

# Viet Nam

## National progress report on the implementation of the Hyogo Framework for Action

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# Strategic goals 1

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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:**

On 16th November 2007 the Prime Minister of Viet Nam signed the decision No. 172/2007/Q&#272;-TTg to approve the National Strategy for Natural Disaster Prevention, Response and Mitigation to 2020 with the following objectives:

National strategic goal statement:

- Ensure that the development planning and building codes of socioeconomic structures and residential areas in places frequently affected by disaster suit to regional standards for flood and storm control; and socio-economic development plans and sectoral plans are integrated with the strategy and plans of disaster prevention, response and mitigation for a sustainable development;
- Complete the relocation, arrangement and stabilization of the life for people in disaster prone areas according to the planning approved by authorized government agencies. Up to 2010, manage to relocate all population from flash flood and landslide high-risk areas and dangerous areas to safety places.

## 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:**

National strategic goal statement:

- Strengthen the leading bodies of disaster management at ministries and sectors, and at both central and local levels;
- Enhance the capacities of forecasting flood, storm, drought, seawater intrusion, of informing earthquake, of warning tsunami and extreme hydrometeorology phenomena, of which the focus is given to increase the early warning of storm and tropical depression to 72 hours in advance;
- Ensure 100% of local staffs who directly work in the field of disaster prevention, response and mitigation at all levels to be trained and strengthened of capacities for disaster prevention, response and mitigation; ensure more than 70% of population living in disaster prone areas to be disseminated of knowledge on disaster 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:**

National strategic goal statement:

- Direct the collaboration and cooperation among forces of search and rescue to take initiative in responding to emergency situations; ensure adequate investment for construction of technical infrastructure and facilities, for procurement of equipment and for human resource development to deal with disaster search and rescue in line with the Master Planning for Search and Rescue to 2015, with

vision up to 2020 approved by Prime Minister on Decision 46/2006/Q&#272;-TTg on 28th February 2006;

- Ensure safety for the dyke systems at provinces from Ha Tinh province up to the North of the country; improve the flood-resistant capacity of embankment systems in the Coastal Central region, Central Highlands and the Eastern South; complete the consolidation and upgrading of sea dyke systems all over the country to protect population, develop the sea economy, and ensure national security and defense in coastal areas;
- Ensure safety for reservoirs, especially the large reservoirs and the ones related to crowded residential areas, to politically, economically, culturally sensitive areas, and to important structures of national security and defense downstream;
- Complete 100% of construction of storm shelters for boats and ships according to the planning approved by authorized agencies;
- Complete the fishery communication system; ensure that 100% of offshore fishing boats and ships have sufficient communication equipment; sign treaties on sea rescue with other nations and territories in the region.

## 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

#### Description:

Vietnam has developed and promulgated relevant legal documents for natural disaster prevention, response and mitigation, such as Law on Dyke, Water Resources Law, Law on Forest Protection and Development, Law on Environment Protection, Land Law, Law on Natural Resources and Minerals, Law on Fisheries, etc., Ordinance on Flood and Storm Control, Ordinance on Exploitation and Protection of Water Resources Structures, Ordinance on Exploitation and Protection of Hydro-meteorological Structures, Regulations on early warning and prevention of earthquake and tsunami, etc. Decrees to guide the implementation of laws and ordinances have also promulgated. Those mentioned documents are the legal corridor for natural disaster management in Viet Nam with decentralized responsibilities and capacities at all levels, particularly the CBDRM. Those legal documents also outline the rights, roles and responsibility of the citizens and the government authorities in implementing democratic values in the community and allow the community and citizens to fully participate in any planning activity including disaster prevention. The Vietnamese government has also decentralized responsibilities and allowed local authorities to actively manage natural disasters in three stages: before, during and after the disasters.

Policies and legal frameworks with decentralized responsibilities and capacities at all levels: Vietnamese government has paid attention to the development and decentralization of responsibilities in disaster risk reduction activities.

People's committee of provinces and municipalities: Develop disaster prevention, and response of their localities, actively rearrange residential areas, mobilize resource available at their areas to implement the disaster risk reduction as well as search and rescue when disasters occur in their areas.

Central committee for flood and storm control (CCFSC): Improve the institutional mechanisms, delegate the role and responsibility to each member, effectively assist government and Prime Minister to command and implement the disaster management measures, coordinate with Central committee for Search and Rescue to monitor, encourage ministries, sectors, and local government to carry out the DRR and search and rescue annually.

Central committee for search and rescue (CCFSR): Direct relevant ministries and local government to review and check the available equipments, means, and materials for search and rescue at regional centers, provinces, and municipalities, have a plan to timely supplement in terms of quantity, kinds of equipments necessary for search and rescue (e.g. rescue ships and boats, temporary shelters, life buoy, etc.), particularly put priorities for the disaster risk areas.

Direct ministries, sectors to carry out its assigned roles and responsibilities related to disaster prevention, response and search and rescue as well as recover and rehabilitate from the impacts of natural disasters.

Particularly, on 16th November 2007 the Prime Minister approved the National Strategy for Natural Disaster Prevention, Response and Mitigation to 2020 (hereafter the National Strategy) along with the guidelines for developing an annual Action Plan for the implementation of the National Strategy by sectors and provinces. Further to the legal documents mentioned above, key documents of relevance to both disaster management and climate change include the National Target Program to Respond to Climate Change and the Ministry of Agriculture and Rural Development (MARD) Action Plan Framework for Adaptation to Climate Change have been approved in December 2008 and September 2008 respectively. These are the important legal documents to promote the disaster management and climate change response in Viet Nam.

Since 2008, MARD has prepared some initial steps to develop a law on DRR. For example, studies on DRR have been conducted and achieved some preliminary results. Further more, other related ministries also developed and promulgated relevant DRR regulations, such as the regulations on prevention, response and recovery from floods for all kinds of transportation, regulations on communicating, and reporting mechanisms in responding to natural disasters.

### **Context & Constraints:**

DRR is a comprehensive field. It is required not only to specifically invest in prevention, response, and mitigation activities, but also integrate into social-economic development process. The legal frameworks on DRR need to be regularly reviewed, and updated in the face of climate change context. Furthermore, the awareness of disaster and climate change in Viet Nam is still limited.

The regulations for promulgating legal documents indicate that relevant stakeholders and citizens need to be consulted during the legal development process, particularly the legal documents related to disaster prevention, response and mitigation. However, the consultation with local communities is a big challenge since it is required to enhance the awareness of communities on the legal development process and this is not an overnight process.

#### **Proposed solutions**

Current legal framework for DRR should be reviewed, updated, and readjusted. The new legal framework should clearly determine the roles and responsibilities of key agencies at national levels, decentralize the roles and responsibilities to local authorities, and have a clearer operational mechanism for relevant government authorities and agencies from local to national levels. It should also be a legal corridor for all DRR activities in which community participation in disaster management is strongly encouraged.

### **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

**Description:**

In the first year of National Strategy implementation, almost all ministries and provincial governments have developed the DRR action plans for their sectors and provinces respectively. Thus, in recent years the allocation resources for disaster prevention, response, and mitigation have been prioritized and gradually increased, particularly the national budget for disaster management. Local governments have also mobilized all available resources from local communities, civil societies, and international organizations for DRR.

Annually, the loss and damage caused by natural disaster is approximately one percent of GDP of Viet Nam. Current capacity of Viet Nam including resources from local to national government partially meets the need for current DRR. Most of the resources have been used for emergency response, recovery and relocation after the disaster. The contribution from civil societies, NGOs, and international organizations is significant. However, with the increasing of severity and frequency of natural disasters it partly contributes to the need for DRR at the high risk or frequently affected areas.

**Context & Constraints:**

In the past five years, financial and resource allocations to local governments have been used effectively. However, the capacities of staffs working in DRR sector need to be enhanced.

