are achieved and that the problem isn't just moved (either geographically or the problem changes). For example large areas of Ho Chi Minh City have been protected from flooding by drainage systems, however now that there is no flood water to wash it away, the city is beginning to have significant problems with garbage disposal, pollution, hygiene and other related water and sanitation issues. These kind of issues are likely to become more prevalent when unplanned migration and settlement are factored in. The UN Urbanisation Prospects forecasts that by 2030, 42% of the population will live in urban areas in contrast to today's figure of 28%. Viet Nam will have to be prepared for dealing with large areas of poor urban dwelling populations.

An important associated consideration is also the levels of unplanned or unregulated construction. Viet Nam does have town planning processes and regulations but there is a high level of development in urban areas which either takes place without the necessary permission or planning regulations are not fully enforced. It is an extremely difficult sector to manage and enforce given the rapid pace of development in Viet Nam.

It is not only unplanned resettlement that has implications for DRR. Viet Nam faces considerable challenges in terms of both managing its water resources and creating sufficient energy to power a

rampant economy and an ever increasing population. The solution has been to build small, medium and large dams on virtually every significant watershed in the country both for hydropower and for agriculture. Valleys are flooded and people are resettled. Due to the already intensive land use mosaic, people are being resettled on to increasingly marginal lands, displacing rural populations who may be forced to farm on fragile, sloping forest lands, in turn creating further issues of watershed protection.

Thus there are very significant issues ahead for the country and the challenge will be to manage population and economic growth and ensure that people and the economy are able to live and grow in a safe environment. On a more pragmatic level, there are also important weaknesses to be addressed in the construction sector with regard to ensuring the quality of investments i.e. that construction enterprises and their workers are fully qualified and trained, that codes and guidelines are being followed and implemented, that regulations are enforced, and that there is adequate transparency and accountability in the construction sector.

## **Core indicator 5**

*Disaster risk reduction measures are integrated into post disaster recovery and rehabilitation processes*

### **Level of Progress achieved:**

2: Some progress, but without systematic policy and/ or institutional commitment

### **Do post-disaster recovery programmes explicitly incorporate and budget for DRR?**

No

### **Means of verification:**

\* Not available: % of recovery and reconstruction funds assigned to DRR

\* No: Measures taken to address gender based issues in recovery

### **Description:**

There has been some recent and preliminary analysis (World Bank) within the current reporting period with regard to exploring risk financing options to better enable the provision of funds for post-disaster recovery and reconstruction. At present Viet Nam tends to utilize overall contingency funds (between 2-5% of national and provincial budgets) and where necessary in extreme cases, the National Reserve for post-disaster response, recovery and reconstruction. This system has generally been evaluated as sufficient for emergency response but there are very significant funding gaps for longer term recovery and reconstruction. Several risk financing options are available to Viet Nam and these will increase the liquidity of her assets and enable the faster allocation of funds for post-disaster recovery and reconstruction, but this is only a very recent development and an indicator that Viet Nam is beginning to consider this as a serious option.

The relatively low score is further justified by the lack of a policy or legal framework stipulating the implementation of international standards in post-disaster recovery and reconstruction. It is presumed that this will be included in the forthcoming DRM Law. There have been some efforts by NGOs such as DWF and IFRC Participating National Societies to persuade local governments to build back better in Thua Thien Hue, Ninh Thuan, Kon Tum and Gia Lai however these are small and isolated cases and implementation of such concepts is substantially constrained by the above limiting factor i.e. sizeable funding gaps for post-disaster reconstruction.

### **Context & Constraints:**

- No reconstruction trust fund established. NDRMP Component 3 Post-disaster reconstruction –

additional financing of 75 M USD loan to 2012 to plug gap of post-disaster reconstruction needs however only 25% of projected needs

- Build back better – often not particularly structured approach to reconstruction in line with international standards etc. Lack of financial resources, lack of enforcement, lack of land for relocating (build back in disaster area)
- Gender based issues in recovery poorly addressed

## **Core indicator 6**

*Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure.*

### **Level of Progress achieved:**

2: Some progress, but without systematic policy and/ or institutional commitment

### **Are the impacts of major development projects on disaster risk assessed?**

No

### **Means of verification:**

\* No: Assessments of impact of projects such as dams, irrigation schemes, highways, mining, tourist developments etc on disaster risk

\* No: Impacts of disaster risk taken account in Environment Impact Assessment (EIA)

### **Description:**

Viet Nam as has been mentioned above has made achievements in terms of integrating certain DRR measures (mainly structural) into sectoral and provincial development plans and Action Plans have been created for the implementation of DRR policy in provinces and sectors. However, there is yet to be mandatory inclusion of disaster risk assessments in policies, programmes and plans (PPPs) or indeed major projects. That said, there has been some progress in this indicator area as Viet Nam has begun to implement SEA as a mandatory procedure in the elaboration of national level and sectoral PPPs for example for the hydropower master plan until 2020. DRR is yet to be specifically identified as a core assessment criteria within SEAs but the fact that SEAs have become a fundamental requirement has created the space for the consideration of DRR measures at an early stage in the elaboration of PPPs. Large scale projects of national priorities such as major highways or large dams are also subject to SEA and there is also some consideration of DRR issues in EIA procedures for projects of these dimensions. A number of SEAs have now been carried out or are currently taking place in various sectors or industries (e.g. hydropower, forestry).

