

# Appeal 2001-2002

 International Federation  
of Red Cross and Red Crescent Societies

## Vietnam (Appeal 01.46/2001)

*Click on programme title or figures to go to the text or budget*

1. Institutional and Resource Development	195,915
2. Disaster Preparedness	1,182,972
3. Health and Care	1,425,238
4. Coordination and Management	448,274
<b>Total</b>	<b>3,252,400</b>



## Introduction

### National Context

With its unique mix of geography, Vietnam is one of the countries in the Asia Pacific region most vulnerable to natural disasters. Its long and exposed coastline is subjected to an annual beating by typhoons, its mountainous terrain is hit alternately by flash floods and prolonged drought while its wide river deltas are extremely prone to flooding. Deforestation remains a concern; there is significant felling of trees and crop cover loss has been substantial as a result of the war, specifically from the use of chemical defoliants such as Agent Orange.

Combined with a large and dense population, increasing urbanisation, the delayed but significant impact of the region's economic crisis, considerable health and social problems and the lingering effects of war, Vietnam is one of the region's priorities in terms of humanitarian assistance.

According to the UNDP Human Development Report in 1998, Vietnam ranked 122 out of 174 countries. Annual income per capita ranges from just over USD 100 in the central/north-central region to USD200 in the central highlands or USD 300 plus in the southeast. Twenty per cent of households were below the food poverty line (2,100 calories per day), with 51 per cent below the poverty line. Adult literacy is high, at 96.5 per cent. According to ESCAP, 90 per cent of the population has access to health services (but this can mean a very poorly-equipped and staffed village health station). Access to safe water is 43 per cent, and sanitation 22 per cent. Approximately 20 per cent of the population lives in urban centres, and 80 per cent in rural Vietnam.

## **National Society Priorities**

The Vietnamese Red Cross (VNRC) has a countrywide network of local level branches in each of the 61 provinces, and indeed down to district level in many cases. Considered one of the key “social organizations” in Vietnam, the society’s current priorities are:

- To strengthen its capacity at National Headquarters and in provinces particularly vulnerable to natural disasters
- To work in health and first aid at a community level,
- To carry out services and activities in favour of victims of disasters, and
- To cooperate with other National Societies.

The National Congress of the VNRC, due for December 2000, will review progress in its current strategy and set priorities for the coming five years. It will also elect the leadership and governing bodies of the National Society. As part of the build up to this congress, each Provincial Chapter and District Red Cross held elections, bringing a number of changes in the team of office bearers at province level.

Programme implementation has been most prominent in disaster response (in recent years, relief assistance has amounted to between 2 and 9 million Swiss francs per year, in response to typhoons, floods, storms and drought), social work (local level assistance to thousands of vulnerable people), primary health care (particularly in the four provinces assisted by the Danish Red Cross) and HIV/AIDS peer education (in Hanoi and Ho Chi Minh City sponsored by the Australian Red Cross and UNICEF). The VNRC has focused on curriculum and programme development in the areas of disaster preparedness, disaster response, capacity building of disaster prone provinces, health - community health and first aid - and in social work. Each of these programmes has impacted positively on the capacity building of the provinces involved.

## **Priority Programmes for Federation Assistance**

The overall aim of Federation assistance is the development of a well-functioning national society with competent structures and adequate resources are national and provincial level capable of running effective programmes with a particulate focus on disaster preparedness, disaster response, and health and care in the community.

Three priorities for external assistance have been highlighted with the VNRC:

- Disaster relief and preparedness
- Improving the effectiveness of local-level activities through programme assistance and resource provision in health and social work (especially areas of disability)
- Capacity building at provincial and national levels which facilitate the implementation of these programmes.

Currently, Federation assistance is coordinated through the country delegation. This delegation has two main offices - one in Hanoi, a second in Ho Chi Minh City.

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# 1. Institutional and Resource Development

## Background and progress to date

The VNRC has highlighted the need for support in strengthening its capacity at National Headquarters and in provinces particularly vulnerable to natural disasters.

The key National Headquarters departments identified by the VNRC as needing to strengthen their support to provincial chapters are the Health, Social Work, Disaster Preparedness and Relief Departments. A number of initiatives have been taken, ranging from the upgrading of equipment in these departments, to increasing personnel in some key areas, training and motivation of existing personnel, and field visits to examine the role of Headquarters in response to the needs identified by the Provincial Chapters. Two other headquarters functions have been highlighted - resource mobilisation (fundraising) and the human resource development (training) functions - for particular future attention.

A new fundraising department will be established within the National Headquarters. This will aim at targeting new sources of income in Vietnam, mainly the corporate sector and the general public, and reinforcing the image and standing of the VNRC among existing supporters in the international community and with State institutions. Substantial progress has already been made in the past year in rising the profile of the VNRC among corporate donors, foreign government representations and the Vietnamese authorities.

The training and development of staff and volunteers is also seen as important. Major changes in personnel have already taken place in provincial chapters and in some headquarters positions. More changes may be expected at the National Congress scheduled for December 2000. A series of Basic Training Courses (introduction to the working of the VNRC and the Movement) are envisaged, as are training and management development programmes. This will require the strengthening of the human resources function at national level, the development of appropriate curricula and training materials, and the development of a national network of trainers, capable of delivering the necessary standard of training. Since early 1998, a development programme in six Central Provinces is being supported by a consortium of European societies through the Federation. These provinces are regarded as the most disaster prone in the country. The results of this development assistance have been extremely positive, with performance of the chapters in recent major disasters and other programmes substantially improved.

### **Other partners**

The Danish and Australian Red Cross Societies have included components for strengthening the capacity of the VNRC within their programmes, mainly through training in planning, project and financial management and English, in the provision of equipment, and salary support.

The Danish Red Cross has agreed to align its ID assistance to VNRC with the Capacity Building Plan of the VNRC.

The ICRC is currently supporting the training department in the development of modules within the basic training programme.

**Goal** To make the Vietnam Red Cross a stronger, more responsive and more relevant National Society.

### **Objectives and Activities Planned**

**Objective 1** To strengthen key operational departments of the national headquarters of the VNRC so that they can better respond to the needs of the provincial chapters.