The biggest challenge is how to balance the limited budget for both the sustainable socio-economic development and disaster risk reduction in the context of increasing the impacts of natural disasters. The limitations of planning and implementation of DRR in Viet Nam have been gradually reduced.

Proposed solutions:

The State should promptly develop and promulgate DRR law and regulations in which the self-reliance fund for DRR at village and commune levels should be promoted and developed as stated in the National Strategy.

The capacities of relevant authorities and agencies for DRR should be enhanced through education, and training. Furthermore, a regular evaluation and monitoring of DRR should be implemented, and advanced sciences and technologies for DRR should be regularly applied and updated.

**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

**Description:**

In the past years, In Viet Nam the participation and contribution of communities in DRR is huge. Viet Nam has been recognized as one of the countries that have greatest contribution of people in DRR. The activities from the central government, ministries, and local authorities to prepare and respond to natural disaster have been widely implemented by people living in high-risk areas. The “four-at-site motto” (command at site, forces at site, materials and equipment at site and logistics at site), the core principle in disaster response in Viet Nam, has been promoted and practiced annually. Local authorities and communities have actively participated in the disaster prevention, response and mitigation in their communities and localities.

Local governments have been gradually allowed to increase their autonomy to manage their local budget directly. Civil societies, NGOs, and international organizations have actively implemented CBDRM projects and programs. Through these programs the rights, responsibilities, and participations of

communities in the process of projects/programs development and implementation have been strengthened. However, these projects/programs lack the systematic coordination as most of them are the pilot projects/programs and follow some certain criteria to meet the requirements of the implemented organizations and donors.

Recently, MARD collaborates with other ministries and local authorities to develop a proposal for CBDRM program to 2020, which will be implemented national wide. The proposal has been submitted to Prime Minister for approval. This proposed program emphasizes the community participation, and the devolution of authority and management.

### **Context & Constraints:**

As mentioned above, due to the limited capacity of local authorities and communities, and the differences in capacities among local governments, regions as well as urban and rural areas, mountainous and flatland areas, the level of participation and effectiveness of community participation in DRR have limited results. Therefore, the genuine and effective community participation in DRR requires longer time for planning, implementing, monitoring, and evaluating the projects/programs with the real participations of all relevant stakeholders. Moreover, mobilizing the participation of vulnerable groups faces many challenges as their socio-economic conditions and capacities are limited.

CBDRM is an approach widely accepted by many stakeholders. However, it is required radical change in the perception of people and government from local to central levels as the central planning approach has been practiced long time in Viet Nam. Local governments need to share, and collaborate with local communities and vice versa local communities need to actively participate in the process of planning and implementation. It is required strong efforts to bridge the gap between policies and implementation. Another challenge is the integration of gender, children, and vulnerable and disabled people into the DRR action plan as this is a new issue to local communities. It is a common perception that “DRR is the responsibilities of men and government”.

### **Proposed solutions:**

Human resources development and socialization should be recognized as a gradual process and priority will be given to the building of safe community and the enhancing disaster preparedness capacity of individuals through mass media and propaganda. Suitable mechanism to build a voluntary task force at villages and communes vulnerable to natural disasters and to mobilize the contribution of human resources and financial support from residents and corporations should be identified. It is also vital to provide specialized training in order to strengthen human resources to meet requirements of natural disaster prevention, response and mitigation, especially human resources in advisory and administration agencies related to disaster management, especially at central, provincial and district and commune levels.

## **Core indicator 4**

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

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

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

### **Description:**

Annually, Vietnamese government organizes regular national meetings at central levels to review, and evaluate the DRR activities. Other workshops and forums for sharing experiences in DRR are also organized. These meetings and forums have been paid widely attentions and attended by many relevant ministries and government from local to central levels. Particularly, the DRR information has been integrated and disseminated to local communities prone to natural disasters through cultural activities, anniversaries at villages and communes. These are the important platform to enhance the capacities



and raise the awareness of people in DRR.

Besides the activities carried out by the government resources, the activities for information sharing and dialogue have also implemented widely by foreign organizations. NDMP's Inter-Agency Working Group (IAWG) and Disaster Management Working Group (DMWG) have been established and regularly organized workshops and forums to discuss the concerned issues

These may be considered to partly fulfill the requirements of a "national multisectoral platform" for DRR as defined by UNISDR. However, at current stage Viet Nam has no fully functioning "national platform" for DRR with clear mechanisms and policies.

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

Some ministries and local governments have not paid enough attention to DRR issues. Therefore, many meetings and forums have not fully participated. In order to increase the effectiveness of the Platform for DRR, it is needed to develop in which the roles, and responsibilities of relevant stakeholders are clearly identified. In addition, the experience and information sharing activities, and policy dialogues at village and commune levels need to be strongly encouraged. The involvement of ministries and local communities and relevant stakeholders, particularly private sectors should also be encouraged.

Proposed solutions:

A national multisectoral platform for disaster risk reduction with all functions as recommended in HFA is crucial. Therefore, it is important to have a plan to develop a National Platform led by government with the supports from donors.

## **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

#### **Description:**

Some line agencies, ministries and local authorities have developed natural disaster related databases for their own sectors and purposes. Particularly the statistical system has been developed from commune level to central level. This is a specialized system for collecting the socio-economic development of Viet Nam, in which disaster related data has been included. The data has been regularly updated annually.

With their capacities and resources, some line agencies, ministries and local authorities have actively carried out disaster risk assessment for their sectors/localities, such as the disaster risk zoning maps, hazard maps based on available information. In addition with the supports of foreign projects, the risk assessment has also implemented in project areas.

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

Current system for collecting information and data related to disaster does not cover all countries and sectors. It is developed for some specific purposes of some sectors and localities. This information system is not developed for sharing. The risk assessment is only in the pilot stage in some disaster prone areas and not updated and reviewed annually.

There is not a standardized risk assessment approach and method for relevant stakeholders to apply. Therefore, it is difficult to use and error-prone. Moreover, the maps are not overlapped even in the same



areas. Hence, comprehensively analyzing the risks including hazard data and vulnerability information is a real challenge. Furthermore, disaster risk assessment is not required in the socio-economic development projects and plans

Proposed solutions:

In order to solve above motioned challenges, it needs to standardize the risk assessment methodology, and risk mapping with the agreement of all relevant stakeholders. Risk map, and hazard map should follow a consistent standard of GIS format in order to optimize the use and retrieve the information.

The Disaster Management Center, DDMFSC should develop a system to store and share the standardized database and maps. This is to ensure the effective use of standardized and approved risk information and assessment. Any relevant authorized stakeholder can contact DMC to obtain data.

Secondly, the policies and guidelines should be developed and disseminate widely from local to central levels to ensure the development of information system for DRR including hazard database, vulnerability information, risk assessment highly reliable.

## **Core indicator 2**

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

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

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

### **Description:**

Statistical system from central to local levels is developed to monitor, archive and share information on socio-economic development nationwide in which hazard and vulnerabilities information is included.

In the disaster prevention, response and mitigation sector, information system has also developed, updated and archived through the CFSC system from central to commune levels. The disaster-related damage information is collected and archived in two different formal systems. One is the data collection system of CCFSC for the purposes of emergency response and another is the system of General Statistics Office (GSO) used for long-term statistical purposes. Additionally, some NGOs and international organizations have the damage and need assessment data of some specific disasters. Another system to monitor, archive and disseminate data on key hazards and vulnerabilities is the webpage and the monthly newsletter of NDMP. The information in this system is available in both Vietnamese and English and free access for all stakeholders.

### **Context & Constraints:**

Lack of DRR related information is a big challenge to ensure the rights of communities to participate in DRR planning and implementing process. When the information, and data on disaster risk, resources, and the information of policies are not clear and detail enough, the development and implementation of DRR action plan with the participation of communities will face difficulties.