### **Context & Constraints:**

SEA procedures are a recent development for Viet Nam and there are still considerable challenges as the country begins to develop effective tools and processes for its implementation across different sectors and issues. There is also a low level of awareness of what SEA is and its purpose amongst government staff at all levels. There is certainly need for further awareness raising and capacity building in this domain. SEA legislation should also be altered in the future (indeed this is planned by MoNRE) both to incorporate provincial level PPPs as well as the inclusion of disaster risk assessment. Similarly project-level EIA procedures should be updated to include disaster risk assessment. Both procedures face substantial challenges with regard to proper implementation at the present time due to low levels of awareness of legislation and guidelines as well as significant knowledge and skills gaps at all levels even within ministries and departments with environmental protection functions and responsibilities. As a consequence many EIAs are of extremely poor quality and fail to address even immediate/short-term

environmental impacts or include proposals for adequate mitigation measures. Another feature of typical Vietnamese EIAs is the distinct absence of public consultation.

Another worrying aspect of EIAs is that even if environmental impacts are considered in project design and mitigation or compensation measures stipulated as a pre-condition for approval and development by the proponent, there is generally very weak monitoring and enforcement of environmental laws and regulations. Aside from not allowing local residents the opportunity to be involved in the EIA process and voice their concerns, the lack of participation and transparency surrounding these processes also means it is difficult for the general public to hold developers and the government to account on particular mitigation or compensation measures.

Unfortunately the result of limited or poorly carried out EIAs is that frequently developments do have substantial environmental impacts including disasters such as landslides resulting from highway/road construction or flooding resulting from dam discharges. It is difficult for the public to gain access to or obtain monitoring information and in any case there are little if any compensation or mitigation measures attached to the development.

## Priority for action 5

*Strengthen disaster preparedness for effective response at all levels*

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### Core indicator 1

*Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective are in place.*

#### Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

#### Are there national programmes or policies to make schools and health facilities safe in emergencies?

Yes

#### Means of verification:

\* Yes: Policies and programmes for school and hospital safety

\* No: Training and mock drills in school and hospitals for emergency preparedness

#### Description:

In terms of the policy, the National DRM Strategy includes a DRR perspective. There is an established institutional mechanism for DRR - the CCFSC system. Recently the CFSC and CFSSR system is strengthened by the Decree 14/2010. In Vietnam, there is a strong network of mass organizations under the umbrella of the Fatherland Front which actively participate in the response effort (such as VNRC, YU volunteers).

As most of flood and storm control (DRM) staff work part-time on DRR, they were not formally trained in DRR or DRM. Although the capacity for response (evacuation, search and rescue) is strong, the DRR preparedness and planning (rehabilitation and risk reduction) is still weak.

Consultation findings show that there are specific programmes for improving the safety of schools and

hospitals within relevant sectoral plans and policies (MoET and MoH). In the Mekong delta, the education and health sector have plan to upgrade all facilities to be flood-proof which taken into account the history flood in 2000 for designing the new building or renovating the old one. The foundation must be elevated higher than the flood level 2002 and must be at least two stories building.

In terms of mock training and drills, at local level, annually, CFSC and local authorities conduct rehearsals with participation of army soldiers, security police, Red Cross and youth volunteers, and community representatives. However, due to the lack of funding, the drills are mostly conducted at few communes and not frequently. Rarely, the drill is conducted at provincial or national level. Currently, there is no training and mock drills in school and hospitals for emergency preparedness; except in some areas where INGOs supported local CFSC and authorities to conduct drill in the most disaster-prone communes.

### **Context & Constraints:**

Although the strong policy and mechanism are in place, the technical and institutional capacity for DRR is still limited due to the lack of resource allocation for DRR. Currently, the focus is on response and early recovery. In addition, the part-time and seconded nature of staff from Dyke Management and Irrigation is another constraint.

The increasing frequency and intensity of disasters has drawn more organizations and individuals to involve in the disaster response (relief distribution), including religious entities, private companies, local NGOs. However, these actors possess inadequate capacity that sometimes causes difficulties for local authorities in maintaining fair and transparent relief actions.

Moreover, DRR is still considered as the agriculture sector's responsibility; other sectors and civil society are mostly involved when a disaster occurs. A greater focus should be put on non-structural measures for disaster preparedness and risk reduction which is now required and there is strong institutional commitment to this through Decision 1002 on CBDRM.

And there is a need for standardized curricula, qualifications, ToT in DRM planning, First Responder training and other key skills for DRR.

### **Core indicator 2**

*Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes.*

### **Level of Progress achieved:**

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

### **Are the contingency plans, procedures and resources in place to deal with a major disaster?**

Yes

### **Means of verification:**

\* No: Contingency plans with gender sensitivities

\* Yes: Operations and communications centre

\* Yes: Search and rescue teams

\* Yes: Stockpiles of relief supplies

\* Yes: Shelters

\* Yes: Secure medical facilities

\* No: Dedicated provision for women in relief, shelter and emergency medical facilities

**Description:**

Annually, 100% of communes, districts, and provinces conduct the disaster preparedness and response planning to review the lessons-learned and prepare for the upcoming disaster season including updates on the disaster situations, strengthening the organizational structure, etc. At the national level, the CCFSC also conduct review meeting and develop a plan for the whole country and relevant ministries also develop a plan for each sector. However, the focus is still laid with the focal agency – MARD and its branches. There is a lack of effective coordination and ‘real’ exercise planning which takes into account of the participation and DRR consideration. In many cases, the disaster preparedness and response plans are just prepared by few staff of CFSC/PC and just simply by updating the previous plans.

Every year on the National Disaster Day (22nd May), the President sends an official letter to CCFSC and people asking everyone to participate in disaster prevention, response, and recovery. Before the disaster season, the Prime Minister issues an instruction to all stakeholders involved about flood and storm control activities. The Search and Rescue system is well established and recently equipped with modern technology and facilities to be ready for conducting search and rescue missions both onshore and offshore. The ‘4 on-spot’ is a principle widely utilized for disaster preparedness and response. Annually, VNRC conducts first aid training for its volunteers in some communes.