*Activities to achieve objective 1:*

- Hold workshops for each department on the finalization of its strategy for 2001 - 2006.

- Review the role of NHQ departments with key stakeholders from provincial chapters and NHQ staff, identifying areas to be reinforced that are common to all departments.
- Identify key development activities with each NHQ department and support with individual training or development, and access to other resources.

**Objective 2** To develop a resource development function at national headquarters, so as to widen the society's donor base and thus increase income for both current and operational expenditures.

*Activities to achieve objective 2:*

- Assist with the initial training of the team appointed to the new Resource Development/Fundraising department, using in-country and regional resources.
- Support the new team in an assessment of current fundraising activities within the VNRC and in Vietnam.
- Using the delegation's contacts with diplomatic missions, international organisations, international NGOs, business groups and international companies, continue to reinforce the VNRC's image with these organisations, presenting its integrity, effectiveness of operations management, and nationwide coverage as unique selling points.
- Support the VNRC in developing a national communications strategy, in particular highlighting the use of media, and key communication tools with donors (project plans and proposals, financial and operations management tools and reporting formats).
- Support at least one national fundraising event in 2001.

**Objective 3** To strengthen the VNRC's national human resources development function, including its motivation of staff, its promotion of the network of trainers, and its management training and development of personnel within the Society.

*Activities to achieve objective 3:*

- Continue support to salaries of NHQ staff, providing 70 per cent of the level of support given in 2000, and 30 per cent in 2002.
- Support VNRC in carrying out training for new provincial chapter leaders, to be provided through three courses covering the country.
- Assist with the strengthening of the national network of trainers, through the organisation of a trainers conference in mid 2001 bringing all trainers together in order to begin an integrated approach to training within the society;
- Assist VNRC in the training of NHQ managers and staff in key areas of management, programme design and implementation, computer skills, and English.
- Provide programmed learning opportunities for selected department heads and leaders to learn from other National Societies in the region and from the Movement's institutions.

**Objective 4** To support the development of key provincial chapters.

*Activities to achieve objective 4:*

- Conclude the programme in the six central provinces by March 2001, with the withdrawal of expatriate delegates, but maintain the possibility of bilateral programme support on a reduced level for one year.
- Assist the VNRC headquarters in identifying further provinces for direct assistance, support a needs analysis and develop a plan of action to be carried out by a team composed of personnel in six provincial chapters (known as the E5 programme because of the 5 European partners).

**Objective 5** To develop a five-year national strategy as part of the follow up to the National Congress of 2000.

*Activities to achieve objective 5:*

- Assist the existing leadership team with the development of a plan of action for VNRC for the coming five year period, to be presented to the VNRC National Congress in 2000.
- After the Congress, assist the re-elected or newly elected leadership team of VNRC to develop a plan of action for the international assistance that will be required for the five year plan.

## **Expected Results by the end of 2001**

### **Objective 1**

- Provincial chapters will know what they can expect in terms of service from NHQ departments, and they will receive more relevant service from those departments; there will be more regular contacts between the NHQ and the chapters, and greater cooperation between the different NHQ departments in providing the services that the chapters require.

### **Objective 2**

- A national VNRC strategy for fundraising and resource development will be in place. VNRC will be better known to the diplomatic corps, to the international NGO community, to multinational, joint-venture, and domestically owned companies and to the growing middle class in Vietnam. The National Society will be seen by these partners as providing effective information on its activities in terms of activity plans and project proposals, and it will be trusted by them because of the high standard and accuracy of its reporting, both financial and narrative. At least one major successful national fundraising activity will have taken place.

### **Objective 3**

- National staff will be more motivated. A new training team, comprising a NHQ and Second Office component, and a nationwide network of trainers will be in place. A database of personnel and their skills will enable the NHQ/Second Office teams to respond to demands from provinces for training which will be available on the following topics: basic introduction to the Red Cross, chapter management, DP, community based first aid, social work and primary health care. Key managers and leaders will have a clearer vision of the extent of the resources available for their work from the Movement. They will have incorporated much of this learning into their work.

### **Objective 4**

- The six provincial chapters will be confident that, having completed the three years of support from the E5 Societies, their management systems and training programmes are well established. They will have better contact with and understanding of the more vulnerable communities in their provinces; they will be better equipped to respond to disaster, and will be capable of managing disaster response without external technical support. They will be confident enough to deal directly with the E5 Societies, who will have agreed to continue project support. A proposal will have been written for support to three more provinces by a team of VNRC personnel from different provinces already assisted by either E5 or other donors.

### **Objective 5**

- A five year plan will have been completed and approved. Resources for its implementation will have been provided from state budgets, grants from provincial authorities, new sources of income raised by VNRC, ongoing contracts with long term donors and specific grants from other donors.

## **Indicators**

- Improved quality and quantity of contacts between personnel in NHQ and the provinces. NHQ departments will have a clear role statement, developed in consultation with other departments and with stakeholders in provinces. Managers will have adopted a standard approach to management within different NHQ departments.

- Improved image of VNRC among potential donors. Fundraising activities have made money. A standard project planning, proposal and reporting format adopted and used throughout VNRC.
- A nationwide training team in place; improvement in programme management and reporting from the VNRC.
- Funding obtained for the plan of action for support to three new provincial chapters.
- Start made on implementation of the five year plan.

### **Critical Assumptions**

- The VNRC takes the lead for all these activities, principally through its Human Resource Department in conjunction with the International Relations Department, and the Secretary General.
- Support will be provided by the head of delegation and the Office Manager, Second Office. It will also be available from the ID delegate in Kuala Lumpur, the Danish Red Cross project manager in Hanoi, and other societies within the region.
- The outcome of the VIIth National Congress of the VNRC in December 2000 is favourable to the programme's development.
- The Swedish Red Cross maintains its support, and coordination with the Danish Red Cross institutional development support continues.

### **Monitoring and Evaluation Arrangements**

Monitoring will be done through regular support visits from the ID delegate in Kuala Lumpur and site visits by staff of the Federation in Hanoi. Evaluation will be carried out jointly by Swedish Red Cross/VNRC/Federation. There will be a final evaluation of the six provincial chapters/E5 programme.