Proposed solutions:

Current system and mechanisms of NDMP to monitor, archive and disseminate data on key hazards and vulnerabilities is seen as useful and effective. Therefore, its existing role and performance should be enhanced and improved.

However, in order to sustain the functions of NDMP, it needs to be integrated into the government system and its autonomy should be strengthened. Only those Government staffs whose work are directly linked to the functions of NDMP have shown genuine interest in the management and strategic direction of the Partnership.

One of the options is that the NDMP Phase III should be a core component of DDMFSC with the support of donors. Then, the function and mandate of NDMP should be upgraded and strengthened to be a national platform for DRR fully integrated into Government system.

### 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

#### **Description:**

Recently, disaster early warning information has been disseminated through two channels: a government system, and a mass media system (television, and radio). The government system disseminates the information down to local communities through the CCFSC communication networks by using telephone, fax, and finally by loudspeaker system to the local people. However, at some isolated areas the disseminating early warning message to as well as receiving reports from on the disaster situation is difficult due to the poor communication system such as no landline or mobile phone system available. Moreover, Radio the Voice of Viet Nam (VOV) in collaboration with relevant agencies timely and promptly disseminate the information of disaster, of the response and recovery activities. In 2008, VOV has completed all the procedures to start the first phase of "East Sea radio signal coverage project" which can cover the sea areas up to 3,500km. VOV also built small and medium radio stations at northern mountainous areas, valleys, and weak-signal areas. It is planned that by 2009 99% of all residential areas have been covered radio signal in order to effectively disseminate the disaster information to isolated and remote areas.

At provincial level, warning messages received from the CCFSC are passed on to the district, which in turn passes to the commune. Though, daily weather forecast are show on Vietnam TV and radio, warnings are given to people using the telephone and fax to all provinces.

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

The geographic and socio-economic conditions of Viet Nam included many isolated and remote areas with limited infrastructures, especially in the areas far from city centers, contributes to the possibility of information gap on the dissemination of early warning information at the community level. Furthermore, the limited capacity at the local levels in understanding or comprehending the early warning information and its preparedness measures in responding to early warning also adds the challenges face by the country.

#### **Proposed solution:**

Ministry of Information and Communications, VOV, VTV, other ministries, and local authorities should strengthen, upgrade, and develop the disaster early warning systems at local levels to ensure the warning message can reach to the remote and isolated communities before and during the disasters.

Education or knowledge on various hazards and vulnerabilities should also be increased, especially to relevant communities so that they could understand and response effectively toward the early warning information that they receive. The utilization of local wisdom and knowledge can also enhance the acceptance of local community as compared to scientific early warning information.

### 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:**

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

#### **Description:**

At local level, some provinces have paid attention to regional/transboundary disaster risks in their provincial disaster risk assessments. MARD is the technical ministry responsible for the overall disaster

management and reviewing structural measures that consider the balance of cost and benefit of different regions and areas. For example, in 2007 Prime Minister approved the flood mitigation plan for Red river delta, and MARD reviewed existing plans for flood mitigation in Mekong delta. In 2008, Ninh Binh, Thanh Hoa, Nghe An, Phu Tho, Vinh Long, Phu Yen, Hai Phong, Bac Giang Provinces and Hanoi City have completed the flood reduction plan in which the trans-boundary risks have been taken into account. At national level, the bi/multilateral corporations with other countries in Mekong region like Thailand, Laos, and Cambodia through MRC have achieved some preliminary results such as the strategy for flood mitigation and management of the lower Mekong basin with a view to regional cooperation on risk reduction developed and implemented.

### **Context & Constraints:**

At local level, the trans-boundary risks have been taken into account. However, it is still common that each community and province tend to more emphasize its benefits than the risks of others. These are the big challenges of dealing with the trans-boundary risks.

There are existing and regular cooperation and collaboration agenda on socio economic, trades, and security between neighboring countries, local authorities, but the cooperation on risk assessment and disaster risk reduction has not been initiated and established well and joint planning on disaster risk assessment and risk reduction between neighboring countries and local authorities have not be developed and implemented.

There are few efforts of local, international and regional organizations to provide technical and financial support to strengthen cooperation, collaboration, and mechanisms of regional cooperation on risk assessment and risk reduction.

Proposed solutions:

Trans-boundary risk assessment should be a must for any structural measures, particularly large-scale infrastructure project.

Assessment on country framework to identify the gaps, needs and priorities for developing joint plan and mechanism to implement the plan and to develop procedures of cooperation on risk assessment and risk reduction. Neighboring countries and local authorities should include disaster risk assessment and risk reduction into regular and permanent agenda of cooperation and collaboration through joint plan and implementation. Increasing engagement and involvement of local, international and regional organizations to provide technical and financial support for strengthen regional cooperation on disaster risk assessment and risk reduction.

## **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:**

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

### **Description:**

The Standing Office for the CCFSC is the focal point of DRR in Viet Nam. The Office has been collected, and archived relevant disaster databases in different formats. The main database is the disaster-related damage information. There are two different formal systems. One is the data collection system of CCFSC for the purposes of emergency response and another is the system of General Statistics Office

(GSO) used for long-term statistical purposes. Additionally, some NGOs and international organizations have the damage and need assessment data of some specific disasters. Most of disaster-related databases are not archived in a standardized format and mainly the data related to damage caused by natural disaster at provincial level by the disaster event.

Another system to monitor, archive and disseminate data on key hazards and vulnerabilities is the webpage and the monthly newsletter of NDMP. The information in this system is available in both Vietnamese and English and free access for all stakeholders.

### **Context & Constraints:**

The disaster information database includes many other sectors. The Vietnamese government has gradually improved this database. Due to the budget limitation, current database management mechanisms need to be paid more attention. The limitations of resources such as human, finance and technique are the biggest challenges.

Proposed solutions:

To ensure the information easily accessible, besides the disaster information sharing system it is needed a specialized team to update the information at least at national level. Disaster related information should be shared via mass medias, newspapers, CCFSC webpage, and PCFSC webpage. The NDMP webpage should act as a hub to share the information between governments and other NGOs, International organizations.

Current system and mechanisms of Viet Nam to monitor, archive and disseminate data on key hazards and vulnerabilities is seen as useful and effective. Therefore, its existing role and performance of DDMFSC should be enhanced and improved. However, in order to sustain the functions, it needs to be integrated into the government system and its autonomy should be strengthened.

Need more investment on facility, modern science and technology, particularly the specialized staffs to effectively link the data and information from Government to CCFSC and other ministries, and sectors.

Develop standardized database and strengthen the awareness raising on information sharing

### **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

### **Description:**

Integration DRR concepts and practices into school curricula, education material and relevant training is clearly indicated in the National Strategy. However, the current level of integration is still limited, only some pilot projects in the high-risk areas have introduced disaster knowledge into schools. For example, there are some good practices of integrating disaster risk reduction concepts into primary schools in Mekong delta and Central provinces such as Dong Thap, Tien Giang, An Giang, and Thua Thien Hue, etc.

In addition, International Red Cross and Viet Nam Red Cross developed a set of disaster prevention guidebooks for grade 4 and 5 at primary schools. Over 15,000 primary school teachers and over 600,000 primary school children were trained in the material: "An introduction to disaster preparedness for primary school children" in 27 disaster prone provinces

Provincial government also organized educations and trainings on disaster preparedness for communities frequently affected by natural disasters through CBDRM projects/programs implemented in their provinces. These training specifically focus on the disaster risk reduction concept and practices, the preventive measures. The simulation exercises with local communities are also organized before the disaster seasons.

Recently, MARD has developed a proposal for CBDRM program to 2020, which will be implemented

national wide, in which the integration of DRR into school curriculum, and materials is strongly emphasized.

