

# EMERGENCY APPEAL



International Federation of Red Cross and Red Crescent Societies  
Fédération Internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge  
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja  
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

## VIETNAM: TYPHOON DAMREY

Appeal no. 05EA019  
5 October 2005

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 181 countries.

### In Brief

**THIS EMERGENCY APPEAL SEEKS CHF 813,678 (USD 628,813 OR EUR 522,597) IN CASH, KIND, OR SERVICES TO ASSIST 25,000 BENEFICIARIES (5,000 FAMILIES) WITH IMMEDIATE AND LONGER-TERM NEEDS FOR A PERIOD OF 12 MONTHS.**

**THE FEDERATION HAS ALLOCATED CHF 200,000 FROM THE DISASTER RELIEF EMERGENCY FUND (DREF) TO COMMENCE THE INITIAL PHASE OF THE OPERATION.**

[\(click here to go directly to the attached Appeal budget\)](#)

All International Federation assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations \(NGO's\) in Disaster Relief](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

For longer-term programmes in this or other countries or regions, please refer to the Federation's Annual Appeal. For support to or for further information concerning Federation programmes or operations in this or other countries, or for national society profiles, please also access the Federation's website at <http://www.ifrc.org>

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For longer-term programmes, please refer to the Federation's Annual Appeal.

## Vietnam: Typhoon Damrey; Appeal no. 05EA019

### The situation



*A map showing part of Vietnam. The provinces coloured red were affected by Typhoon Damrey. Source: ReliefWeb*

September 2005 ended on a deadly note when Typhoon Damrey swept across Asia, leaving at least 114 people dead throughout East and Southeast Asia. The typhoon's path began in the Philippines during the second week of September before slamming into China on 26 September killing 25 people and leaving thousands there homeless. The resulting death toll would eventually rise even higher in Thailand, but it was Vietnam which suffered the greatest levels of damage when on Tuesday, 27 September, Typhoon Damrey struck the country's coastal provinces extending from Quang Ninh into Da Nang. In less than an hour, winds ranging from 118 to 133 km per hour brought on by the worst typhoon to strike the country in a decade, left tens of thousands homeless in Thanh Hoa province, located 150 km south of Hanoi. Thousands of homes were severely damaged as the strength of the winds blew away the poorly constructed metal roof tops commonly used by houses in the affected area, or in some cases completely destroyed people's homes. At the same time, an estimated 100,000 trees were uprooted and more than 300,000 fruit trees were destroyed.

As local authorities along with staff and volunteers from Vietnam Red Cross (VNRC) chapters in coastal provinces were in the midst of responding to Tuesday's damage, the violent arrival of the typhoon in Vietnam's mountainous northern provinces of Yen Bai, Lao Cai and Phu Tho on Wednesday led to the loss of another 60 lives. The majority of deaths in Vietnam occurred in Yen Bai where the mountainous terrain created prime conditions for mudslides which swept away entire small villages.

According to the most recent reports, a total of 68 people were killed and 22 were injured in the northern and central regions affected by the typhoon. Sea water which penetrated inland by 3 to 4 km in coastal provinces and the following flash floods in upland areas reportedly destroyed at least 1,194 houses, and damaged another 11,576. The estimated USD 209 million (CHF 270 million) losses in property pose a tremendous setback to Vietnam's agricultural sector as subsistence farmers from typhoon-affected areas now face the greatest obstacles in recovering from the typhoon. Thousands of people were unable to protect their sole source of income for the coming months from being brutally swept away by Typhoon Damrey's raging winds and rains. The force of the typhoon didn't allow them the chance to salvage months of labour in the fields that went into cultivating the 300,000 ha of rice and cash crops which were destroyed. With the sea water salinating the rice fields and the consequent impossibility of winter crop, there is an obvious threat of hunger over the next three to six months and even longer. Options to earn a living in the coming months are even fewer with the loss of and damage to close to 22,000 shrimp and fish ponds. Many houses are still under sea water, and most of the cattle and household facilities were washed away or destroyed.

The 600,000 people evacuated prior to the typhoon possess little access to food and water. As of the first week of October, many of the evacuees are not as yet able to return to their homes, while others who can are returning but are faced with loss. There is no water supply, electricity or food, while findings in the aftermath of the disaster from a joint rapid needs assessment in three provinces in the coastal area, Thanh Hoa, Ninh Binh and Nam Dinh, reported some 200,000 people facing food shortages. Of equal concern is the damage to wells caused by sea water which has made drinking water unavailable in most areas.