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## 2. Disaster Preparedness

### Background and progress to date

Vietnam, located in the monsoon tropical zone of Southeast Asia and situated in the typhoon centre of the Western Pacific, one of the five most typhoon-prone areas of the world, is one of the most disaster-prone countries in the world. Every year monsoon rains, typhoon storms, floods, flash floods, drought and other calamities cause death, injury, crop loss, property loss and infrastructure damage. Given the coincidence of typhoon and monsoon seasons with heavy rains, and the complicated topography of narrow and low plains and steep, high mountains, water disasters rank highest among natural disasters affecting Vietnam. Over 70% of the population of Vietnam are at risk. Table I indicates the relative frequency of disaster hazards facing the country:

*Table I: Relative Frequency of Disaster Hazards in Vietnam*

<b>High</b>	<b>Medium</b>	<b>Low</b>
Flood	Hail and Rain	Technological Accident
Typhoon	Drought	
Inundation	Landslide	
Erosion/silting	Fire	
Sea water intrusion	Deforestation	

*Source: Vietnam National Committee for International Decade for Natural Disaster Reduction*

There are five principal disaster hazard zones in Vietnam. Through this regional zoning it is possible to group provinces into five classifications to simplify disaster management and planning.

*Table 2: Principal Water Hazards and their Location in Vietnam*

<b>Disaster Zone</b>	<b>Principal Water Hazards</b>
Northern Mountain	Flash floods; landslides
Red River Delta	Monsoon river floods; typhoon storms
Central Provinces	Typhoon storms; flash floods
Central Highlands	Flash floods; landslides
Mekong Delta	River flooding from upstream; typhoon storms

At state level, the Vietnam Red Cross (VNRC) is a member of the Vietnam National Committee of Natural Disaster Preparedness and of the Central Committee for Storm and Flood Control (CCSFC). At local level, the VNRC units are all members of the CCSFC. Many VNRC staff at this level are members of the CCSFC Instruction Board, which determines the exact roles each organisation plays in time of disaster.

Since the early 1990s, the VNRC disaster preparedness strategy has focused on the development of infrastructure. The VNRC has established 40 disaster preparedness centres (DPCs) in the 21 provinces of the country considered to be the most prone to disasters.

In 1998/99 the VNRC/Federation undertook joint assessment missions to over 30 DPCs. All were assessed on their DP and other activities, the level of risk from hazards in the immediate area and the numbers of vulnerable households they served. The assessment missions found that the concept of a well functioning DPC was unclear to most Red Cross staff. The ideal DPC should act as a focal point for the Red Cross at

the time of disasters; actively engage in ongoing risk reduction activity in the immediate vicinity; undertake incoming generating activity (to self-finance activities) and be centres for community and social work.

Most DPCs have a full time staff of between two and six persons and, like many district or commune units throughout the VNRC, have a volunteer team of young men and women, locally called a “shock brigade”. These shock brigades act before, during and after disasters to assist the most vulnerable. Team members are responsible for evacuation, search and rescue, lifesaving, administering first aid, distributions during relief operations, cleaning-up the environment in the aftermath of a disaster and rehabilitation activity, and for social welfare activities outside disaster times.

The VNRC disaster preparedness manual, aimed at DPC and District Red Cross staff, was completed in 2000. It deals with a wide range of essential subjects for Red Cross staff in these positions. A shorter guidebook for commune level Red Cross staff and volunteers will be developed in 2001.

Since 1998, the VNRC DP strategy has included a human resource development project. This was piloted in ten of the most disaster prone provinces during 1998/99. These range from areas that suffer frequently from slow-onset floods, in the southern provinces of the Mekong Delta, to the central and northern provinces that are subject to typhoons, rapid onset flooding, landslides, mud flows and drought. All these provinces have strong Red Cross Chapters and have been prioritised by the VNRC for further institutional development. The pilot project aims to build on the strengths of these DPCs observed during the assessment missions by encouraging the development of the staff of the 15 best functioning DPCs and of the districts immediately served by them.

In 1998/99, 32 Red Cross staff were selected from the 10 provinces and trained as Provincial Trainers. These staff have each undertaken a Training of Trainers (ToT) course. Seven were selected as national trainers. These Provincial Trainers will take responsibility in their provinces for training DPC and District Red Cross staff. In 2000, another 32 trainers were selected and trained to join this effort in 11 new provinces.

The VNRC DP Department also engaged in risk reduction activity. The National Society has planted and is maintaining over 11,000 hectares of mangrove trees along the seaward side of the sea dykes in eight provinces in the past three years. These plantations protect the dykes from storms and typhoons and also provide improved livelihoods to coastal communities.

The Central Provinces of Vietnam were the worst hit in recent years, and thus have benefited from much of the DP assistance during this period. Through the E5 supported programme, extensive training of local level volunteers and DP staff has taken place. In the major relief programmes following the floods of 1998 and 1999, wide ranging training was also carried out.

Most recently, equipment upgrades have been undertaken in each of the worst affected provinces. This included the provision of vehicles (two four wheel drives per province), Emergency Response Posts (local level disaster resistant buildings equipped with rescue kits), telecommunications equipment (mobile phones and a VHF radio network), emergency medical equipment and several boats.

An ambitious programme of training for children, both in school and through the Red Cross community links, has been started, and will be completed in Spring 2001. This programme aims to equip children and their families with the necessary information to avoid loss of life and livelihood in the most commonly occurring disasters. It has been jointly supported by the American Red Cross and UNDP through the delegation.

**Goal** The Vietnam Red Cross has implemented a strategy in recent years to build up its capacity in Disaster Preparedness both at its National Headquarters and throughout the country. This programme aims to assist the Vietnam Red Cross with the development of its human resources at national, provincial and district levels (particularly in the most disaster prone provinces), to strengthen its infrastructure and institutional capacity to respond to disasters, and to improve its performance in risk reduction activities in these areas.

## **Objectives and Activities Planned**

**Objective 1** To assist the VNRC in the strengthening and improvement of the National Society's disaster preparedness capacity, both at the Headquarters DP Department and in high risk areas, through human resource development and capacity building.