### **Context & Constraints:**

The absence of guidelines from Ministry of Education and Training on how to integrate DRR into school curriculum, education materials, as well as relevant trainings (through both, extracurricular and local content), has caused difficulties for schools to implement their efforts on DRR integration. Furthermore, the load of current school curriculum for students have been perceived as “burdensome”, as such schools and teachers are also facing challenges in finding ways to integrate DRR into their existing school subjects. The limited capacities and human resources at schools are also another challenge.

Proposed solutions:

It is necessary to develop and enhance the capacity of human resources and concrete guidelines for DRR integration that would enable the implementation of DRR integration into school curriculum and education materials, as well as relevant trainings. With the availability of capable human resources, it is expected that schools and education system at local level could become more creative and innovative in their efforts for DRR integration.

In addition, it is also necessary to develop guidelines at the national level for integrating DRR into school curriculum, such as through extra and intra curricular and local content as part of the current existing school subjects, including schools. When such guidelines is made available at the national level, schools and education system at the local level can utilize that guidelines as their basis in developing DRR integration that is according to the context, situation and condition of each local area. To support the implementation of DRR integration, it is also necessary to provide and make available material or readings related to DRR.

### **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

#### **Description:**

Various stakeholders have developed some tools for multi-risks assessment and analysis. However, in Viet Nam there are two tools: Hazard Vulnerability Capacity Assessment (HCVA), and Vulnerability Capacity Assessment (VCA) that are commonly practiced among NGOs.

Several organizations have applied GIS technologies to develop disaster risk maps with the participation of communities. Multi-risk assessment and cost-benefit analysis of flood risk mitigation have been carried out in several major river basins, such as Huong river basin and Mekong delta. Guidelines on flood risk assessment and, and on integration flood risk mitigation into damage assessment has been applied in several provinces.

Particularly, Damage Assessment And Needs Assessment (DANA) has been developed with the intention to be a national system on assessing disaster damage and aid needs. It includes a system of indicators on summarizing damage caused by natural disasters, emergency relief needs, the needs for recovery during the temporary period after disasters and the needs for post-disaster reconstruction; DANA guided the implementation of indicators collecting, the system to export quick and comprehensive reports on damage and needs assessment. In addition to the information form, DANA also comprises software for the analysis and storage of natural disasters statistics.

This system was jointly established by the Standing Office of CCFSC, GSO with the participation of some local and active international social organizations in the field of prevention and mitigation of natural disasters in Viet Nam such as the Red Cross family, Oxfam Hong Kong. UNDP provides financial support for the development of the system. This system is currently tested in some provinces and it is



estimated to be trained and used widespread throughout the country. It is notified that once approved by the government, the system will be commonly used between the GSO and the CCFSC.

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

Numerous tools, methodologies, and guidelines for multi-risk assessment are available in Viet Nam. There are several challenges in applying these tools and guidelines because each stakeholder has developed different tool and method for risk assessment as a result the risk assessment varies from stakeholder to stakeholder. Hence, the usage and sharing of risk assessment information is very limited. Another challenge is the limited capacity and competency of tool users. For example, during the development process of risk assessment tools, only several trainings were organized for the users with the expectation that these users will become trainers for these tools. This is facing difficulties. Furthermore, some tools have been developed without the real participation of communities and therefore they are impractical and not applicable.

Proposed solutions:

- Need to review, develop and approve a standardized and applicable methodology and tool for risk assessment.
- Need to enhance the capacities of tool users including relevant staffs at local levels, communities, national experts, etc.
- Need to collaborate, coordinate, and standardize the available methods and tools developed by stakeholders.
- Need to develop a risk assessment information sharing system and integrate risk assessment information into the development planning of other sectors.

#### **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:**

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

#### **Description:**

National Strategy emphasizes the responsibilities to enhance the disaster prevention awareness of communities in its specific objectives till 2020. However, to the results of these objectives will only be achieved after a long enough period with continuous and regular efforts of all stakeholders. MARD in collaboration with other ministries and local governments develop a proposal for CBDRM that will be approved and implemented from 2009 to 2020.

Capacity building and training for staffs who directly works in DRR sector have been implemented widely and achieved substantial results. MARD has also developed a proposal on education, and training in order to standardize the training and education materials and strengthen the coordination among ministries, provinces in their capacity building for DRR activities.

In 2008, MARD has directed relevant agencies to prepare and edit DRR materials and issued guidelines to provincial people's committee and district people's committee to implement DRR activities. Moreover, the "disaster mitigation" newsletter has been issued monthly to disseminate the disaster-related news, guidelines and policies of CCFSC.

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

In the past few years, disaster risk management has significantly reduced the damage caused by natural disasters. However, the loss of lives is still high. According to the statistical information, the number of deaths and injures due to storm are far fewer than due to flooding and landslide. One of the reasons is the lack of regular awareness raising programs on disaster prevention and mitigation. Current disaster

awareness raising is mainly through mass media and not integrated into annual action plan of communities. Moreover, there is no specialized agencies or staffs at local levels for the CBDRM activities and, therefore, the CBDRM at local levels is insufficient and limited.

The materials for enhancing community awareness are inconsistent. Many stakeholders have developed CBDRM training materials and organized training on CBDRM. However, it is needed to review, revise these materials to be applied national wide.

The poor conditions of infrastructures, which are vulnerable to disasters, coupled with the isolated and remote geographical and socio-economic conditions lead to many challenges in implementing CBDRM programs.

Proposed solutions:

The national project proposal on CBDRM needs to be approved and implemented as soon as possible in order to accomplish the objectives of the National Strategy: Ensure 100% of local staffs who directly work in the field of disaster prevention, response and mitigation at all levels to be trained and strengthened of capacities for disaster prevention, response and mitigation by 2020; and ensure more than 70% of population living in disaster prone areas to be disseminated of knowledge on disaster mitigation.

## **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

#### **Description:**

The 5 year socio-economic development plan for the 2006-2010 period has mentioned matters related to natural disaster mitigation, such as solutions based on assessment of natural, economic, social characteristics of the country as well as of each region and solutions for natural disaster mitigation by strengthening capacity of the whole society to deal with the issues. In addition, for each region, there are specific solutions that are suitable for its natural conditions. A monitoring and evaluation framework has also been established.

Several provinces, cities have integrated DRR into land use planning, irrigation development planning, forest development planning and residential relocation planning in the disaster prone areas.

In addition, Viet Nam government has actively collaborated and implemented many multilateral cooperation projects/programs with international and regional organizations for natural disaster mitigation, for example Asian Disaster Reduction Center (ADRC), Asian Disaster Preparedness Center (ADPC), ASEAN Committee on Disaster Management (ACDM), World Meteorological Organization (WMO), Typhoon Committee (TC), Natural Disaster Mitigation Partnership (NDM-P), International Strategy for Disaster Reduction (ISDR), etc.

The cooperation with international organizations, nations and non-government organizations in disaster mitigation such as UNDP, UNESCAP, WB, ADB, etc., has been increased, particularly the cooperation in DRR and Climate Change projects and programs with the emphasis on the integration of DRR into the policies/programs on environment, such as the land use policies, natural resource management policies and climate change adaptation policies.

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



The 5 year socio-economic development plan for the 2006-2010 itself is a document on consolidated and macro scale, including mainly important criteria, orientations, plans and solutions. As a result, it cannot contain all details of a specific topic such as integration of natural disaster risk management (as well as many other topics that need the integration). This is truly a challenge of implementation of integration.