Communication systems are well established for disaster response. In case of major disasters, a frontline office is established and operated in the strategic locations (Hanoi, Da Nang, HCMC) for timely commanding and providing relief support to the victims. There are a number of warehouses and distribution points throughout the country in key/strategic locations with stockpiles for emergency response. Shelters for mass evacuation during the short period of time are the public building with limited water and sanitation facilities as well as gender sensitivities. In case on longer evacuation, tents (provided by army and Red Cross) are used to accommodate the people.

Vietnam has a good coverage of hospitals and health centres down to commune level for basic first aid and medicines. However, there is a lack of modern medical supplies and competent health staff at local levels for more serious problems/injuries. Health mobile teams are available at provincial and district levels.

**Context & Constraints:**

Overall, the disaster preparedness and response plan exists in every commune. However, due to the lack of funding to conduct simulations/ rehearsals at all levels that hinder the effectiveness and readiness of these plans. In addition, the current plans are focused on water-related disasters with little attention to other kinds such as drought, earthquakes, tsunami etc.

Another challenge is the dissemination of these contingency plans to the whole community and people, especially in the disaster-prone communes. In most cases, the commune authorities and flood and storm control staff keep these plans for their office and with little effort to make it as a public plan through hamlet meeting, loudspeaker system, and in the school.

In all plans, the gender issue was poorly addressed including the participation, needs, evacuation planning, and even the statistics information. Even though, women represent more than 50% of the

country's population with a strong representative organization in the Fatherland Front – The Women's Union, but they do not have a seat in the CCFSC system yet. Therefore, there will be a need to promote women and their union's role in the DRM and DRR activities.

### **Core indicator 3**

*Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.*

#### **Level of Progress achieved:**

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

#### **Are financial arrangements in place to deal with major disaster?**

Yes

#### **Means of verification:**

- \* Yes: National contingency funds
- \* No: Catastrophe insurance facilities
- \* No: Catastrophe bonds

#### **Description:**

The State Budget Law sets out the financial reserves and the Ordinance on Flood and Storm Control sets out the material reserves for effective and timely emergency response to disasters. According to the Budget Law, 2-5% of annual National/Provincial Budgets are set aside as contingency funds. Although this fund is not only dedicated to the disasters it is usually mobilized for disaster responses and early recovery. The Ordinance requires that every government agencies and individual must stockpile sufficient material reserves such as rock, sand bag, stone, bamboo for rescuing infrastructure failure; life vest, lifebuoy, boat for rescuing people; foods, fuel, medicines for surviving at the disaster-prone areas for some days. It also stipulates that the flood and storm control agencies is authorized to mobilize available resources from all sectors to cope with disasters. CCFSC instructs provinces and relevant ministries to stockpile and reserve funds, basic equipment and resources for disaster responses such as: DoH (medicines), DARD (seeds), DoET (school supplies), DoT (rock, cement, machinery), etc.

Vietnam is the second largest rice exporter in the world. The country has a National Reserve Ordinance that allows the mobilization of thousands of tons of rice for emergencies. The government upholds a high spirit that they would not any person in hunger due to the disaster. In addition, the storages are located in strategic areas that allow timely relief support to disaster affected people.

Overall, Vietnam is reasonably well-positioned to respond quickly to emergencies by providing people with basic food items with its effective response mechanism through the CCFSC system with participation of the mass organizations, Red Cross, civil society and individuals. Again, the "4 on spot" with two principles of material and logistics on-spot are widely utilized and proved its effectiveness. However, there are limited reserves for early recovery and reconstruction due to budget constraints.

#### **Context & Constraints:**

Again Vietnam still lacks of sufficient financial resources to implement timely and effective response and recovery after big-scale disasters. In some cases, search and rescue activities are ineffective due to the lack of modern technology; in other cases, post-disaster recovery is not able to build back better in order

to increasing the resilience capacity of the disaster-prone community.

Dependent on accurate damage and needs assessments but currently still some weaknesses with this system and inconsistencies.

NDRMP Component 3 funded post-disaster reconstruction of essential small-scale public infrastructure to support more rapid recovery and reduce the diversion of limited public investment resources from new development investments into reconstruction. The Government continues to face a significant financing gap in meeting post-disaster reconstruction needs, resulting in delayed recovery and prolonged adverse impacts on local communities. Total contingent reconstruction liability of the government stood at an estimated annual average of US\$320 million in real (2008) terms for the period 2006-08, and US\$180 million on average in real (2008) values for the longer ten-year period 1999-2008. However, allocations from central and local contingency budgets for disaster-related purposes are used almost entirely for emergency relief and early recovery efforts.

Reconstruction requirements have to be budgeted out of future capital expenditures and funded from fiscal resources or government borrowing. In practice, it can take several years before government funding becomes available for the reconstruction of severely damaged infrastructure, causing serious disruptions to the local economy and the livelihoods of affected populations.

And lastly, there are no risk financing or catastrophe bonds or catastrophic insurance facilities available in Vietnam. Thus, when hit by disasters, people, especially the most vulnerable groups with lowest coping capacity always are the hardest suffered and take much time to recover. Recently, ADB/VN expresses interest in looking at risk financing options. The government is also trying to re-pilot some agricultural insurance products for the farmers and fishermen.

#### **Core indicator 4**

*Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews*

#### **Level of Progress achieved:**

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

#### **Has an agreed method and procedure been adopted to assess damage, loss and needs when disasters occur?**

Yes

#### **Means of verification:**

- \* Yes: Damage and loss assessment methodologies and capacities available
- \* No: Post disaster need assessment methodologies
- \* No: Post disaster needs assessment methodologies include guidance on gender aspects
- \* Yes: Identified and trained human resources

#### **Description:**

One of the most practical procedures for exchanging information during the disaster event is the regular meetings of CCFSC standing members with the presence of a highest government official (such as

Prime Minister or Deputy Prime Minister) to draw the whole society's attention to the disaster preparedness and response. This mechanism is considered effective for sharing early warning information, initial damage and needs, and call for relief support. However, the meetings are intensive at the beginning during the response stage, then become less routine and detailed during the post-disaster time.