*Activities to achieve objective 1:*

- Continue the development of the strategy of the DP department.
- Train HQ, District Red Cross, DPC and Provincial Chapter staff from another 11 provinces in participatory adult training methodology and in the VNRC DP manual, using the Provincial Trainers (a continuation of the 1998-1999 programme).
- Develop and pilot DP material (based upon the VNRC DP manual) for commune level Red Cross volunteers and shock brigade members.
- Continue the teaching of water rescue and First Aid to Red Cross staff and volunteers .
- Continue the upgrade of DPCs in terms of equipment and relevance.
- Establish a Global Information System (GIS) data collation and information system for the VNRC DP Department.

**Objective 2** To assist the VNRC with the development of ongoing, sustainable risk reduction activities.

*Activities to achieve objective 2:*

- Conduct training in vulnerability, risk and hazard assessment and undertake assessments in for districts of each of the 10 provinces involved in 1998/99 programme.
- Pilot low-cost examples of risk reduction activity that may be undertaken easily and replicated elsewhere, for example the planting of bamboo/trees as wind breaks.
- Continue the mangrove plantation programme, possibly extending it to new areas.

### **Expected results**

*The expected results of objective 1 are:*

- Staff of the VNRC DP Department will be better able to undertake their roles and responsibilities and understand and utilise Federation policy and procedures in DP and relief;
- Provincial Trainers from 11 new provinces will have been selected and trained in participatory methodology and DP;
- District Red Cross, DPC and Provincial Chapter staff from 11 new provinces will have been trained in DP;
- A commune level DP manual will have been developed;
- The DPCs will have been provided with equipment;
- A GIS collation and information system for the VNRC DP Department will have been established and will be available to provinces and DPCs.

*The expected results of objective 2 are:*

- Staff of four districts of each of the ten provinces from the 1998/99 programme will have been trained and undertake vulnerability, capacity and risk assessment;
- Some low cost example of risk reduction activities will have been undertaken in ten provinces;
- Further areas of Vietnam benefit from the mangrove plantation programme.

### **Indicators**

- Staff of the VNRC HQ DP Department understand and utilise Federation policy and procedures in DP and relief.

- Staff of the VNRC HQ DP Department are familiar with the DP manual and are able to put into practice lessons learnt.
- Provincial Trainers train District Red Cross staff in the 21 selected provinces.
- Provincial Trainers develop and pilot DP material suitable for commune level Red Cross shock brigade volunteers in ten provinces.
- Over 400 Red Cross staff and volunteers from 40 selected districts given vulnerability/risk/hazard assessment training facilitated by the Provincial Trainers.
- Over 200 shock-brigade members given training in swimming, life saving and first aid.
- Thousands of vulnerable households indirectly benefit from the improvement in DP knowledge and the skills training of the Red Cross staff and volunteers.
- Increased risk reduction activity in ten selected provinces will have a direct impact on the safety and well-being of over 1,500 vulnerable households.
- Larger area of mangrove plantation maintained by VNRC supported programmes.

## **Critical Assumptions**

### *Internal*

- There are sufficient staff in the VNRC DP Department to undertake the programme.
- The VNRC leadership supports the programme.
- DPC, District and Provincial Chapter staff in the 21 provinces are committed to the programme.

### *External*

- Sufficient funding is available for the programme.
- Relief operations as result of disasters do not impede the implementation of the programme.

## **Implementation Arrangements**

The project will be managed by the VNRC DP Department with support from the Federation Delegation in Hanoi and later from Kuala Lumpur. The project will be implemented by the VNRC DP Department, with support from the DPC, District and Provincial Chapter staff, Provincial Trainers, Asian Institute of Technology and the Federation.

## **Monitoring and Evaluation Arrangements**

The monitoring of the project will be undertaken at the national level by the DP Delegate and other Federation and VNRC DP staff, and also staff of the Regional Office in Kuala Lumpur. The Secretariat in Geneva will continue to provide technical back-up and general monitoring and co-ordination of the programme. The evaluation of the project will be carried out at mid-term and a final evaluation by an external evaluator will take place in mid 2001.

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## 3. Health and Care in the Community

### Background and progress to date

The health and care in the community programme is made up of two projects:

- Community based social work (CBSW) project
- Assistance to vulnerable disabled.

Since 1987, the two key activities of the Vietnam Red Cross (VNRC) have been its community level health care and its social services. The VNRC defines health care as Primary Health Care (PHC) and first aid. These programmes have evolved over the years to include comprehensive PHC, Community Based Health and First Aid (formerly CBFA), community level health stations, workplace first aid, first aid services to victims of traffic accidents, assistance with blood donor recruitment, malaria programmes in some provinces, HIV/AIDS peer education programmes, and water and sanitation programmes. VNRC has also supported several national programmes covering vaccination, family planning and nutrition by mobilizing people to participate.

Federation technical support to the VNRC in terms of health ended at the beginning of 1999 with the launch of the Community Based Health and First Aid programme. The Federation has since assumed a facilitating role with the main participating societies supporting the VNRC - the Australian Red Cross and the Danish Red Cross. The DRC supports VNRC in a large and extensive PHC programme, which is currently entering its third phase, moving from a small number of pilot provinces to a wider programme over the coming five years. ARC has been active in support of the VNRC's HIV/AIDS Peer Education.

The Social Work programme of the Vietnam Red Cross has evolved since 1996 into a 10 year cooperation between the VNRC, the Swedish Red Cross and the Federation. In the past two years, it has expanded its scope to include one particularly vulnerable group in Vietnam today - disabled people, many of whom are believed to be victims of Agent Orange.

This programme represents Federation support to two VNRC social work programmes: the Community Based Social Work Programme and the Disability programme. (Coordination of assistance to the health sector is covered under the "National Coordination" programme.) Its purpose is to strengthen the capacity of VNRC in social work skills and methods, in order to improve response and services to the most vulnerable and disadvantaged groups in Vietnam.

It aims to promote self-reliance in the communities and to help VNRC move away from a traditional "charity approach" to a more effective approach that involves the beneficiaries and introduces longer-term, development-oriented programmes.