In general, integration contents of natural disaster prevention, response and mitigation have not integrated in a comprehensive manner. They are mainly socio-economic development and environment protection solutions. Somewhere has mentioned natural disaster prevention, response and mitigation, but is dispersed in a small scale and has not followed a unique system of a comprehensive approach according to the National Strategy requirements. In some sensitive areas such as aquatic product development, coastal economy and environment, detailed indexes are not integrated. In the fields of infrastructure construction and transport and traffic, sustainable indexes of the works in areas which are most frequently suffered from natural disaster are not delivered, such as: investment rate, design, construction materials, ect. or in North Central Region and Southeast Coastal Region, it is necessary to have criteria on infrastructure and housing designs and construction of housing models that are appropriate for flood and storm areas, etc (according to the National Strategy on Natural disaster prevention, response and mitigation until 2020)

In addition, indexes and solutions for each sector, industry, territorial area and field are limited to listing work heads and do not identify roadmap, process and assignment of responsible agencies, and co-operation of implementation agencies according each roadmap and the monitoring, keeping track of and taking over products, including work and non-structure solutions for natural disaster prevention, response and mitigation.

Investigating in deep in each sector, it can be seen that many sectors have not mentioned the detailed criteria and solutions that reflect contents of integration in the development plan of such a sector. Natural disaster prevention, response and mitigation and risks due to natural disaster did not even mention. The Plan has some integration contents but the implementation organization has not assigned for any particular agency.

Proposed solutions:

Due to the above-mentioned limitations and according to spirit of National Strategy, it is necessary to have a roadmap to push up the integration into strategies, planning, and socio-economic development plans at national level. At the same time, it is also necessary to promulgate documents as soon as possible to instruct the integration of natural disaster mitigation for sectors and levels (provinces, sectors and development programs, hunger elimination and poverty alleviation programs, investment strategies activities of different partners in Vietnam's territory, etc.).

## **Core indicator 2**

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

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

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

### **Description:**

Vietnamese government has many efforts to integrate disaster risk reduction into the socio-economic development, particularly at the disaster prone areas. For example, in the process of developing the five-year socio-economic development plan the roles of provincial government in DRR activities have been taken into account as a component of socio-economic development plan. Annually, the central government directs provincial authorities to develop disaster management plan, and to actively rearrange the residential areas. During the disaster seasons, the response plans should be ready to evacuate people from the risk areas such as the areas near estuaries, coastal areas and landslide prone

areas. The leaders and specialized teams are in place to monitor the DRR implementation at the high-risk areas. Provincial government actively allocates equipments, reserved food, and medicine to communes, and allocates the emergency fund to district levels according to the four in the ground motto, particularly the isolated areas when disasters occur. The detailed plan to ensure the safety of reservoirs is also developed as well as the plan for responding when dyke and dam have problems.

In the socio-economic development plan, local governments have been allowed to use the local budget, central government budget, and other mobilized sources to respond and recover from disasters in order to stabilize the livelihoods of people, recover the productions, repair and reconstruction the damaged infrastructures caused by disasters.

Particularly, in mountainous provinces the early warning systems have been installed in the flash flood, landslide areas. The communication systems and tools are also provided at village and commune levels for the early warning purposes and for search and rescue when emergency situations occur. The local governments actively relocate households living in the high risk areas to the safer places.

### **Context & Constraints:**

The socio-economic development policies and plans implemented to reduce disaster vulnerabilities of communities living in high-risk areas have been taken into account and carried out in some specific programs and projects. However, there are limitations due to the resource constrains.

Proposed solutions:

To overcome the above mentioned challenge, Vietnamese government should provide clear guidance to provinces and cities so that they can develop action plans to implement National Strategy and effectively mobilize all available resources to implement DRR in there provinces and cities.

### **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

### **Description:**

In the poverty alleviation and economic development, it is observed that, the 135 Program, national five million hectare reforestation program, resettlement program, and irrigation development strategy have largely contributed to reform the appearance and capacity of poor villages and communities in terms of infrastructure, socio-economic conditions, which also directly and indirectly enhance capacity of the communities in adapt and respond more effectively to natural disaster for more sustainable development. In addition, in the infrastructure development, the safe harbors have been built with both disaster prevention and transportation/station for aquaculture and capture fishery.

However, within the vision of integration, it has been observed that even though localities have considered and made efforts during the implementation or construction of the projects to avoid possible adverse effect by natural disasters, there has been no clear guidance on the DRR integration in the program content and implementation process, either in principle or technical requirements to ensure the sustainability in disastrous environment; There has been also weakened of linkage with and not fully taken into account about DRR in term of policies, guidance during its implementation. The selection criteria of the Programs areas have not mentioned that the selected communes and villages should be vulnerable to natural disasters. There were partly similar of target areas, objects between 135 program and DRR activities that is being a good opportunities for promotion of the linking and integrating some of activities in order to obtain more comprehensive results, sustainable and multi-benefits from each financial and resources allocated by Government as well as the supporting by Donor's community.

**Context & Constraints:**

Legal framework for sustainable development in Vietnam is in process of establishment and completion. The enforcement of documents under Laws, plan and programs is carried out at relatively independent State agencies and sometimes it is lack of co-operation and linkage right at the beginning of the process by related parties

The integration of natural disaster mitigation into development plans is necessary. However, at the time beings, integration and co-operation regime between plan and action program that contain natural disaster mitigation contents is very new and needs more studies and completion.

Information, data and quantitiveness of criteria of natural disaster mitigation are still small in number and difficult for assessing in term of their quality. Statistics have not paid adequate attention to these criteria. Also, the criteria have not been included in the national statistic system.

Studies on natural disaster are few in number. Assessment on vulnerability has only been carried out on a small and in concentrated scale at commune and village levels in some international non- governmental organization programs/projects. Information documents in this issue are dispersed and lack of unity.

Natural disaster prevention, response and mitigation are tasks of the whole people, however, there is lack of regime on co-operation in order to mobilize the participation of the community and social organizations.

Besides, capacity of natural disaster management and research on natural disaster is limited, especially in the relations with socio – economic development and environment, in other words, in the sustainable development process.

Proposed solutions:

Raise awareness of relevant agencies and people in term of requirement, difficulties, challenges, profits of integration through the advocacy, wider sharing information and dialogues on integrating between development implementing agencies and disaster risk reduction implementing agencies from local to central levels.

Develop and issue guidelines and regulations of active integration by sectors, aspects; promote the cooperation between involving sectors and localities in implementation of sectoral programs, planning and allocation of initial capitals;

Institutionalize the requirement to integrate programs with common target beneficiaries, geographical coverage, standards for design and construction of infrastructure works such as electricity, roads, schools, clinics, houses and public buildings, etc. to ensure the sustainability of the structural works and minimize negative impact of natural disasters

**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

**Description:**

The document called “Plan for 2006 and main objectives and tasks for the next 5 year” of the Construction Sector, there is no sight of integration of natural disaster mitigation. The plan as a whole is merely for developing the sector in terms of technical aspect and growth.

Main tasks and solutions of the Construction Sector that are related directly to natural disaster prevention, response and mitigation are designing and implementing construction planning, especially in the sites that are frequently suffered from natural disaster. However, in fact, there are 39 provinces and cities have set up urban and rural planning, the whole 93 cities and town, 589 out of the total 621 town and 161 industrial zones have set up their construction planning. The construction planning rate is about 18% of planning communes.

In term of document of the sectoral development plan, the DM integration is not clearly reflected since there is no instruction for the integration. However, the DM somehow is reflected in the current tasks, and in urban and rural construction areas in the whole country.

The construction sector mainly carries out projects that are related to natural disaster prevention, response and mitigation when they are assigned by the Government: From 2001 to 2006, the Ministry of Construction has completed the Phase 1 of Urban Infrastructure Planning in the Central region for flood and storm mitigation and building high foundation against flood in Mekong River Delta with the total investment fund of VND 5,000 billion. At the moment, the Phase 2 of the Urban Planning in Central Viet Nam is being initiated with the total investment fund of about VND 7,000 billion. Planning for coastal and island areas that are frequently suffered from flood and storm, is also developed.

