

FINAL REPORT



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

VIET NAM: TYPHOON DAMREY

Appeal No. 05EA019
5 January 2007

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 185 countries.

In Brief

Interim Final Report; Period covered: 5 October 2005 to 5 October 2006; Final appeal coverage: 104%

Appeal history:

- Launched on 5 October 2005 for CHF 813,678 (USD 628,813 or EUR 522,597) to assist 25,000 beneficiaries (5,000 families) for 12 months.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 200,000
- Interim Final Report narrative issued on 5 January 2007 minus a final financial report, which will be published one month later to allow time to resolve some internal pledge coding issues.

Operational Summary:

The operation has been successful in meeting objectives set. About 32,450 families in eight provinces who suffered food shortages and losses from the typhoon received assistance during the emergency and recovery phases. This eventually enabled them to return to their regular way of life and stabilize their socio-economic situation. Up to 34,888 families received household kits, blankets, rice, cake mixes, milk powder, instant noodles and clothes, which helped them survive the disaster. The operation also helped to rebuild homes for 200 families based on a stronger typhoon-resistant model, complete with water sanitation facilities. The holistic approach in support saw 1,000 families receiving livelihoods assistance in the form of pig husbandry and fish sauce production. Among the 4,855 people who benefited from housing and livelihoods support are the poor from minority groups, people with disabilities and senior citizens.

The operation strengthened the image and reputation of the Viet Nam Red Cross (VNRC) as the national society demonstrated its ability to reach people in serious need. Viet Nam Red Cross staff have become more experienced in disaster response and in their coordination with other organizations. The Damrey operation reinforced the importance of the VNRC's continuous assistance to communities in improving their disaster planning and preparedness in order to reduce fatal damages and destruction in the event of future disasters.

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Background

On 27 September 2005, Typhoon Damrey slammed into Viet Nam, lashing coastal provinces extending from Quang Ninh into Da Nang. Heavy rains and wind the following day triggered mudslides and flooding in the northern provinces of Yen Bai, Lao Cai and Phu Tho.

Thanks to early warning and good preparedness, almost 600,000 people were evacuated from their homes before Damrey made landfall. The Viet Nam Red Cross, along with the army and police, assisted in the evacuation. Vulnerable communities were relocated to safer areas while non-affected families hosted evacuees and worked alongside community members in reinforcing shelters and strengthening sea dykes. There were no fatalities in the coastal provinces. However, 69 people died 54 people were injured in the mountainous provinces because of storm-related flash floods and landslides.



The devastation in the aftermath of Typhoon Damrey. Much agricultural land and property was destroyed.

Sea water penetrated inland by three to four km in coastal provinces after a sea dyke gave way. The resulting flash floods destroyed at least 1,194 houses and severely damaged another 11,576 houses. Up to 100,000 houses were affected as a result of the storm with the estimated damage to property at USD 209 million (CHF 256 million). In addition, several cattle, crucial to many livelihoods, were washed away. The disaster was a tremendous setback to Viet Nam's agricultural sector as subsistence farmers were among those who suffered the most. Thousands of people were unable to protect their sole source of income in the subsequent months as a result of the typhoon.

A joint rapid needs assessment in three provinces in the coastal area (Thanh Hoa, Ninh Binh and Nam Dinh) found that some 200,000 people faced food shortages. Drinking water was scarce as a result of wells damaged by salt water along with disrupted water and electricity supplies. The affected provinces are home to some 22 million people, including 11 indigenous minority groups, a majority of whom live below the poverty level. Natural disasters such as Typhoon Damrey pose a constant threat and undermine some of Viet Nam's efforts to reduce poverty.



A man loads up a sack of rice on his bicycle. The VNRC rice distribution has eased some of the initial difficulties faced by survivors at the typhoon's onset.

September 2006) was divided in two phases: i) emergency relief assistance and ii) long-term recovery assistance in terms of livelihoods and housing. All activities in the appeal have been carried out as planned.

The Federation released CHF 200,000 from its Disaster Response Emergency Fund (DREF) to support the response of the Viet Nam Red Cross (VNRC) to Typhoon Damrey. On 5 October 2005, the Federation, on behalf of VNRC, launched an emergency appeal, seeking CHF 813,678 to support some of the most affected.

Donors have provided excellent support to the appeal, and the expenditure rate at the end operation is in line with the budget and funding levels. However, the final financial report has to be delayed for a month to allow time to resolve some internal pledge coding issues.