The first phase of this programme, now completed, aimed to create understanding, acceptance and commitment for this new field of activity. The next phase will seek to put the social work concept into practice and, through the disability programme and other dedicated social welfare mini-projects, provide real long term assistance to the more vulnerable people in the communities served by VNRC. It will continue until at least 2005.

In recent years, Vietnam has experienced economic growth, but not all have benefited, and the gap between rich and poor has increased. This development has led to increased urbanization and a change of traditional social norms, especially in the major cities. As a result, the need for social assistance has not only changed direction but also increased.

The CBSW programme focuses mainly on transferring development skills and methods. It introduces a new approach and working style -- how to work with and assist the most vulnerable, and how to use a participatory approach. The content of the programme touches central issues such as organization and roles, and it involves participants in mapping real needs and resources in their own communities, planning and

managing projects, and community mobilization and communication. The focus is now closer to the grassroots level but it also supports upper levels in their monitoring and advisory role, influencing the traditional, top-down management style.

As the concept of social work is a fairly new field in Vietnam, the active participation and strong support of the Federation, as well as that of Vietnamese experts, was necessary in the first phase of the programme. There is now a stronger sense of commitment and appreciation of ownership within VNRC, so that the Federation's participation can gradually decrease from a facilitating and guiding role to a supportive role. This was demonstrated in November 2000, when VNRC headquarters organized, managed and facilitated the first social work Training of Trainers course (TOT). At the same time the CBSW manual, written by VNRC personnel, was piloted.

The priority for the coming two years is to support the development of human resources and practical, local-level programmes. Training of Trainers will continue, and assistance will be provided for chapters to bring this training to their district and commune levels. In addition, seed money will be available to local Red Cross groups to implement practical social work activities.

Among the vulnerable groups most regularly assisted by VNRC at a local level are families with disabled members. In 1998 the Vietnam Red Cross took on responsibility for managing the national Agent Orange Victims Fund, in order to extend its assistance to poor, severely disabled and/or chronically ill people, many of whom are believed to be affected by Agent Orange. Through this fund, and sub-funds developed on provincial level, VNRC has managed to carry out fundraising and to provide assistance to a large number of people. However, needs far outweigh the available resources. The society's activities include the provision of family level social services, community development programmes, vocational training and income generation. The training in social work to date has been invaluable to the chapters implementing this very important project.

Regarding the disability project, initial assessments have identified the following needs:

The general and most urgent need for the beneficiaries is to improve their living conditions. For many families living at the edge of survival, some relief assistance is necessary, although a more long-term and sustainable solution must be sought. The assistance will have to be designed in a flexible way to meet the different needs of each family.

Based on the data collected by the Vietnam Red Cross and supplemented by the lists of the Ministry of Health and the Ministry of Labour, Invalids and Social Affairs (MOLISA), a number of common needs have been identified. Although more detailed and specific information will be available shortly as a result of provincial Red Cross chapters needs assessments, the following areas for support has already been identified:

- Initial "relief" assistance to meet basic and urgent needs (e.g. food).
- Improving housing conditions.
- Rehabilitation (including treatment/surgical intervention, functional and community based rehabilitation).
- Mobility aids and rehabilitation tools.
- Access to education and vocational training.
- Income generation (family survival).

Another very important area in which the Red Cross, as a volunteer based organization, can contribute, is that of the social needs, which include:

- Psychological/social support and basic counseling.
- Raising awareness in the community (provide information, change attitudes, advocate for community support, etc.)
- Mobilize volunteers to take care of or play with disabled children, help with home-based training activities.

In order for VNRC staff and volunteers to develop and implement this programme effectively, the society will have to provide training for them in working with the disabled, project management, social work

practices (including needs assessment techniques, participatory methods, counseling, community development)

**Goal** The purpose of the CBSW project is to strengthen the capacity of the VNRC in social work skills and methods in order to improve its response to the needs of the most vulnerable and disadvantaged groups in Vietnam, and to promote self-reliance in those communities. This is a capacity building project aiming at strengthening VNRC on all levels: human resources, programmes and organization.

The main purpose of the Disability Project is to improve the living conditions of poor and disadvantaged people suffering from severe disabilities and health problems. The project also aims to help strengthen VNRC's capacity to develop sustainable models and activities in response to the needs of this group of beneficiaries.

## **Objectives and Activities Planned**

### **Community Based Social Work Project**

**Objective 1** To continue to raise awareness and understanding about social work nationwide, in order to respond more effectively to social needs.

**Objective 2** To build capacity in each province by training key persons who will be responsible for providing practical social work training at the local level and giving guidance in designing, implementing and managing activities and community projects.

**Objective 3** To strengthen local Red Cross work by implementing grassroots-level training of volunteers and staff carried out by provincial trainers/resource persons.

**Objective 4** To support provincial and local Red Cross personnel in identifying and implementing community-development activities and to put social work skills and methods into practice. To develop strategies, plans and practical tools on how to assist specific target groups (e.g., the elderly, disabled, homebound).

**Objective 5** To develop and produce social work manuals and guidelines which will guide staff and volunteers in carrying out humanitarian work.

**Objective 6** To develop new and shared values, behaviour, approaches and working methods within the organization. To strengthen communication systems and facilitate a learning and participatory approach within VNRC, and to promote cooperation and an exchange of experiences and ideas both internally and externally.

*Activities to achieve the objectives of the community based social work project:*

- Expand the nine-day introductory ("Basic") training to 15 more provinces, bringing to 45 the total number of provinces reached by the end of 2002.
- Continue the project to train trainers and resource persons (TOT), providing key VNRC staff with more in-depth training in social work, community development, project management and participatory training methods. A total of 28 provinces will take part in 2001-2002.
- Provide social work training for grassroots level, adapted to local situations and needs and to working with specific target groups or individuals. For the years 2000-2001 at least 120 local level training sessions will be carried out, organized and facilitated by the provincial trainers.
- Support local Red Cross units in developing and implementing at least 40 small-scale/community projects, applying social work practices from the training activities and providing guidance and technical assistance. Field test and finalize practical guidelines for developing and implementing community development projects in 2001. Start developing model strategies and projects for different target groups.
- Continue to field test and finalize the VNRC draft manual on social work methods and distribute it in larger quantities by end 2001. Produce a short and practical book on social work methods for the

grassroots level. Examine the need for other materials for Red Cross staff and volunteers, e.g. Red Cross leaflets, practical tools for carrying out participatory needs assessments, etc.