Besides, since 2008 MARD has requested provincial governments to develop and implement the residential relocation projects for the disaster prone areas (e.g. landslide, flashflood, etc.) and the extremely poor areas (e.g. lack of drinking water, basic infrastructure, agriculture land, etc.). The National Strategy has also paid attention to the development the disaster-resistant building codes. Pilot projects/programs have been implemented in which many flood and storm -resistant housing models have been developed and applied in different areas. Moreover, Ministry of Construction has promulgated the guidelines for constructing housings and the infrastructures for the purposes of socio-economic that are taken into account the DRR issues.

### **Context & Constraints:**

Limited awareness of communities on the integration of DRR into development and the limited capacity and resource of households are the main challenges to plan, and implement the residential clusters and residential relocation projects and programs that integrate the DRR issues. In addition, the construction laws and guidelines are not strictly enforced, for example, the violation of construction permits, and guidelines to the master plan is another challenge of DRR integration.

Proposed solutions:

- Strengthen awareness raising and enhance knowledge on disaster prevention, response, and mitigation for communities;
- Continue reviewing, studying and improving the building codes and construction guidelines in the disaster prone areas.
- Monitor the implementation of the construction codes and guidelines and develop mechanisms to enforce those guidelines.
- There should be a policy to support poor households to build a safer housing.

### **Core indicator 5**

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

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

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

#### **Description:**

There are many efforts to integrate DRR into post disaster recovery and rehabilitation processes. For example, after storms several organizations and local governments in Central Viet Nam have rebuilt and repaired the damaged/collapsed houses with the applications of storms-resistant techniques. Public buildings in the flood prone areas have been built with two stories to serve as a shelter during flooding. Particularly, Thua Thien Hue province has requested relevant agencies and organization to apply ten-key principles for typhoon-resistant construction developed by Development Workshop in the recovery and rehabilitation processes.

In the areas prone to storms and flood, communities and local authorities have actively participate in the process of recovery planning and implementation. Particularly, several micro credit systems have been

piloted and implemented for safer housing reinforcement. For example, one micro credit program, which is the results of collaboration among local authorities, NGOs, and Social Policy Bank of Viet Nam has been implemented in Thua Thien Hue for the safer housing.

The integration of DRR into post disaster recovery and rehabilitation has been taken into account by governments, particularly at the high-risk areas. However, due to the limitations of capacities and resources, the integration has only implemented gradually step by step.

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

One of the biggest challenges to integrate DRR into post disaster recovery and rehabilitation process is the integration DRR requires longer time while the recovery need to be quick and timely. The weak coordination among actors involved in the development planning of rehabilitation and reconstruction is another challenge. Other constraints identified include the lack of empowerment for local leadership, as well as the lack of community's awareness and competence in applying the disaster risk reduction principles in the implementation of rehabilitation activities and reconstruction. Unfortunately, there is also lack of usage of local wisdom in the reconstruction and rehabilitation process that refers to DRR principles due to the rehabilitation and recovery process are normally supported by outside stakeholders without enough participation of local communities.

Proposed solution:

There is a need to strengthen the coordination and implementation mechanism for reconstruction and rehabilitation amongst multi-stakeholders involved with the planning development post disaster. In addition, there is a need to enhance the empowerment of local leadership and capacity, as well as an increased public awareness or education targeting the disaster affected communities. In areas whereby local wisdoms are in existence, these local wisdoms should be adopted and applied in the rehabilitation and reconstruction process that refers to DRR. For example, the traditional and safe construction techniques that are easy to use and replicate should be promoted.

#### **Core indicator 6**

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

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

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

#### **Description:**

Assessment on natural disaster risks has been made as for investment on construction of State Core works, in terms of: construction location, construction standards, rules for Flood and storm Control. For example, keep away from landslide areas, wind-loading capacity is considered, etc. There are designs typical for flood and storm, Mekong River Delta, Coastal Middle region and every year, documents and profiles called as "Manual for construction rules and standards in Vietnam" and they are handed to Construction Departments of Provinces and Cities". However, special designs for areas that are frequently suffered from natural disaster are not available (for example, design for schools).

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

Constraints or challenges in ensuring the availability and application of procedures for disaster risk impacts on development projects include the weakness in monitoring its implementation and the absence or lack of sanctions for those who violates the spatial planning regulations. The limited or insufficient financial resources to build infrastructures that comply with DRR principles, as well as the limited existing procedures for analyzing disaster risk impacts for infrastructure development are also identified as main challenges in this regard.

Proposed solutions:



It is necessary to increase the level of monitoring on the implementation, law enforcement, as well as sanctions for the violations of spatial planning regulations, building codes, and also other regulations that refers to DRR principles to ensure or enhance the availability and application of procedures for analyzing disaster risk impacts on development projects, especially in the aspect of infrastructures.

Furthermore, it is also necessary to increase the accountability of infrastructure development that is in accordance with DRR principles. There is also a need to develop procedure for analyzing disaster risk impacts on the existing development of infrastructures, as well as the provision of sufficient financial resources to build infrastructures that abides to DRR principles.

## 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

#### Description:

Ministries and local governments have reviewed, and improved the system of the flood and storm control as well as search and rescue in order to meet the requirements of the DRR in the face of increasing negative impacts of natural disasters. For example, ministry of home affairs in close collaboration with MARD, relevant ministries, and provincial/city governments developed a proposal for reviewing, adjusting, and establishing the supporting agencies for DRR implementation at all levels.

Recently, each district/province/city in Viet Nam has its committee for flood and storm controls. However, the main activities of this committee are focusing on response and post disaster recovery. Furthermore, there are several specialized agencies and organizations in major cities that have capacities to carry out research and implement projects/programs related to DRR.

Each ministry has its own regulations for disaster prevention and response, but there is no effective coordination among ministries. This leads to the overlapping in DRR activities and ineffective usage of available resources. The volunteers and staffs responsible for DRR present at all levels. However they need to be trained to meet the required capacity for DRR activities. National Strategy clearly states that disaster prevention is important and DRR need to be integrated into the socio-economic development.

#### Context & Constraints:

The increasing occurrences of disasters have led to the increasing numbers of organizations and individuals who are motivated to provide assistance for disaster affected communities. This situation has caused various actors involved in humanitarian response although some of them may not have the required competence. Moreover, the absence of standardization on the competence as well as the certification of volunteers has also led to the gaps of capacities for humanitarian response.

Weak coordination often influences the function of technical and institutional capacities for DRR that exists in local areas. Fragmentation of mechanism on disaster risk management, due to sectoral, geographic and governmental administrative issues have also contributed to the ineffectiveness and inefficiency of the existing technical and institutional capacities.

#### Proposed solutions

The enhancement of horizontal and vertical coordination, as well as the standardization of technical capacities of emergency response actors should be undertaken before the occurrence of disasters. It is important to develop a coordination mechanism and identify the responsibility of relevant

stakeholders from local to central government in three stages of disaster risk management: before, during and after the disaster.

To increase the effectiveness of coordination in disaster risk management, it is necessary to develop mechanisms for monitoring and evaluation for humanitarian and non-humanitarian agencies

## **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:**

5: Comprehensive achievement with sustained commitment and capacities at all levels

### **Description:**

Every year, before the flood and storm season the committee for flood and storm control from commune to central level organize meetings to review the lessons learned from past DRR activities and plan for the next DRR activities. Representatives of relevant stakeholders have been invited to participate in the DRR planning process. Simulation exercises on emergency response and rescue have also implemented at commune levels depending on the local conditions. Army Force plays an important role in this simulation exercise. Moreover, ministries, and provincial governments have also developed their action plans to implement the National Strategy. So far, CCFSC have received 66 action plans for DRR until 2020 from 10 ministries and 56 provinces/cities.