In the post-disaster scenario, there is a well-established system for damage inventories carried out by CFSC via local authorities at commune levels who report to provincial and national levels according to the scale of the disaster. Based on these damage inventories (detailing deaths, houses damaged, public infrastructure (road, electricity, phone lines, schools, hospitals, irrigation/dyke/dam etc) damage, ha of agricultural land destroyed, livestock losses, support is allocated accordingly following CCFSC meetings. For example during Ketsana in 2009 they met every 6 hours to update the situation in the disaster area and mobilize resources appropriately. Frontline Committee established in Da Nang city by Deputy Prime Minister.

CCFSC utilizes formal communication channels for information sharing and mobilizing response during hazard events. The communication infrastructure of MIC and mass media (VTV, VOV) is considered as effective for sharing information with the public. The communication system of CCFSC and MIC is considered as effective for making response decision as well as to coordinating with the media.

In addition, there is a less formal coordination mechanism for sharing information during and post disasters which is facilitated by PACCOM and DMWG. The purpose of this forum is to share disasters information, jointly conduct damage and needs assessment, mobilize international attention and funds, and avoid programming overlaps.

#### **Context & Constraints:**

The existing mechanism for sharing damage information during and post disasters is considered sufficient despite of some gap in the accuracy of collected information which was carried out by local officials with limited skills. There is a still a need to further improve the information relating the needs/livelihoods assessments and the ability to assess costs. With current effort to introduce DANA as a standardized tool, capacity building needs for assessing livelihoods, needs etc. the information will hopefully be improved in coming years.

Another challenge is the skills gaps/capacity for analysis of assessment results for decision-making by flood and storm control staff at different level. The need for gender mainstreaming in disaster response and early recovery is also one priority. And the need for more timely updated information sharing, especially through CCFSC website is a critical to undertake post-event reviews.

Need for better, greater and more detailed M&E of disaster response operations.

## **Drivers of Progress**

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### **a) Multi-hazard integrated approach to disaster risk reduction and development**

#### **Levels of Reliance:**

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

#### **Do studies/ reports/ atlases on multi-hazard analyses exist in the country/ for the sub region?:**

No

**Description (Please provide evidence of where, how and who):**

The National DRM Strategy recognizes the need for an integrated/multi-hazard approach to DRM however there are still difficulties in implementation and hazard maps are still separate for different types of hazard. At national and provincial levels there have been efforts to promote such approaches but they are not systematic or institutionalized. The NDRMP has successfully piloted Integrated Disaster Risk Management approach for 3 provinces (Quang Nam, Quang Tri and Thanh Hoa in the North Central Coast region) with advanced digitized integrated GIS hazard maps as an impressive output and are recognized by provincial stakeholders as extremely valuable planning tools. However, most provinces would not have the equipment nor sufficient financial resources to develop such tools. Additionally the majority of provinces would require significant technical assistance to be able to achieve this. There have also been a notable number of INGO initiatives throughout the country which have led or facilitated the development of integrated CBDRM plans but frequently the projects face difficulties in ensuring the integration of the plans into SEDPs at the district level and above. One of the key constraints here appears to be the short timeframe of donor funding cycles (e.g. ECHO and OFDA). As a consequence the outputs of these projects are often not sustainable, particularly as there is no requirement for local authorities to integrate the plans. Thus more often than not the CBDRM plans developed will be approved by local authorities but crucially not integrated into development plans and therefore budgets are not allocated.

The new CBDRM Decision 1002 and forthcoming planned programme requires the development of VCA in 6,000 communes and subsequent development of multi-hazard risk assessments, maps and CBDRM plans. In order for this to take place there is a need for standardized approaches to be developed, training and training of trainers programmes developed (including resource materials) and implemented, and there need to be sufficient resource allocations to achieve it.

**b) Gender perspectives on risk reduction and recovery adopted and institutionalized****Levels of Reliance:**

No/ little reliance: no acknowledgement of the issue in policy or practice; or, there is some acknowledgement but nothing/ little done to address it

**Description (Please provide evidence of where, how and who):**

The latest law on gender equality was passed in 2006 and was heralded as a significant step forward and would greatly improve the legal system on gender equality and women's advancement. However there is still an apparent absence of gender mainstreaming within almost all aspects of disaster risk management and reduction in Viet Nam.

It has already been stated that there is no systematic collection of hazard and vulnerability data and no centralized database and thus there is minimal identification of vulnerable groups such as women and a limited appreciation of their needs in DRM preparedness planning and/or response and early recovery interventions. Gender disaggregated data is not generally available or where it is available it is not publicly available. There is extremely limited gender sensitivity in response, resettlement, recovery, evacuation and almost all aspects of disaster risk management. There is urgent need for gender mainstreaming in all areas, and this will necessarily be accompanied by the development of gender sensitive approaches, methodologies and tools appropriate to the Viet Nam context. This should be followed by the roll out of awareness and training programmes relevant to DRM initiatives. Oxfam have integrated gender concerns throughout their humanitarian assistance programmes in Viet Nam and evaluations of their work show that there could be some possibilities for lesson learning and improved implementation elsewhere.

Women and the Women's Union (WU) play a particularly important role in DRM planning, response and early recovery at the local levels however their interests are not represented at higher levels of decision-making and the WU is not currently a member of the CCFSC at national and CFSC at provincial

levels. The Youth Union is a member of the CCFSC however – it seems that the WU could have an extremely positive contribution to make and greater efforts should be made to include them within the CCFSC and DRM planning at higher levels overall.