- Organize opportunities for different parts of VNRC to meet, discuss and work together, such as meetings, working groups, workshops and training sessions for VNRC staff. Arrange study trips and participation in international exchanges.

## **Disability Project**

**Objective 1** To conduct community surveys and needs assessments, on a general level to understand the situation and needs of the beneficiary families, and on a more specific level to help develop different types of projects/activities.

**Objective 2** To design appropriate response and provide assistance based on the outcome of the needs assessments, reflecting both short-term and long-term needs.

**Objective 3** To develop guidelines and leaflets for VNRC staff and volunteers working with the disabled, as well as for the beneficiary families.

**Objective 4** To strengthen VNRC's capacity to work with the disabled in an efficient and participatory way.

*Activities to achieve the objectives of the disability project:*

- In 2001-2002, complementary and/or more specific needs assessments will be carried out in the pilot provinces. Surveys/needs assessments will also be carried out in 5-7 additional provinces selected by VNRC to be part of the project in phase 2. Training, support and guidance to VNRC to carry out participatory needs assessments will be provided.
- Following the project description and provincial plans, assistance will be provided responding to needs in the areas of health and rehabilitation, education and vocational training and improving living conditions of the disabled and his/her family. Contacts will be taken with rehabilitation centres, organizations and programmes for the disabled in order to learn from their experience and to explore possibilities for cooperation.
- Material already developed by VNRC, eg. the social work manual and guidelines for developing community projects, will be used and disseminated. Contacts will also be taken with other organizations and resource persons to explore what material has already been produced. Based on needs, new materials will be developed/produced to guide local Red Cross as well as parents/family members to take care of, support and train their disabled children.
- Training will be provided to VNRC staff and volunteers, both at headquarters and in the provinces. It will cover areas such as social work practices (needs assessment techniques, participatory approach, counseling, community development etc.), project management, work with the disabled (eg community based rehabilitation,) or any other area arising as the project develops.
- Communication and cooperation between the different departments and levels of VNRC will be promoted to ensure a coordinated approach. Regular contacts, meetings, workshops etc. will be held. Contact will also be made with external partners and organizations. The capacity to use electronic mail and software programmes for compilation of data and project management will be strengthened.

## **Expected Results 2001-2002**

During the 10-year implementation period of the community based social work project, the training of thousands of VNRC staff and volunteers in the field of social work will provide the Red Cross network with the knowledge, skills, tools and methods to respond to community problems and needs. Through the disability project, it is expected that VNRC will have gained useful experiences through the pilot phase and that "models" to meet the different needs of the target group will have been developed and a start made on implementation. For both projects, it is expected that training, workshops, exchanges and new ways of working together will create shared values and a better understanding of VNRC objectives and different activities. It should result in a number of development programmes, community projects and activities meeting the long-term needs of the most vulnerable in Vietnam and providing communities with the skills and methods to find local solutions to reduce their vulnerability. It is hoped that both projects will help

heighten the Red Cross image and mobilize community support by showing the effectiveness and results of projects at grassroots level.

*Community based social work project:*

- More than 400 Red Cross leaders and key staff from 15 provinces will have taken part in the nine-day introductory/basic social work training in 2001-2002, bringing the total number to 41 provinces and more than 1,000 VNRC staff members having had an introduction to social work methods.
- About 150 key people from 28 provinces and headquarters will have been trained in 2001-2002 to be provincial trainers and resource persons, and thereby be better equipped to train, support and guide local level in their work.
- At least 140 training sessions will have been carried out in 2001-2002 by provincial trainers, giving some 3,500 volunteers a chance to learn about the Red Cross, and participatory and development methods in practical work.
- By the end of 2002 at least 50 community activities or small-scale projects will have been developed and started as part of this project. VNRC headquarters will have played a more supportive and guiding role to ensure these projects follow the social work approach disseminated in the training.
- The VNRC Manual for Social Work will have been field tested, revised and used widely in TOT. A shorter and more practical version for Red Cross volunteers will have been developed and spread throughout the country. A practical framework/checklist for development, implementation and management of mini-projects will have been drawn up. Other material will have started to be developed, helping the local Red Cross in its work with the different target groups. Available material from other organizations, as well as within the Movement, will have been used.
- Formal and informal working groups and contacts between departments and partner organizations will have been established. VNRC regional workshops and meetings will have been held to exchange experiences and develop programmes targeting local needs. International contacts and exchanges with other National Societies (and international organizations) will have started taking place.

*Disability project:*

- All provinces involved (6 pilot provinces + 6-7 new provinces) will have carried out surveys and needs assessments. The provinces will have improved their knowledge, skills and methods in carrying out community based and participatory needs assessments, through training and by practice.
- With guidance from and in close cooperation with VNRC headquarters, the 6 pilot provinces will have carried out activities following their approved project descriptions, plans of action and budgets. The local Red Cross will have been able to assist a considerable number of individuals and families. The 5-7 “new” provinces will have provided initial assistance to a limited number of beneficiaries, based on the needs assessments, approved plans and learning experiences from the pilot provinces.
- By the end of 2002, all VNRC staff and volunteers involved in the programme will have been equipped with materials supporting and guiding them in their work with the disabled.
- Contacts will have been established with outside organizations with relevant experience.
- Staff and volunteers in the provinces included in this programme as well as VNRC headquarters staff will have participated in training activities and thereby increased their skills and capacity in working with the disabled and in programme/project management, participatory methods and needs assessment techniques. Meetings and workshops with involved parties will have been organized regularly to discuss and agree on project issues.

**Indicators**

- By the end of 2002, some 400 leaders and key staff from 15 provinces given nine-day basic training.
- By the end of 2002, some 150 more trainers from 28 provinces trained as resource persons in seven ToT sessions.
- By the end of 2002, some 150 social work related training sessions for local Red Cross volunteers organized and facilitated by provincial trainers/resource persons.
- 50 community activities/mini-projects implemented for particularly poor and vulnerable people following the provincial training activities in 2001-2002.