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The national and local response to the typhoon was excellent. Provincial and local governments have been providing emergency food assistance to people affected by the typhoon, in addition to human and financial resources devoted to ensure that people are safe and sea dykes are protected during the storm. The Vietnam Red Cross (VNRC) immediately distributed VND 120 million (CHF 9,832.00) from its emergency funds, and released 900 household kits to affected areas in Nam Dinh, Thanh Hoa, Hai Phong, Ninh Binh and Thai Binh provinces.

Typhoon Damrey has arrived against the backdrop of the country's battle with avian influenza. According to Vietnam's health ministry, since the start of 2005, 64 people from 25 localities have been infected by avian influenza while there have been more than 40 human deaths. Millions of poultry have been culled in Asia. It is the country's small farmers, those farmers who possess 100-200 chickens, who are feeling the most devastating economic effects of the disease as efforts to prevent the disease include the destruction of their flocks.

## **The needs**

### **Assessments**

Before the typhoon struck, staff and volunteers from the VNRC headquarters and chapters in Quang Ninh and Quang Binh provinces worked in close cooperation with the Central Committee for Flood and Storm Control (CCFSC) and the local authorities to assist vulnerable communities with preparing for the typhoon.

On Wednesday and Thursday 28 and 29 September, representatives from the VNRC and the International Federation participated in a joint assessment mission to the three most affected provinces Thanh Hoa, Ninh Binh and Nam Dinh. The team was comprised of representatives from the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), OXFAM-Great Britain and representatives from the CCFSC and the ministry of foreign affairs. Priority areas for assistance for the emergency phase and recovery phase were identified based on the findings of the joint mission.

According to VNRC, the loss of crops which function as the primary and in many cases the sole source of food and income for affected households have left some 300,000 people requiring food in the coming month.

### **Immediate needs:**

The most pressing immediate needs of the affected population, particularly those people living in coastal areas, as identified by the joint assessment team are for: food (rice), drinking water, household kits, mosquito nets, and clothing. At the same time, people living in the coastal areas where all the water is salinated most likely will have to travel some distance to acquire fresh water so they will also require water storage containers.

### **Longer-term needs:**

1. Shelter for people who have lost their houses.
2. Medicine and water purification tablets (where appropriate).
3. Education materials for children.
4. Support to rebuild houses which will complement government compensation.
5. Cash for work programmes.

### **Coordination**

The VNRC and the Federation are members of the country's Disaster Management Working Group (DMWG). As such, the VNRC and the Federation will continue to carry out response activities in close cooperation and consultation with UNDP, UNICEF, OXFAM-Great Britain, the CCFSC, the ministry of foreign affairs as well as with other organizations.

## **The proposed operation**

As the typhoon approached, VNRC went into full action helping to relocate vulnerable communities to safer areas, especially attending to the needs of children. The society contacted families, asking them to host evacuees while working with community members to help reinforce wooden and bamboo shelters, and strengthen sea dykes. The

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VNRC, through its headquarters and chapters provided first aid and primary health care to the victims during and after the storm as well as providing transport for the injured to area hospitals.

Releasing stocks from its warehouses, VNRC distributed 900 family packages containing: 1 plastic bucket; 1 mosquito net; 2 blankets; 1 pot and 1 frying pan; 1 small stove; and 3 bars of soap to affected families. The chapters also distributed noodles and VND 120 million (approximately CHF 9,831) in cash to selected beneficiaries while providing cash for funeral preparations to families who lost relatives to Typhoon Damrey.

In keeping with the urgent need for food highlighted in the joint needs assessment, the proposed VNRC operation is intended to cover the immediate needs of 25,000 people (5,000 households) for rice over the next two months. They will each be provided with a ration of 15 kg of rice per month for two months which will sustain them as they begin to rebuild their lives.

The VNRC's solid degree of preparedness allowed the society to quickly release cash and relief items within hours of the emergency. However, as Vietnam remains one of the countries in the Asia Pacific region most vulnerable to natural disasters whereby its long coastline and unique mix of geography exposes it to frequent typhoons, floods and drought, it is essential to ensure that VNRC is fully prepared to respond to the next disaster. The society, therefore, through this appeal will allocate some of the available resources to replenish its emergency stock and emergency funds which were used in response to Typhoon Damrey (*Storm no.7*); and, *Storm no. 6* which struck Vietnam in the middle of September.

VNRC is addressing the longer-term needs of affected families by assisting 1,600 households with re-establishing a source of income. The society will also work with selected vulnerable families to construct 200 typhoon-resistant houses.