### **c) Capacities for risk reduction and recovery identified and strengthened**

#### **Levels of Reliance:**

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

#### **Description (Please provide evidence of where, how and who):**

This driver has been rated as 2 due to the fact that although significant skills gaps remain in many aspects of DRM and DRR at all levels and capacity is still relatively low overall, these are now recognized and relevant capacity building initiatives are at the core of policies, existing initiatives and forthcoming programmes. Capacity building for DRM and DRR has also been at the centre of numerous ODA and INGO projects and programmes throughout the country. There has also been partial progress with respect to other aspects of capacity development relevant to this indicator area i.e. technology transfer, information exchange, the development of networks and professional linkages as well as broader process and technical skills such as management, accounting and finance, GIS and Remote Sensing, gender mainstreaming and sensitization etc.

The VNRC as part of its mandate provides first aid/responder training to its staff and search and rescue teams throughout the country and regularly re-trains and updates the training as a dedicated ongoing objective. However this is the only area to receive such attention. It must be borne in mind that CFSC staff at local levels are not full-time and have a number of responsibilities and associated training needs for their own full-time roles e.g. irrigation or agricultural extension. As such, there are very limited budgets for CFSC staff in the provinces (covering their allowances, some basic equipment and stockpiling of essential items for relief operations) and there is a distinct lack of funding for training through state/provincial budgets. There is no institutionalized training programme for staff directly involved in DRM/DRR. DRM related training for staff outside the CFSC is almost non-existent.

Specific capacity needs remain in the following areas; emergency needs assessments, rapid needs and damage assessments, vulnerability and risk assessments, participatory approaches to planning and assessment, multi-criteria assessment tools, rehabilitation planning, monitoring and evaluation, communications techniques for awareness, gender awareness and sensitisation, child protection in emergencies, project planning and management. As may be expected there is rather limited support for training and strengthening community groups in order that they are able to effectively and fully participate (and negotiate as equal stakeholders) in disaster preparedness, response, mitigation and recovery interventions.

NGOs such as CARE, IFRC, Oxfam, ActionAid, Plan, DWF, Save The Children, UNDP, UNICEF, UNESCO, and World Vision have all been active in implementing DRM projects in the field with local level capacity building including a particular emphasis on strengthening the capacity and building the resilience of communities (as well as local authorities) to better prepare for and manage disaster impacts at the centre of their approaches in implementation. The large World Bank funded NDRMP in 12 provinces has also built capacity in some of the above areas. Thus there has been quite considerable investment in capacity building and is particularly targeted in the most hazard prone areas, although the sustainability is frequently questionable due to the lack of recurrent funding at provincial levels for DRM capacity building. The planned CBDRM programme however is expected to roll out standardized training in VCA, CBDRM Planning and other key skills amongst local staff and communities in 6,000 communes by 2020.

It is worth mentioning in this section that one or two degree courses are now available in Viet Nam for higher level professional qualifications in disaster related subject areas, including the Bachelors in Disaster Risk Management offered by the Ha Noi School of Public Health.

There has been an increasing focus on building capacity for environmental planning and decision-making processes over the last decade in Viet Nam and although this sector is somewhat subject to many of the same problems as the DRM sector, there has been some progress with ever increasing numbers of national and local government staff trained in relevant methodologies and tools such as Environmental Impact Assessment, Strategic Environmental Assessment, multi-criteria assessment tools, environmental project management, GIS and remote sensing. If applied properly such tools should incorporate important aspects of DRR.

#### **d) Human security and social equity approaches integrated into disaster risk reduction and recovery activities**

##### **Levels of Reliance:**

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

##### **Description (Please provide evidence of where, how and who):**

Viet Nam is vulnerable to multiple hazards and the country is divided into 7 recognised hazard zones covering the entire country. However within these zones remote, rural poor and vulnerable populations are disproportionately affected. This is recognized within policy documents and DRM/DRR measures are prioritized for more disaster prone areas. There is therefore a correspondence between disaster prone areas and vulnerable groups in terms of prevention, response and mitigation interventions driven both by the occurrence and impact of natural disasters and policies and plans at all levels.

Viet Nam has long suffered the effects of storms, floods and other natural disasters and certainly disaster response mechanisms are generally well-established and well-practiced. The country also remains a predominantly rural society with around 75% of the population living in rural areas. This means that disaster response mechanisms have necessarily had to reach people in those remote areas. The country operates by a generally effective '4 on the Spot' motto (command, manpower, logistics and materials) in disaster response circumstances with the military quickly mobilized to assist and enabling emergency response operations to reach remote areas relatively quickly. As an example typhoon Ketsana struck the Central Coast and Highland areas in late September 2009 was one of the worst storm events in living memory and caused some of the worst flooding in the Central Highlands for 45 years. However even in some of the most inaccessible, remote and badly affected areas, communications, transport routes and other basic infrastructures were relatively quickly re-established in order that such populations could be reached and provided with humanitarian assistance.

One of the other advantages of a predominantly rural society is that at the local level a strong culture of community cooperation, social governance and safety nets still pervades and this in turn means that particularly vulnerable groups such as female-headed households, old people, disabled, and families with young children are prioritized in local level decision-making by communal consensus and prioritized in emergency response. In addition government and mass organizational structures extend down to the commune level. The mass organizations such as the Fatherland Front, Youth Union and Women's Union's in particular play a strong role at grassroots levels in ensuring that the most vulnerable groups are prioritized. Although traditional systems are not as yet systematic, are heavily reliant on village/commune leaders and as has been discussed throughout this review, there are problems relating to limited consultation and participation particularly in planning, preparedness, mitigation and recovery, the structures in place do create a viable framework for reaching the most vulnerable groups and areas.

Other examples of how vulnerable groups and populations are prioritized in DRM planning and response include the relocation of highly vulnerable populations for example in areas prone to flooding and erosion (referred to above in this review), swimming lessons for children in the Mekong delta, day care centres for children in the Mekong Delta during flood season, and the housing for the poor programme (Programme 167).