The one-year operation (from October 2005 to

An independent evaluation was conducted late August 2006 to assess how the VNRC and Federation responded to the needs, thus supporting organizational learning and accountability to stakeholders. The evaluation team included a Swedish consultant as team leader, a representative from VNRC headquarters and an interpreter. The team reviewed relevant material, including appeals, operational updates and evaluations, and consulted relevant stakeholders such as the central committee for flood and storm control (CCFSC), disaster management working group (DMWG), United Nations Development Programme (UNDP), Oxford Committee for Famine Relief (OXFAM), CARE and Catholic Relief Service.

The evaluation team visited the five most affected provinces in the coastal and mountain regions of Thanh Hoa, Ninh Binh, Nam Dinh, Phu Tho and Yen Bai. Meetings and interviews were carried out with VNRC and the Peoples Committee at provincial, district and community levels, as well as the CCFSC at provincial and district level. Group interviews with beneficiaries, fairly represented by age, gender and ethnic minorities, were carried out.

The evaluation reported positively on the operations where VNRC focused on both emergency relief as well as on rehabilitation and long-term recovery. The inclusion of long-term recovery initiatives, such as livelihoods and housing in the VNRC response was praised. Another outcome was that the capacity for long-term recovery in Viet Nam has often been slow because of a lack of cooperation, coordination and adequate funding. This has been particularly critical for poor households that often lose all their property and have limited or no access to rehabilitation and recovery funds. The evaluation reports in English and Vietnamese are available at the VNRC and Federation offices.

The VNRC and Federation organized a review meeting of the Typhoon Damrey operations in mid-September, which included representatives from Red Cross chapters and districts where activities were implemented. Reflecting on this operation helped VNRC headquarters and branches to institutionalize lessons learnt to improve future operations with recommendations of the evaluation report being used as a reference for this final report.

Coordination

The VNRC participated in a rapid joint needs assessment on 28-29 September 2005 to three of the most affected provinces. Priority areas for immediate assistance and recovery were identified. A 'Damrey Appeal-Board' was set up at the VNRC headquarters to coordinate between VNRC and Federation staff in Hanoi.

At district and community levels, management boards and receiving units were established to manage and coordinate support to communities and hamlets. The VNRC was represented in many of these boards as well as in local committees for flood and storm control (at district and community levels) to mobilize funds and distribute relief. The VNRC, a member of the Fatherland Front and the CCFSC regularly shared operational information with fellow committee members to benefit overall coordination.

Both the VNRC and the Federation are members of the country's disaster management working group (DMWG). As such, the national society and the Federation carried out their response in close cooperation with the UNDP, United Nations Children's Fund (UNICEF), OXFAM, the CCFSC, the ministry of foreign affairs, as well as other organizations. From the DMWG forum, all contributions and support have been shared among its fellow members to coordinate the response action.

Analysis of the operation

Typhoon Damrey operations were divided into two phases:

- Emergency relief, including the distribution of rice and household kits from October 2005 to January 2006.
- Long-term recovery, including the provision of livelihoods and the reconstruction of houses from February to June 2006.

Phase 1:

Emergency relief

Objective: 25,000 affected people have been supported with 15 kg of rice per month over two months to meet their immediate needs.

A total of 29,167 affected families were supported with rice over two months. A total of 25,000 beneficiaries received rice in November 2005, one and a half months after the typhoon. An additional 4,167 beneficiaries also received rice in February 2006 as a result of a balance of funds from the first procurement. The distribution contributed to the well being of the beneficiaries' families. The first distribution of Federation rice was delayed because of the onset of typhoon Kai-Tak and floods at the end of October 2005. A bidding process resulted in a lower price for the rice. According to the evaluation report, beneficiaries were pleased with the quality of the rice, which was checked by the Viet Nam Company for Control of Good Quality (VINACONTROL) before distribution.

Distribution lists were posted many days in advance. VNRC volunteers, in cooperation with local authorities, made the distributions.

Objective: 3,100 affected families have received household kits. Each kit contains two blankets, one mosquito net, one cooking set, a 40-litre container, one water collection bowl and three bars of soap.

Some 1,150 household kits were delivered to affected people in the immediate aftermath of Typhoon Damrey. The remainder was distributed in November together with rice. In total 3,100 families received household kits from the emergency appeal. Interviewed beneficiaries said that household kits are relevant, useful and of good quality. The items were still being used by the beneficiaries visited.

Shelter

Objective: 200 affected families, whose houses collapsed, have been supported to reconstruct typhoon-resistant houses, with adequate water and sanitation facilities.

In total, 200 families benefited from this support, many of whom belong to the H'Mong, Tay, Thai and Muong minority groups.