- By the end of 2002, the general/TOT manual, the shorter and more practical book for grassroots level and the guidelines of project development/management widely distributed. Other more specific guidelines for different target groups or activities started to be developed.
- At least one workshop to exchange experiences between provinces and headquarters organized. Staff from different departments meet more frequently than before to discuss and share experiences. VNRC staff participated in workshops/seminars both in-country and abroad. One study trip abroad per year took place to establish relationship with and learn from other National Societies.
- By the end of 2002, needs assessments carried out in all provinces involved in the Project targeting poor disabled.
- Numbers of poor disabled and their families assisted through this programme. The type of assistance included both medical and community based rehabilitation, mobility aids, upgrading of housing, education and vocational training, support to family livelihood (income generation) and counseling and social support. By the end of 2002, lessons and experiences from the pilot phase assessed and "models" developed and spread with VNRC.
- Material relevant for this programme made available to VNRC staff and volunteers. VNRC produced its own Red Cross guidelines on working with poor disabled.
- By the end of 2002 VNRC headquarters and provinces involved in the programme participated in training activities in the following areas: project development and management, raising awareness training on children with special needs and CBR.

### **Critical Assumptions**

- The capacity at headquarters and provincial level to support, motivate and assist the grassroots level will increase;
- The current shortage of qualified staff at national level does not increase, and that the leadership for these programmes (Social Work department and Agent Orange Victims Fund) will define the role and strategic direction in 2001, following the National Congress;
- Better cooperation between departments in NHQ facilitates sharing of learning between the Agent Orange Victims Fund and the Social Work department, and between these and the Health Department;
- The time gap between basic training and TOT has not created a problem, as skills and methods learned can be forgotten;
- Despite the limited number of experienced and qualified social workers in Vietnam, the VNRC can find effective facilitators for the TOT and other training, in order to ensure the quality and the speed of the programme;
- Donors (including the Federation) understand that the process of changing attitudes, approaches and working methods in VNRC is a long-term process.
- Long-term commitment from sister societies/Federation to supporting the programmes is ensured.
- The leadership of VNRC continues its total commitment to and acceptance of the programmes.

### **Monitoring and Evaluation Arrangements**

Monitoring and evaluation has been part of the CBSW project from the beginning, and will also be built into the Disability Project from the very beginning. For both projects, monitoring and evaluation will be done through:

- Regular Programme Management Board meetings.
- Regular planning and review meetings and a close dialogue between VNRC and Federation delegation staff, as well as with partner National Societies and outside consultants.
- Field visits for monitoring and discussions with local Red Cross and beneficiaries.
- Workshops with VNRC headquarters, provinces and Federation representatives (eventually outside consultants, trainers and resource persons) to ensure all parties' involvement and that projects are on the right track.
- A mid-term evaluation will be carried out 2001 for the CBSW project including all steps of the programme and progress and impact since its start in 1996. The different components of the social work project (manuals and TOT) are piloted and evaluated systematically.
- The pilot phase of the Disability Project will be reviewed in mid 2001 before proceeding to phase 2.

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## 4. Coordination and Management

### Background and progress to date

The National Congress of the Vietnam Red Cross (VNRC), due in December 2000, will review progress in its current strategy and set priorities for the coming five years. It will also elect the leadership and governing bodies of the National Society. As part of the build up to this congress, each Provincial Chapter and District Red Cross has held elections, bringing a number of positive changes in the team of office bearers at province level.

Programme implementation has been most prominent in disaster response, primary health care (particularly in the four provinces assisted by the Danish Red Cross) and HIV/AIDS peer education (in Hanoi and Ho Chi Minh City sponsored by the Australian Red Cross and UNICEF). The VNRC has focused on curriculum and programme development - in the areas of disaster preparedness, disaster response, capacity building of disaster prone provinces, health and social work. Each of these programmes has impacted positively on the capacity building of the provinces involved.

A delegation of the International Federation has been present in Vietnam since the late 1980s. Since then, the Vietnam Red Cross has developed considerably in terms of national coverage and programme implementation.

The Japanese Red Cross will continue major funding for DP programmes in the coming years through the Federation. The Danish Red Cross currently has a large project office which it plans to reduce. The Australian Red Cross has a smaller office and both American Red Cross and French Red Cross are currently in the process of developing ties with Vietnam for project implementation purposes. The Swiss Red Cross has indicated its interest in continuing strong links with Vietnam, as have the Netherlands, Norwegian, German and Australian National Societies.

The extensive programme support requested by the Vietnam Red Cross in the key areas of disaster relief, disaster preparedness, health and care and capacity building makes it essential to provide management support and co-ordination of the response by the components of the Movement.

In September 2000, the delegation consisted of 5 delegates, 4 locally hired expatriate delegates, and 20 national staff in 4 offices in Vietnam. With the conclusion of a rehabilitation programme, the finalising of the "E5" branch development programme and a reduction in external support for disaster preparedness by mid 2001, the delegation should consist of two delegates, two locally hired expatriates and eight national staff.

**Goal** In 2001, through its programme management, the Federation delegation will enhance the image of the Vietnam Red Cross and the partner National Societies working with it. It will increase funds raised for programmes and will contribute to the capacity building of the National Society.

#### Objectives and Activities Planned

**Objective 1** To co-ordinate development and relief assistance to the Vietnam Red Cross provided through the components of the Movement.

*Activities to achieve objective 1:*

- Support the VNRC and sister societies through the development and monitoring of an inclusive Country Assistance Strategy (CAS).
- Support VNRC in its relations with sister societies, and support those societies in the achievement of their goals in the context of the CAS and the realities of the VNRC.
- Ensure a timely information flow between partners in the CAS.

- Manage and co-ordinate the activities in support of the VNRC of the Federation staff in Vietnam, Kuala Lumpur, Geneva and Bangkok.

**Objective 2** To assure donors that the funds contributed to programmes of the VNRC are effectively targeted and efficiently used.