## Objectives and activities planned

### Emergency relief

#### **Objective 1: Provide 25,000 people with 15 kg of rice per month for a two-month period.**

##### **Activities planned to reach objective 1**

The VNRC will provide 25,000 beneficiaries in affected areas in Nam Dinh, Ninh Binh, Thanh Hoa, Nghe An, Yen Bai, Phu Tho and Ha Tinh provinces with a 15 kg ration of rice for a period of two months. The purpose of this distribution is to support the need for food for two months. The 15 kg monthly rice ration has been determined in accordance with what has been requested by the different provincial authorities. The rice (750 tonnes) will be procured locally in accordance with the Federation's established procurement procedures by the VNRC in cooperation with the Federation's finance and disaster management staff working in Hanoi.

#### **Objective 2: Provide 3,100 households with one 'household kit' containing: 2 blankets, 1 mosquito net, 1 cooking set and 3 bars of soap.**

##### **Activities planned to reach objective 2**

The VNRC will procure 3,100 household kits in a lidded plastic bucket containing: 1 mosquito net; 2 blankets; 1 pot; 1 frying pan; 1 small stove; and 3 bars of soap for distribution to 1,400 families affected by Typhoon Damrey. In total, 1,700 of the 3,100 newly procured kits will be used to replenish the VNRC's disaster preparedness stock following its immediate release of 900 household kits to those affected by Damrey at the end of September and the prior release of 800 kits to families affected by *Storm no. 6* which struck Vietnam in the middle of September.

The items contained in the household kits address some of the priority needs identified by the joint assessment team. In particular, these include the mosquito net, the equipment for boiling water and the bucket which comes with a cover, allowing for storage of drinking water after cooking. Experience with flooding in the southern part of the country has shown that generally, affected individuals rely on boiled water for consumption following floods.

## Shelter

**Objective: Provide 200 families with no available means to rebuild their homes with typhoon-resistant houses.**

### Activities planned to reach this objective

Following up on the success of the VNRC's Danish Red Cross supported construction activities, carried out from 2002 to 2005 as part of the society's disaster management programme, the VNRC will work with 200 affected families to construct typhoon-resistant houses. Of note is the fact that houses built previously within this programme in the typhoon-affected areas withstood the force of Damrey. The society, which has to date worked with communities to build over 2,000 of these homes, has considerable experience with constructing these homes. As in the past the VNRC will work with a local construction company, which will provide expertise, material and supervision to implement this activity. Beneficiaries will support this activity, providing labour for it.

The houses, as is the standard in rural areas, will have an accompanying well and a water container to collect rain water. As has been done previously, the society has either built or provided beneficiaries with the materials for a toilet. Apart from the hardware, VNRC and the Federation, in cooperation with the commune health centres, will provide project beneficiaries with health and hygiene education and build up local communities' understanding about health through the printing of information, education and communication (IEC) materials on hygiene education, and the training of VNRC staff, volunteers and community members.

## Livelihood

**Objective: Support 1,600 households with re-establishing a source of livelihood.**

### Activities planned to reach this objective:

1,600 households in coastal areas who have lost their homes and/or crops will be provided with the materials and assistance in re-establishing a viable source of income. Livelihood support will be given to affected families through activities such as: the provision of seeds for the families whose primary source of income is agricultural work and pigs for those who were earning their income from animal husbandry. Other options being considered by VNRC and the Federation include replanting fruit trees which were lost during the typhoon with marketable fruits such as coconut, banana, mango and grapefruit. Further details about this activity will be provided in future operations updates. The VNRC will, in the coming weeks, carry out an assessment to identify the most appropriate forms of assistance and finalize a plan of action for this activity.

### Communications – Advocacy and public information

The Federation's regional information delegate will work with the VNRC and the Federation's office in Hanoi to promote the activities being conducted by the society.

### Capacity of the national society

The disaster management programme of the VNRC was established in the early 1990s and has evolved from a focus on infrastructure development (the establishment of disaster preparedness centres) to an organizational development focus (development of human and material resources) towards a more community-based disaster management approach since 2000. Over the past decade, natural disasters have become more frequent, their scale larger and their impact more complex and, as a result, the demands made on VNRC have increased substantially. Disaster preparedness programmes have, therefore, aimed to strengthen capacity in terms of human resource development within the national society as well as communities and develop sustainable risk reduction activities.