VNRC staff conducted beneficiary selection for housing support in meetings with communities and local authorities. The main criteria for beneficiary selection were:

- Poor families whose houses had collapsed because of Typhoon Damrey.
- Families who had lost household items.
- Families badly affected by the typhoon and who were not working.
- Affected households who had not received any support from other sources.

Priority was also given to households with members with a disability; those with children below five years old; families headed by a woman (particularly women who are pregnant or with babies); and families with members who died as result of the typhoon. Each beneficiary was provided VND 14.5 million (CHF 1,105) to cover the provision of 24 m² of housing with latrine and a water tank.

Houses were constructed between March and June 2006. The Federation provided VNRC with a design sample. The national society, with the support of Danish Red Cross, used this design, incorporating components derived from a workshop on the typhoon-resistant housing model and technical materials. VNRC experience of a previous housing programme in 1999 and 2000 was also utilized. Five VNRC chapters consulted beneficiaries to incorporate necessary modifications in the construction of these houses to suit local needs and conditions. Houses are solid in the coastal provinces, and while most beneficiaries believe their houses will withstand another typhoon as strong as Damrey,



A woman stands in front of a newly built house in Thanh Hoa province.

many are still concerned over the sturdiness of roofs in violent storms. In the mountainous provinces houses are mainly built of wood and local materials, as flash floods rather than typhoons are generally the main hazard.

Houses in many places were built larger thanks to additional support from relatives of beneficiaries as well as the local authorities to the tune of VND 675,521,874 (CHF 51,501) in cash, construction material or labour. Additional support and widespread local belief that houses are built once-in-a-lifetime led to many beneficiaries building bigger homes than the initial design, some as large as 42 m².

Phase 2:

Long-term recovery; livelihood

Objective: Support 1,600 household with re-establishing a source of livelihood

A total of 1,695 families were given livelihoods support of which 1,000 families received assistance through the Federation. The rest were supported by the Spanish Red Cross, bilaterally with VNRC. Beneficiaries were asked as to the most appropriate livelihood support for them and pig husbandry and fish sauce production were chosen. Two piglets were distributed to each beneficiary selected for pig husbandry along with foodstuff sufficient for three months. Beneficiaries selected for fish sauce production were provided with a pre-fabricated ingredient as the process takes several months. Each livelihood support was valued at VND 1.7 million (CHF 129). Under this Federation-supported component, 1,994 piglets were provided to 997 families and fish sauce production to three families.

Similar conditions used to select beneficiaries for housing support were used in selecting beneficiaries for livelihoods support.

Pig husbandry

Up to 1,000 families received livelihoods support between March-April 2006. Beneficiary respondents were in general positive to pig husbandry as a suitable type of livelihood assistance as a majority has had experience in pig husbandry.

There were some difficulties when distributed piglets became sick and some died. Piglets that died within 15 days of delivery were replaced. Possible causes were long transportation, hot weather, stress of a new environment, and climate change.

Beneficiaries visited by the evaluators, had sold their pigs, bought new piglets and started the process of breeding again, the result varied. Several beneficiaries had sold their pigs for less money than the initial VNRC investment of VND 1.7 million (CHF 129) because of a decrease in its market price. Most families bought two new piglets while some purchased four piglets to start the second cycle. Some families have additional income of VND 300,000 (CHF 23) to cope with the impact in 2006.

Fish sauce production

The evaluation team visited the beneficiaries of fish sauce production who were positive about the support, as their previous production had been destroyed by the typhoon. The beneficiaries had sold the first production and started a new production cycle. The first production was ready after 15 days and sold for VND 800,000 (CHF 61), of which VND 600,000 (CHF 46) was reinvested in new production of fish sauce and VND 200,000 (CHF 15) was profit.

Communications-advocacy and public information

During the relief phase of the operation, VNRC activities were widely broadcasted by mass media, such as the Voice of Viet Nam, Viet Nam Television and newspapers. This has enhanced VNRC's visibility and reputation.

Beneficiary respondents' knowledge of VNRC increased slightly after the Damrey operation. Some beneficiaries could describe VNRC as an organization to help poor people while some beneficiaries did not know about the VNRC and did not recognize the VNRC or Federation emblem (beneficiaries of both rice and livelihood support). Some thought the support came from the Fatherland Front, government or a Danish organization. Many

beneficiary respondents had noticed the VNRC flag at distribution points and the use of VNRC uniform or hat, although at some distribution points no VNRC uniforms were used. However, it is noted that visibility is low at implementation level and the opportunity to increase knowledge of VNRC among beneficiaries and at hamlets and community levels can improve.

Overall impact

The operation addressed immediate needs in a timely manner, helping those affected recover quickly, especially with support in income generation and shelter. Many vulnerable people were able to rebuild their lives and livelihoods, thus contributing to rehabilitation of communities.