Weaknesses still remain in achieving the effective participation of the most vulnerable groups in planning and decision-making. The new CBDRM Decision (Decision 1002) and subsequent programme will prioritise VCA and CBDRM which should further prioritise vulnerable groups and this will be a priority of the GoV in the upcoming years to ensure that vulnerable groups and remote populations are better included in DRM planning and therefore better served by preparedness, mitigation, and recovery interventions. The country also has some way to go before proper, formal and effective social safety nets, welfare systems and insurance services are in place providing particularly the most poor and vulnerable groups in society with opportunities to rebuild their livelihoods and escape the cyclical and inter-related trappings of recurrent disasters, poverty, food insecurity and debt. These aspects of social protection for the most poor and vulnerable groups must be a high priority for the GoV in the forthcoming years.

### **e) Engagement and partnerships with non-governmental actors; civil society, private sector, amongst others, have been fostered at all levels**

#### **Levels of Reliance:**

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

#### **Description (Please provide evidence of where, how and who):**

The process of decentralization is ongoing in Viet Nam and there is an increasing recognition of the need to include communities and particular groups in more participatory forms of governance and decision-making across all sectors. Decision 1002 on CBDRM is an example of this movement and emphasizes the need to put in place mechanisms and structures for identifying vulnerable groups, assessing vulnerabilities and capabilities and engaging effectively with communities in the planning, management and implementation (and monitoring) of DRM/DRR measures. There is still a long way to go with these processes as grassroots level planning needs to be integrated into what remains a top-down decision-making structure and as has been mentioned throughout this review there are still considerable constraining factors such as the lack of standardized tools and approaches, capacity and the lack of adequate financial and human resources. There have, as has been demonstrated in this review however been some success stories and the GoV is now clearly committed to addressing these shortcomings through the new national level policies, legislation and forthcoming CBDRM programme.

Civil society participation remains fundamentally constrained in Viet Nam due to the country's political structure. However, the term civil society is gaining greater currency and there is an increasing level of respect for civil society organizations and the potential role they might play in achieving sustainable development. As the number of civil society organizations continues to grow and they are increasingly strengthened to hold the government accountable on key development priorities and human rights issues, in the meantime the long established network of mass organizations (WU, YU, Fatherland Front, Farmers Union etc) continues to perform a kind of quasi-civil society function. New legislation on the role of mass organizations identifies responsibilities in monitoring and reporting on GoV performance. On the one hand mass organizations are funded by and operate under the arm of the state and thus their objectivity is compromised, however on the other hand the fact that they reach down to the commune level means that their outreach is substantial. These mass organizations mean that particular groups such as women can potentially be formally reached and represented in planning and decision-making procedures on a large scale.

There is a significant INGO community active in the field of DRR in Viet Nam and they are organized under a Disaster Management Working Group (DMWG) and some are also members of a Joint Advocacy Network Initiative (JANI) both of which create a forum for sharing DRM lessons from the field and a more structured approach towards advocacy and lobbying. However, there is as yet no formal multi-stakeholder platform for DRR, although there is now some movement towards it at the time of writing. Such a platform will also need to integrate key players and institutions from the private sector. At the present time, the private sector is involved in DRR and DRM in a fairly unstructured and ad hoc manner. Certain successful and large companies as part of their corporate social responsibility do make donations and contribute to emergency relief operations in the aftermath of natural disasters – in fact this can be considered the main area of private sector engagement. Other interventions have involved the re/construction of houses for the poor sponsored by large companies and in partnership with the Fatherland Front for example. Certainly a greater emphasis on public-private partnerships is required particularly in aspects such as the provision of financial and insurance services for poor and vulnerable disaster-affected groups and individuals, improving understanding and better implementation of DRR measures in specific industries such as commitments towards build back better standards from construction enterprises.

## **f) Contextual Drivers of Progress**

### **Levels of Reliance:**

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

### **Description (Please provide evidence of where, how and who):**

Viet Nam has several very significant economic, social, environmental and legal/institutional contextual drivers:

Viet Nam has been recognized as one of the countries likely to be most or worst affected by climate change and associated sea level rise in terms of the sheer number of people living in coastal and low-lying areas such as the Red River and Mekong deltas. Sea level rise is projected to cause serious challenges due to tidal surges and inundation of vast areas of the Mekong delta in particular, and associated problems of saline intrusion. Viet Nam is already ranked as being the 10th worst affected country by typhoons. Climate change models forecast different impacts on different hazard zones, with generally more intense storm and precipitation events and larger storms on a more frequent basis, although simultaneously longer dry periods for certain areas such as the Northern Mountains and South Central Coast Region, an area already highly susceptible to drought. At present Viet Nam currently suffers damages worth an approximate average of 1.4-1.5% of GDP every year. Bearing in mind that Viet Nam's economy is growing at a rate of around 7.5-8% per annum, this indicates a consistent and significant rise in the real costs of damages by natural disasters year on year. This of course is only an estimate of the damage costs – the real costs of natural disasters to the national economy are of course much higher. Therefore the costs of post-disaster reconstruction, the constraints and obstacles to sustainable economic growth and linkages with climate change are the main contextual drivers for addressing DRM and DRR as a national priority, and as a result the DRR strategy, NTP on climate change and action plans include a broad range of structural and non-structural measures for addressing the impacts of climate change and the increased occurrence and intensity of natural disasters.