### **Context & Constraints:**

The main challenges and constrains in the development of the prevention, response, and training drill are: 1) the limited recognitions of the importance of prevention and simulation exercise activities among communities and local authorities; 2) lack of financial resources to carry out simulation exercises widely. Proposed solutions:

To solve the above-mentioned challenges, it is important to enhance the awareness of communities and relevant stakeholders on the importance of prevention, and response to natural disasters. It also needs to develop preparedness plan in the integrated manner and have a adequate budget for disaster management drills.

## **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

### **Description:**

Ordinance on State Budget and Flood and Storm Control has been promulgated and implemented effectively. At national level, there is a clear mechanism and annual budget for response and post disaster recovery. At local level, the development fund has been partially reserved for DRR. The reserved materials for emergency response and recovery have been allocated and effectively managed at all levels and private sectors. CCFSC is a central government body that can mobilize and utilize materials for emergency response in inter provinces and cities while local authorities can mobilize and utilize available resources at their localities for emergency response in the affected areas. Besides, the reserved materials and logistics, government also has contingency fund for the extreme events that go beyond the response and recovery plans.



**Context & Constraints:**

Inadequate resources to implement the DRR plans is a big challenge. Moreover, the emergency response, recovery and rehabilitation activities are limited and not well coordinated. Search, and rescue are also ineffective due to lack of equipments, unprofessional operations, and lack of effective mechanisms to mobilize the full strengths and available resources from communities. Furthermore, annual budget for disaster risk management is limited; in many cases this budget only partly meets the needs of recovery.

In terms of emergency fund or “on call fund”, the channeling or distribution of such funding is still impeded by the unclear mechanism from the national to provincial and district/municipality level. As a result, emergency or “on call” budget reaches the affected district/municipality after the emergency state is over.

**Proposed solutions**

To effectively accelerate the mobilization and distribution of emergency stocks to disaster affected areas, it is necessary to review and improve the regulations/policies regarding the mobilization and distribution means and mechanisms of emergency stocks, etc. Specific mechanisms on mobilization of material and finance for disaster response from communities should be strictly monitored to ensure the effective flow of financial aid channeling or distribution during emergency state. In addition, sufficient operational budget required for distribution or mobilizing humanitarian assistance should be provided.

**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

**Description:**

In the government system, the mechanism to exchange relevant information during hazard event, particularly the early warning information is in place from local to national level through the committee for flood and storm control systems. Before and during the disaster CCFSC send emergency warning messages to PCFSC. These messages are then passed on to the district, which in turn passes to the commune. Warnings are disseminated using the telephone and fax to all provinces through the CCFSC communication networks with more detailed information about the wind speed, flood water level etc. In addition, early warning also disseminated through mass media like Vietnam TV and Radio. At commune level, loudspeaker systems have widely used to disseminate information the emergency message. In several coastal provinces, fishermen have been equipped FM, and ICOM receiver to receive warning message.

Government has a specific regulation on the dissemination during the hazard events, such as the allotted time for disseminating warning information via the mass media. Moreover, relevant information to undertake post disaster review is also posted in the webpage of CCFSC.

Government has a relatively good system for disseminating warning information. However, the risk information, the information on the needs of communities for emergency response and recovery, and the post disaster damage assessment information are very limited and only focused on the loss of properties and lives due to the limited capacity to assess the needs, and the indirect impacts of the disasters.

Among civil societies, NGOs, and International Organizations, the procedure commonly used as means of information exchanges is coordination meetings that are normally organized just before or when emergency situation occurs. However, this coordination meetings are often merely about sharing information and do not provide in depth assessment on the required humanitarian needs. Moreover, usually these coordination meetings are organized intensively only at the beginning of an emergency situation. Various sectors usually provide routine reports that are more descriptive, instead of analytical

and provide reviews on the development of situation. Consequently, such reports can hardly be used as reference in making the right decision on the next steps/action that should be undertaken by stakeholders involved in emergency response.

### **Context & Constraints:**

There are several challenges identified in relevance to procedures of information exchange. The first one is the absence of standardized information management system that can be used in decision-making process. Secondly, the preliminary data when emergency situation just occurs is highly required to make humanitarian response plan and such preliminary data is usually difficult to access or obtain and the available ones are not up to date or contain limited information. Thirdly, the lack of capacity in data analysis that can provide recommendations for decision makers also impedes the humanitarian response to take place effectively and in timely manner. The approaches of International organizations and NGOs in implementing their humanitarian response activities have not been synchronized with the emergency response mechanism used by the Government.

Proposed solution:

There is a need to establish standardized information management system that would help relevant agencies timely make decision. This information system needs to be up to date during emergency situation. In each PCFSC there must be an information management system unit with adequate capacity so that data analysis can be done. As such, recommendations based on data analysis can be provided for decision makers. Since involved stakeholders are not only the government, it is therefore important to collaborate with other existing system that can be adopted and synchronized with the government's emergency response system/mechanism.

## **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?:**

Yes

#### **If yes, are these being applied to development planning/ informing policy?:**

No

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

Viet Nam National Strategy on Natural Disaster Prevention, Response and Mitigation to 2020 covers almost all fields of natural disaster control, mitigation and prevention with the integrated approach in which not only have water-related disasters but also multi-disasters been taken into account. The strategy addresses shortcomings of dispersed documents and policies as they were before. It is the legal base so that sectors and industries can carry out integration of natural disaster mitigation into their Socio - economic development plans in the coming time.

Socio-economic development plan of each ministry and province has mentioned natural disaster prevention, response and mitigation. However, the plan has not followed a system of a comprehensive approach according to the National Strategy requirements. In some sensitive areas such as aquatic product development, coastal economy and environment, detailed indexes are not integrated. In the fields of infrastructure construction and transport and traffic, sustainable indexes of the works in areas which are most frequently suffered from natural disaster are not delivered, such as: investment rate,

design, construction materials, etc.

Studies, analyses, and risk assessments using integrated approach such as risk mapping development, multi-risk assessment have been carried out in several provinces and ministries. Although, risk assessments have been carried out in some provinces, the assessment results have not adequately applied in the DRR project/program development and implementation.

MARD is developing a national CBDRM program to effectively enhance the DRM, strengthen the capacity of CFSC system from local to national levels, consolidate the DRM structure in order optimize the functions and responsibilities of the system. Integrated approach is also considered, analyzed and evaluated during the implementation of this program. The assessment information then will be integrated into development plans and policies of local areas.

## **b) Gender perspectives on risk reduction and recovery adopted and institutionalized**

### **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):**

Gender issues are not paid enough attention in DRM in Viet Nam. For example, the current post disaster damage assessment data has not distinguished the human loss in term of gender. Recent years, although there are some projects and programs have tried to integrate gender issues into the DRR, these projects/programs are still inconsistent and only implemented in some disaster prone areas with NGOs' supports. Therefore, the socialization of DRM activities and awareness raising, particularly the awareness on gender-related issues in DRM need to be carefully studied through which gender issues can be widely integrated, and implemented at community levels. Another issue is that is it common to think that gender is something related to women, in fact gender issues need to consider broader issues of the both women and men and the rights of vulnerable groups.

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

### **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):**

Capacity building and training for staffs who directly works in DRR sector have been implemented widely and achieved substantial results. MARD has also developed a proposal on education, and training in order to standardize the training and education materials and strengthen the coordination among ministries, provinces in their capacity building for DRR activities.

In 2008, MARD has directed relevant agencies to prepare and edit DRR materials and issued guidelines to provincial people's committee and district people's committee to implement DRR activities. Moreover, the "disaster mitigation" newsletter has been issued monthly to disseminate the disaster-related news, guidelines and policies of CCFSC.