The operation built on the already evident spirit of “self-help” in the communities; this in itself was a success as it simply enhanced local efforts rather than introduce external elements that would be by definition less sustainable. At the project sites, local authorities recognize more Red Cross capacity, thereby facilitating humanitarian action.

Lessons learned

While successful, the operation still revealed various lessons. The evaluation report made the following recommendations:

- **Needs assessment:** Government and INGOs respondents are positive to VNRC and would like to see it as the lead organization in humanitarian needs assessment. It is recommended that VNRC takes a lead role in humanitarian needs assessment and disaster preparedness (DP) training.
- **Post traumatic stress:** The overall impact of emergency relief will improve if it is complemented with some sort of psychological support to people who suffer from trauma after a disaster. It was recommended that VNRC complement their staff and volunteers on disaster preparedness training with information on approaching and supporting people suffering from post- traumatic stress.
- **Visibility:** It is noted that visibility is low at implementation level and the opportunity to increase knowledge of VNRC among beneficiaries at hamlet and community levels can improve. It is believed that increased visibility, knowledge and understanding of the VNRC role and mandate are fundamental in attracting more members, volunteers and donors to the organization.
- **Disaster preparedness (DP) training:** Government respondents and INGOs praise VNRC’s DP training but INGOs are concerned that it is not as effective as it could be. It was recommended that VNRC ensure its expertise in this area is further disseminated effectively.
- **Livelihoods:** Before providing livelihoods support again, the pig husbandry component of this operation should be thoroughly checked by someone with veterinary and pig breeding competence. The evaluators said that it would be better to use a local breed of pig that the beneficiaries are familiar with. Buying pigs locally would avoid transporting them over distances and limit the negative effects of changes in climate and feed.
- **Monitoring:** Reports are often descriptive in character; more analysis and recommendations would better support decision making. Management action based on report recommendations should ideally be complemented with a management response report, to complete ‘a cycle of documentation’ to support the programme cycle. This will strengthen institutional memory and facilitated learning.

Capacity of the national society

VNRC demonstrated excellent performance in disaster preparedness, emergency relief and early warning in response to Typhoon Damrey. Viet Nam Red Cross chapters and districts have become more familiar with employing participatory approaches, involving the community in the selection of beneficiaries.

Typhoon Xangsane on 1 October 2006 was a good test for VNRC to practice what it had learned from the Typhoon Damrey operation. VNRC headquarters were more familiar with the steps behind the launch of an international appeal. It immediately sent a team to carry out a quick needs assessment and maintained regular communications with its chapters to facilitate headquarters and the Federation in preparing a preliminary appeal.

Recommendations from the Typhoon Damrey operation review were used to plan the Typhoon Xangsane operation. More focus was placed on improving accountability to stakeholders through more engagement as well as better monitoring, evaluation, and reporting systems, increased visibility of Viet Nam Red Cross at local levels, and strengthening the local national society's capacity.

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The International Federation undertakes activities that are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Agenda Goals:

- *Reduce the numbers of deaths, injuries and impact from disasters.*
- *Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.*
- *Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.*
- *Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.*

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>

Vietnam - typhoon Damrey

ANNEX 1

APPEAL No. 05EA019

PLEDGES RECEIVED

12/10/2006

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
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CASH

REQUESTED IN APPEAL CHF ----->				813,678		TOTAL COVERAGE 103.9%
AMERICAN - RC		21,068	USD	27,831	08.03.06	
AUSTRALIAN - RC		25,977	AUD	25,600	14.10.05	
BRITISH - GOVT/DIFD		49,020	GBP	111,668	13.10.05	
CANADIAN - GOVT		80,000	CAD	88,360	07.10.05	
FINNISH - RC		75,000	EUR	116,775	05.10.05	
FRENCH - RC		10,000	EUR	15,570	17.10.05	
GERMAN - GOVT/RC		104,099	EUR	164,014	14.10.05	PROCUREMENT OF 320 MT RICE
JAPANESE - RC		31,400	USD	40,632	14.10.05	
MONACO - RC		5,000	EUR	7,785	25.10.05	
NETHERLANDS - RC		42,781	EUR	66,610	13.10.05	
SWEDISH - GOVT		900,000	SEK	150,300	12.10.05	
SWISS - GOVT				30,000	20.12.05	
SUB/TOTAL RECEIVED IN CASH				845,145	CHF	103.9%

KIND AND SERVICES (INCLUDING PERSONNEL)

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED IN KIND/SERVICES				0	CHF	0.0%

ADDITIONAL TO APPEAL BUDGET

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED				0	CHF	