In addition to the economic drivers are the associated social drivers of a rapidly expanding economy with increasing levels of disparity. Natural disasters disproportionately impact on the poorest and most vulnerable groups in society and in Viet Nam they can be considered as a major inhibiting factor in addressing poverty reduction goals. Economic growth has enabled the country to significantly reduce poverty in proportional and real terms over the last decade or so. However, a substantial remnant minority typically living in remote poverty traps have yet to experience a taste of Viet Nam's meteoric rise

in living standards. It is these same people, often ethnic minority groups living in remote and fragile environments that are most dependent on primary production and are typically worst affected by disasters. There is the very real and malignant threat that achievements in poverty reduction may be undone due to natural disasters, debt, food insecurity, dependency and a lack of opportunities to escape this cycle or indeed to prevent those that have recently emerged from poverty from slipping back into poverty. Thus the establishment of effective social protection, safety nets and welfare systems to support disaster affected populations for the maintenance of a peaceful and stable nation state must also be considered as an important contextual driver towards HFA goals and priorities.

Viet Nam is since 2005 a signatory to the ASEAN Agreement on Disaster Management and Emergency Response (AADMER). This is a legally binding document which commits the GoV to provide effective mechanisms to achieve substantial reduction of disaster losses in lives and in the social, economic and environmental assets, and to jointly respond to disaster emergencies through concerted national efforts and intensified regional and international co-operation. This should be pursued in the overall context of sustainable development. This therefore creates a legal/institutional contextual driver for adoption of HFA priorities and goals.

Ongoing decentralization and emphasis on CBDRM can be seen as the main mechanism going forward for achieving progress towards HFA priorities e.g. Hazard/risk mapping, integrated approaches and the prioritization of vulnerable groups. The development of a single over-arching DRM Law will also further strengthen the integration and prioritization of HFA goals within Viet Nam's approach to sustainable development.

## Future outlook

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### Area 1

*The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.*

#### **Overall Challenges:**

All ministries, sectors and provinces are currently developing their 5 year development plans (for the period 2011-2015) and at national sectoral level 10 year master plans are being developed (for the period 2011-2020). This is an extremely important opportunity to ensure that disaster risk considerations are or will be considered. The National SEDP 2011-2015) will then assimilate these plans next year. It is difficult to conclusively state the extent to which DRR is being considered, however the review team was able to see a number of draft provincial SEDPs and sectoral plans and it does appear that DRR considerations are included to some extent – they have their action plans to refer to. All 63 provinces and most ministries have developed action plans for the implementation of The National Strategy on Disaster Prevention, Response and Mitigation until 2020 (2007). In general, there is rather a heavy focus on structural measures as well as measures related to water-related disaster events. Timing though is a key challenge because there are a number of key activities which need to be carried out in the near future but which will need to be integrated and budgeted for in the 5 and 10 year plans currently being developed.

Another key issue is that of inter-sectoral coordination in the elaboration and implementation of the plans. Traditionally this has been a weak area for Viet Nam and it is not only important for DRR but more broadly for sustainable socio-economic development. Clearly though there is need for improved inter-sectoral coordination in order that plans do not conflict, compromise the effectiveness of other plans

to reduce vulnerabilities or indeed through their cumulative effect actually serve to increase disaster risk impacts or vulnerabilities. There is also a need for a more coherent, integrated and structured approach towards DRM planning as opposed to dealing with specific hazards such as floods or earthquakes individually. There are institutional coordination issues which should be resolved

Further challenges lie in having sufficient financial and human resources to implement the plans and adequate provisions must be provided here. This should include substantial funding of non-structural measures in particular capacity building programmes.

#### **Future Outlook Statement:**

There is a critical need for VN to mainstream DRR measures in all sectors due to the cumulative pressures of climate change, the increased intensity/occurrence of natural disasters, increasing economic disparities and population growth. Time is also of the essence since by early 2011 all sectors and provinces will have developed their five-year plans as well as 10 year Master Plans (2011-2020). The National SEDP for the period 2011-2015 will be passed by the middle of next year. There is thus an urgent need for DRR measures, both structural and non-structural to be included in national, provincial and sectoral plans and programmes.

One of the most important upcoming developments will be the elaboration of a new DRM Law intended to be completed by the end of 2012. Initial consultation has already taken place and this new legislation will be a holistic, comprehensive piece of over-arching legislation to coordinate and integrate DRR within all sectors. At present although there has been considerable progress in terms of legislative development with regard to DRR issues, it is currently rather disparate and needs to be combined, and strengthened in one consolidated document.

Implementation of new CBDRM Decision 1002 and forthcoming programme should make a considerable difference in terms of improving DRM planning processes through facilitating the uptake of information from grassroots levels into higher levels of development planning. It should also contribute significantly towards the collection of up to date hazard risk and vulnerability data and a more integrated approach to DRM planning. Capacity building and awareness raising are central to this decision and its implementation.

## **Area 2**

*The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.*

#### **Overall Challenges:**

There are certain institutional challenges for the way in which DRR policies, legislation, projects, programmes and activities are designed and implemented. The standing office of CCFSC is under MARD with DDMFSC as the focal point. This perhaps unsurprisingly leads to the high prioritization of water-related DRR interventions, meanwhile the Department of Hydrology and Meteorology under MoNRE is responsible for climate change. There is considerable overlap in some areas between DRR and climate change activities whilst there are also certain gaps in other areas

Another significant deficiency at present is the fact that a National Multi-stakeholder Platform for DRR is yet to be established. Challenges in this domain relate to debates and discussions as to which agency will host the platform, what should be its administrative function, and how will its operations be financed amongst others.