In 2004, as part of the Federation's annual programming, community-based early warning systems were installed in districts in two of the worst-affected provinces Thanh Hoa and Ninh Binh. Communities were provided with items such as megaphones, disaster preparedness easels for teachers, disaster preparedness books for children and community-based disaster response management materials for commune staff for training activities.

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In 1994, VNRC began planting mangroves in Thai Binh and Nam Dinh. The national society then expanded the project to protect the sea dyke system along the country's east coast in Quang Ninh, Hai Phong, Ninh Binh Thanh Hoa, Nghe An and Ha Tinh provinces. With the support of the Danish and Japanese Red Cross societies, mangroves have been planted on 18,434 hectares in eight provinces along a 110-km stretch of coastline. The trees create also an environment where marine life enriches the diets and provides livelihood for coastal communities. The society estimates that the livelihoods of 7,750 families have benefited from the replanting and protection of the mangrove forests. The mangrove disaster preparedness project has been widely discussed through the media, such as the *Voice of Vietnam* and *Vietnam Television*, to raise awareness of and to improve the protection of mangroves. Seedlings of *Sonneratia* species have been transplanted from Hai Phong to Thanh Hoa province for adaptation with local conditions. The typhoon is the seventh strong storm to strike the country this year. In Thanh Hoa Province's Da Loc commune, sections of the life preserving sea dykes which line the coast are being protected against such storms by the mangroves planted over the past few years by the VNRC. According to reports received from Da Loc, the day following the typhoon, it was the sections of the dykes which were not protected by the mangrove which were either destroyed or severely damaged.

Through the regional finance development project, financial and non-finance staff at VNRC headquarters and provincial levels have been trained in the project planning process (PPP), VNRC financial regulations and engaged in discussions regarding tasks and assignments allowing for the national society to enhance its accountability for project management and programme implementation.

### **Capacity of the Federation**

The Federation has had a presence in Vietnam since the early 1990s, supporting the national society with capacity building and emergency response activities for over a decade. One of the main aims of the Federation in Vietnam is to ensure that external support to VNRC is coordinated and coherent, and fits within the national society's own framework of priorities.

### **Monitoring and evaluation**

The monitoring of distributions of rice during the emergency phase and livelihood kits during the recovery phase will be conducted by VNRC headquarters and branch staff, the Federation's representative in Hanoi, and finance and disaster management staff from the Federation's office in Hanoi. The VNRC and the Federation will also work together to ensure that preparedness items are stored appropriately and that accurate warehousing records of preparedness stocks are kept. VNRC and the Federation will conduct the monitoring of construction activities.

With the support of the Federation and in accordance with its standard regulations, VNRC will employ an independent quality control organization to check the quantity and quality of the rice before transporting it to the provinces. All distribution points will be visited at least once by a representative of the provincial Red Cross chapters to ensure that the distributions are implemented according to the agreed plans. Staff from the VNRC headquarters and the Federation will also visit selected distributions for monitoring purposes.

At the end of the programme, an evaluation is foreseen to appraise the effectiveness and efficiency of the distributions. A number of randomly selected beneficiary household heads will be interviewed. Donors will be kept informed of the operation's progress through regularly published operations updates. An external review will be conducted at the end of the operation.

### **Budget summary**

See Annex 1 for details.

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Secretary General

**[Budget below; click here to return to the title page and contact information.](#)**

**BUDGET SUMMARY**

APPEAL No. 05EA019

**Vietnam - typhoon Damrey**

TYPE	VALUE
<b>RELIEF NEEDS</b>	<b>IN CHF</b>
Shelter & constructions	234,000
Food & seeds	234,000
Utensils & tools	220,740
<b>TOTAL RELIEF NEEDS</b>	<b>688,740</b>
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<b><u>PROGRAMME SUPPORT</u></b>	
Programme support (6.5% of total)	52,883
<b><u>TRANSPORT STORAGE &amp; VEHICLE COSTS</u></b>	
Distribution and storage	9,525
<b><u>PERSONNEL</u></b>	
National staff	17,145
<b><u>ADMINISTRATIVE &amp; GENERAL SERVICES</u></b>	
Travel & related expenses	17,145
Information expenses	3,000
Administrative & general expenses	25,240
<b>TOTAL OPERATIONAL NEEDS</b>	<b>124,938</b>
<b>TOTAL APPEAL CASH, KIND, SERVICES</b>	<b>813,678</b>
<b>LESS AVAILABLE RESOURCES (-)</b>	<b>0</b>
<b>NET REQUEST</b>	<b>813,678</b>