*Activities to achieve objective 2:*

- Support VNRC in the production of its local appeals and requests for funding through the implementation of the standard reporting format and the provision of feedback on appeals.
- Produce timely, effective and realistic international appeals.
- Demonstrate to donors that the Federation is effective in its financial monitoring of the income and expenditure of funds associated with these requests and appeals.
- Support VNRC in the development of its financial management systems.
- Actively monitor the implementation of programmes on the ground, and assist VNRC with narrative reporting on these activities.

**Objective 3** To promote the work of the VNRC and its sister societies among the donor community in Vietnam, and among the domestic/international audiences of the participating societies.

*Activities to achieve objective 3:*

- Continue to use the domestic and international media to promote the work of the Red Cross among the general public, governments (of Vietnam and donors) and non governmental institutions in Vietnam.
- Support VNRC in its approaches to its government to obtain improved status and conditions for its work, both nationally and at provincial level.
- Support the efforts of the external relations and resource development departments of VNRC to develop their contacts with donors and other partners.

**Objective 4** To raise funds for VNRC operations.

*Activities to achieve objective 4:*

- Continue links with donor governments and agency representatives in Vietnam to maintain the level of income raised for operations.
- Develop stronger links with international companies in Vietnam in order to raise more funds from this sector.
- Support VNRC in its speedy response to emergencies, and its effective response to other social needs, in order to improve the “product” presented to donors.

**Objective 5** To provide on the spot support and counsel to the capacity building programme of the VNRC.

*Activities to achieve objective 5:*

- Develop close links with leaders and managers of VNRC to ensure that feedback from the society is well understood, and that advice and support is appropriately targeted and well received.

### **Expected Results by end 2001**

- VNRC and sister Societies working in Vietnam will be satisfied that their common efforts are producing results and that relationships are functioning smoothly.
- Federation staff resources from different offices are being used effectively.
- Donors will have expressed confidence in the VNRC.
- VNRC will be better known and enjoy greater respect.
- More funds will have been raised by the delegation for the work of all partners.
- The capacity building programme of the VNRC will be running smoothly.

### **Indicators**

- The CAS reflects all activities in Vietnam of the Movement's components: Federation, sister societies and ICRC, together with those of the VNRC.
- VNRC is regularly invited to attend Vietnam government meetings on disaster relief; donor governments contact VNRC when there is a disaster.
- Media covers VNRC disaster relief activities.
- Funding is available.

### **Critical Assumptions**

- Co-operation of all Red Cross partners;
- Maintenance of the VNRC's high standards of public performance; willingness of VNRC to address issues of integrity as and when required;
- Continued funding for positions mentioned above.

### **Monitoring and Evaluation Arrangements**

The delegation will monitor and evaluate all programmes. It should also be noted that Southeast Asia is part of the Federation 'Action Research'<sup>1</sup> initiative which will place special emphasis on programme monitoring.

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<sup>1</sup> *Action Research is a chance for three regional delegations to lead the redesign of core field processes. Through an iterative process of business planning, field implementation, monitoring, and revision, these Action Research teams will develop processes and organisational structures that will allow the field to better meet the goals of Strategy 2010 and the Secretariat's mission.*

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<b>DELEGATION: VIETNAM</b>					
<b>PROGRAMME</b>	<b>DP</b>	<b>Health &amp; services</b>	<b>IDRD</b>	<b>Coord. &amp; mgt</b>	<b>TOTAL</b>
Shelter & construction	48,484	95,419	0	0	<b>143,903</b>
Clothing & textiles	3,159	48,201	0	0	<b>51,360</b>
Food & seeds	221,396	49,775	0	0	<b>271,172</b>
Water	0	0	0	0	<b>0</b>
Medical & first aid	0	318,817	0	0	<b>318,817</b>
Teaching materials	0	24,101	0	0	<b>24,101</b>
Utensils & tools	0	0	0	0	<b>0</b>
Other relief supplies	0	0	0	0	<b>0</b>
<b>Sub total supplies</b>	<b>273,039</b>	<b>536,313</b>	<b>0</b>	<b>0</b>	<b>809,352</b>
Land & Buildings	0	0	0	0	<b>0</b>
Vehicles	0	0	0	0	<b>0</b>
Computers & telecom	10,383	4,919	0	0	<b>15,302</b>
Medical equipment	0	0	0	0	<b>0</b>
Other capital expenses	0	0	0	0	<b>0</b>
<b>Sub total capital</b>	<b>10,383</b>	<b>4,919</b>	<b>0</b>	<b>0</b>	<b>15,302</b>
Programme management	79,768	96,104	13,211	30,227	<b>219,309</b>
Technical services	23,878	28,768	3,955	9,048	<b>65,650</b>
Professional services	26,481	31,904	4,386	10,035	<b>72,805</b>
<b>Sub total programme support</b>	<b>130,127</b>	<b>156,776</b>	<b>21,551</b>	<b>49,310</b>	<b>357,764</b>
<b>Transport &amp; storage</b>	<b>30,737</b>	<b>44,819</b>	<b>0</b>	<b>12,952</b>	<b>88,508</b>
Personnel (delegates & expatriates)	60,712	90,103	0	221,984	<b>372,799</b>
Personnel (local staff)	394,739	375,892	157,969	103,030	<b>1,031,631</b>
<b>Sub total personnel</b>	<b>455,451</b>	<b>465,995</b>	<b>157,969</b>	<b>325,014</b>	<b>1,404,429</b>
Travel & related expenses	68,940	70,745	0	21,150	<b>160,835</b>
Information expenses	19,674	23,775	0	1,582	<b>45,031</b>
Expert fees	124,611	52,956	0	2,771	<b>180,338</b>
Admin. - general expenses	70,010	68,941	16,395	35,495	<b>190,841</b>
Training workshops / seminars	0	0	0	0	<b>0</b>
<b>Sub total travel, training, general exp.</b>	<b>283,235</b>	<b>216,417</b>	<b>16,395</b>	<b>60,998</b>	<b>577,045</b>
<b>Total budget</b>	<b>1,182,972</b>	<b>1,425,238</b>	<b>195,915</b>	<b>448,274</b>	<b>3,252,400</b>