The need for addressing gaps in capacity has been highlighted throughout this review. In areas such as the collection and presentation of hazard risk and vulnerability data and DRM planning there is the need

to develop and achieve consensus on standardised tools (e.g. VCA, CBDRM and DANA), training materials and programmes need to be developed accordingly and courses, qualifications and standards institutionalized and applied for public sector staff at all levels and a CBDRM programme developed and rolled out. Such a CBDRM programme would also need to strengthen the capacity of communities to participate effectively in CBDRM processes through the establishment of recognized community-based institutions and training for their members. The increased participation and voice of vulnerable groups and CSO involvement in decision-making in turn needs to be matched by improved performance in government service provision in terms of being able to integrate community-based plans into the SEDP and sectoral planning frameworks. Finally of course there needs to be adequate provision of financial resources to achieve all this. Viet Nam has made notable progress in the development of some appropriate policies and supporting legislation but the challenge ahead will lie in actually implementing those commitments.

#### **Future Outlook Statement:**

DRM Law will address institutional structures and coordination mechanisms with the intention being to streamline climate change and DRR. One of the main provisions in the new DRM law that is currently being discussed may be a single Natural Disaster Management Office to be housed directly under the Prime Minister's Office and this would assist considerably with institutional coordination and in ensuring that DRR considerations are better mainstreamed and would potentially facilitate inter-sectoral planning and integrated approaches to DRM planning. Such an office would also help to identify specific financial resources for DRR and how budget allocations may be broken down – at present there is no overall national budget for DRR and DRR financing is split firstly amongst each of the sectors/ministries and then secondly amongst the provinces. With one office for DRR, it would be possible to determine exact budgets for different types of measures (structural and non-structural) and activities (e.g. awareness raising, construction, capacity building, monitoring etc).

The formation of a national multi-stakeholder platform is currently being discussed and should be a priority in the immediate future. Such a platform would bring together relevant government agencies, civil society organizations and the private sector in order to facilitate the development of strategic approaches, stakeholder coordination, aid harmonization and efficient allocation of financial resources, lesson sharing and improved performance of stakeholder institutions overall.

Following Decision 1002, a CBDRM Programme needs to be developed, agreed and finalized in order to realize the ambitious government targets set forth in national policy and the Decision. At present the programme is planned to reach 6,000 communes. The implementation of the programme should have a profound influence on DRM planning mechanisms and procedures and significantly strengthen communities and community-based institutions.

### **Area 3**

*The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.*

#### **Overall Challenges:**

This HFA Outlook area is an interesting one for Viet Nam as these are issues that the country is only just beginning to consider. The increased occurrence, intensity and severity of natural disasters combined with a rapidly expanding population and the fact that as a result of rapid economic growth the country now has more physical assets (and they are of greater economic value) has meant that the costs of post-disaster response, recovery and reconstruction are increasing in real terms. The size of the population means that the economy has to sustain existing growth rates just to remain stable and the costs of reduced productivity, trade and economic activity resulting from disaster events (as well as the

physical costs of recovery and reconstruction itself) are increasing. Viet Nam can no longer afford lengthy delays in recovery and reconstruction. That said there are very sizeable funding gaps in terms of the national budget being able to respond, recover and reconstruct in post-disaster situations. A key challenge lies in being able to mobilize financial resources and quickly in order that the economy remains on track and that the country is able to grow and develop sustainably.

At present, in the aftermath of a disaster the government at national and provincial levels maintains a contingency allocation of 2-5% of their respective budgets and the national reserve can be called upon in extreme circumstances. This is typically sufficient for emergency response operations but there are very large funding gaps for recovery and reconstruction, meaning that there are significant delays in reconstruction activities of potentially several years until particular projects receive funding under the provincial construction budget. It also means there is limited social protection and revitalization of lost livelihoods and small/medium sized industries for disaster affected communities and enterprises.

There is a limited range of insurance products available and there is not a culture of using insurance products. There is considerable need for the development of stronger public-private partnerships in this area in order to better support the recovery and reconstruction of communities in the aftermath of a disaster.

There is no legal framework at present for post-disaster reconstruction. There are therefore no regulations enforcing international standards in post-disaster reconstruction. Additionally, with limited funds for post-disaster reconstruction, the usual decision is based on a short term mentality to spread what financial resources there are in an effort to reconstruct more buildings or infrastructures but at the detriment of not adhering to build back better guidelines for hazard-proofing. There is limited awareness of such guidelines and standards and even with legislation and guidelines in place the monitoring and enforcement of regulations and standards would present considerable challenges for the relevant agencies (including further investment).

There are generally insufficient resources for post-disaster livelihood recovery programmes but where they do exist there is a general lack of consultation with affected communities on appropriate recovery options and gender issues are poorly addressed in response, recovery and reconstruction.

#### **Future Outlook Statement:**

Implementation of national policy will require further investment of resources to ensure that disaster affected communities are built back better. A more structured approach to post-disaster recovery and reconstruction is also required for the future, and this will necessarily have to include a fairly substantial reform to the way in which post-disaster recovery and reconstruction is currently financed. The GoV is presently considering various risk financing options in order to allow for a more flexible financial mechanism which will allow greater and quicker access to more funds which can be allocated to post-disaster recovery and reconstruction. With potentially greater funds available this should potentially enable the GoV to be more strategic about recovery and reconstruction with longer term visioning.

Improved tools for conducting damage and needs assessments (currently being reviewed and piloted under the SCDM project) in the aftermath of disasters will also assist greatly in determining more accurately the required costs for recovery and reconstruction. These tools will also include standardised cost norms. This in turn should allow for a more efficient allocation of post-disaster recovery and reconstruction funds in the future.

The DRM Law under development will need to include provisions relating to post-disaster reconstruction and the necessary standards required. It will then be necessary to develop ancillary legislation, guidelines, standards and regulations for post-disaster recovery within the context of each disaster zone in Viet Nam. The MoC has already approved and disseminated a number of hazard-proof construction models to the provinces but further follow-up in this regard is a priority.

Public-Private partnerships are required in the future to relieve some of the burden of post-disaster recovery and reconstruction costs and this can be expected to be an important area for further exploration in the near future and certainly it would be a key issue for any Multi-Stakeholder Platform that may be established in the future.