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

### **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):**

Vulnerable groups to natural disasters have been adequately considered in the DRR. Many local

authorities have actively developed response plans to ensure the safety of vulnerable group when disaster occurs. Particularly, provinces in Mekong delta have widely implemented the safety programs for children during the flood season, such as Dong Thap, Vinh Long, Tien Giang and An Giang. This program has achieved obvious results. The number of drowned children has reduced significantly. Besides, the establishment the safe shelters for elders, disabled people, and for children, the DRR knowledge sharing programs for them have also widely implemented with substantial results. Social welfare part mentions many objectives and solutions and considers natural disaster risk control and mitigation, such as: build up an effective system of solutions for social rescue to help the poor and vulnerable people when they face with natural disaster risks; to organize training and transfer specific knowledge and experience on natural disaster control; re-planning of residential areas, infrastructure and society in order to create convenient conditions for control and rescue when natural disaster occurs, to organize and prepare facilities to rescue in a timely manner in order to fight and mitigate bad impacts of natural disaster, to instruct the poor to proactively help one another when they face with natural disaster; establish a Sudden Rescue Fund for the poor, etc ... Social policies in order to mitigate vulnerability: the Communist Party and the Government of Vietnam always pay attention to the poor, the disadvantaged group and the vulnerable group. In the recent years, many documents and policies have been issued such as policy on hunger elimination and poverty alleviation, policy on development of social welfare system, policy on Health Insurance for the whole community, with motto that the healthier people help the weaker ones, the richer ones help the poorer ones, the young help the elder, etc. The State has delivered policy on subsidizing and supporting the poor, the old people, the disabled people, and families belonged to social policy, health insurance, and social insurance. In 2007, the Government promulgated a policy on supporting 50-70% of health insurance value for the marginal poor group. "Policy on elimination of thatched cottages helped lessen vulnerability and strengthen ability to cope with natural disaster of the poor.

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

##### **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):**

The role of driver of progress related to the engagement and partnerships with non-governmental actors, such as civil society, private sectors, academicians, etc, is considered as good and this momentum should be sustained. The reason is because the benefit or advantage of such partnership has been very positive and it greatly contributes to the DRM. For example, based on the substantial achievements of many CBDRM projects/programs implemented by NGOs, International Organizations, local governments, and civil societies, the Government of Viet Nam is now developing a national CBDRM to be implemented until 2020. The process of development of National Strategy on DRR and recently the integration of climate change issues into DRR also benefit from the multi stakeholder partnership. It is equally important to sustain the momentum within the community level so that the spirits for partnership is preserved.

#### **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):**

The national project proposal on CBDRM developed by MARD includes the following objectives: 1) Ensure 100% of local staffs who directly work in the field of disaster prevention, response and mitigation

at all levels to be trained and strengthened of capacities for disaster prevention, response and mitigation by 2020; and ensure more than 70% of population living in disaster prone areas to be disseminated of knowledge on disaster mitigation.

In Viet Nam, agriculture and rural areas with six main sectors: agriculture, forestry, salt production, fishery, irrigation and rural infrastructure are related to the livelihood of 73% of total population. Most of the poor are vulnerable to the impacts of climate change are belonging to these sectors. Responsibilities to ensure the national food security, and disaster prevention and mitigation are extremely important to the human and social security and sustainable development. Recognizing the serious impacts of climate change, Vietnamese government has actively participated in the UNFCCC and ratified the Kyoto Protocol. Several ministries, and local authorities have implemented research projects and programs on the impacts of climate change on natural resources, environments, socio-economic development in order to recommend and initially implemented some measures to respond to climate change impacts.

## 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:**

In six stages of disaster risk management circle, the disaster risk management system in Viet Nam mainly focuses on the response and recovery stages. Other stages like prevention, forecasting, early warning, and rehabilitation have been taken into account but not effectively and professionally implemented. The coordination system for DRM in Viet Nam is not comprehensive and consistent. Viet Nam National Strategy on Natural Disaster Prevention, Response and Mitigation to 2020 clearly emphasizes the prevention stage with more application of non-structure measures and appropriate structural measures. Disaster risk reduction is recognized as a crucial issue to ensure the national sustainable development.

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

It is important to consider that the National Strategy needs to be frequently and annually implemented and integrated into development plan of each sector, each industry and each locality, in accompanied with the allocation and distribution of adequate resources in order to help the implementation be more feasible and effective. Ministry of Planning and Investment with its capacities and functions needs to take lead to provide guidelines for incorporating DRR into socio-economic development of each locality and sector development plan of each ministry.

Annually, each ministry and locality need to follow the approved action plan for DRR to effectively implement, review, prioritize the activities, and readjust the action plan so that the action plan can be updated and feasible. It is also required to monitor and report annual implementation progress.

Moreover, it needs to strengthen the risk assessment, the identification of underlying risks, and the vulnerability assessment at community level where disasters often occurred.

Review, revise disaster risk reduction related plans, particularly the flood control plans, infrastructure system development plans for DRR, residential development plan in disaster prone areas, land use plans, construction development plans, and integrated river basin management plans.

### 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:**

Due to the budget constrains, the capacity building for relevant agencies, and staffs working directly in DRR sector, and the awareness raising on DRR for communities are very limited. These activities have not adequately implemented in three stages of DRM: before, during and after the disaster as well as not implemented widely at village and commune levels. The integration of disaster concepts and practices into primary school has been taken into account. However, it is still is the pilot stage through several projects. The disaster knowledge should be documented and edited to be a handbook and need to be incorporated into primary school curriculum as a required subject.

Due to the absence of a consistent coordination mechanism coupled with the limited budget, the results of projects/programs for DRR could not meet the highest achievements. Ministries and local authorities have gradually recognized risk assessment as an important component in DRR. Therefore, ministries and local authorities have identified and assessed vulnerabilities and risk. However, these activities are still in piloting stage and only implemented in several areas prone to disasters or several sectors vulnerable to natural disasters.

The integration of DRR into socio-economic development plan of each sector or each locality have been paid more attention and implemented in several projects and programs. However, the integration faces many difficulties due to inconsistent approach and detailed assessment and the integration activities have not clearly addressed in those projects/programs.

Moreover, climate change has been directly affecting the socio-economic development. However, the integration of climate change response activities into DRR projects/programs has not specifically figured out by relevant ministries and localities.

Mountainous and island areas have been paid more attention. However, due to the hard geographic conditions, limited capacity of local communities and authorities the implementation of DRR projects/programs face many challenges.

**Future Outlook Statement:**

Community awareness raising on the disaster risks and measures to reduce risks should be the main focus. The disaster risk management knowledge should be included in the school curriculum, and widely disseminated through mass media. In addition, the capacity for forecasting and early warning should also be strengthened at all levels.

It needs to develop a consistent coordination mechanism for DRR that can be applied horizontally among ministries and vertically between local and central governments and also gradually develop DRR law.

Consolidate the DRR mechanism and system during the process of governance renovation in order to increase the effectiveness of DRR and the coordination among relevant stakeholders.

Strengthen the management capacity of governments, and sectors at all levels and gradually professionalize the agencies working in response and recovery.

Establish the DRR centers at provincial and central levels

**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:**

Loss and damage caused by natural disasters in Viet Nam is huge, particularly the infrastructure damage. However, the post disaster recovery and rehabilitation mainly focus on the short-term needs. The integration of DRR into the recovery and rehabilitation has not paid enough attention.

**Future Outlook Statement:**

It needs to strengthen the capacity to respond to natural disasters, such as equipments, human resources, and logistics should be reserved to respond to unpredictable events. National policies and strategies on the integration of DRR into response, relief, and rehabilitation, particularly the post disaster reconstructions need to be reviewed and strengthened. An appropriate mechanism needs to be established in order to incorporate risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programs in the reconstruction of affected communities. It is also needed to develop training programs to enhance the capacities to implement the guidelines, policies and programs related to disaster risk management.