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Emergency Plan of Action (EPoA) Vietnam: Floods

 International Federation
of Red Cross and Red Crescent Societies

DREF operation n° MDRVN016	Glide n° FF-2017-000152-VNM
Date of issue: 24 October 2017	Date of disaster: 9-10 October 2017
Overall operation budget: CHF 236,480	
Operation start date: 23 October 2017	Expected timeframe: 3 months (31 January 2017)
Operation manager (IFRC): Hung Ha Nguyen, CSR Manager, Bangkok CCST	Point of contact in Viet Nam Red Cross: Nguyen Thi Thu Ha, Director of DM department
Total number of people affected: 40,000 people	Number of people to be assisted: 16,000 people ¹ (4,000 households)
Host National Society presence (n° of volunteers, staff, branches): Viet Nam Red Cross Society (VNRC) is one of the leading humanitarian actors in Viet Nam. It has more than four million members and boasts a network of branches in all 63 provinces and major cities down to district and commune levels. It has at least 15,000 staff, of which around 220 are at the headquarters and the rest in the branches. There is one national disaster response team (NDRT) and 31 provincial disaster response teams (PDRT) located in disaster-prone provinces to enhance timely response in the event of emergencies. The VNRC has 4,472,102 Red Cross members and 425,776 Red Cross volunteers.	
Red Cross Red Crescent Movement partners actively involved in the operation: The VNRC is working with the International Federation of Red Cross and Red Crescent Societies (IFRC) on this operation. At present, no other Movement partner has confirmed bi-lateral support to the National Society.	
Other partner organizations actively involved in the operation: The Department of Natural Disaster Prevention and Control (DNDPC) has monitored the flood and guided preparedness and response activities accordingly. On 12 October, the government body People's Aid Coordinating Committee (PACCOM) called for a coordination meeting with all relevant stakeholders in Viet Nam to appeal for assistance to the people affected. The PACCOM keeps sending update on the losses and damages from most affected provinces to DMWG partners	

A. Situation analysis

Description of the disaster

On 8 October 2017, Tropical Depression 23W was categorized at the level of orange, with high winds up to 40.27 mph. The next day, it tore a destructive path across the northern provinces of Viet Nam on Monday before making landfall on 10 October. It was not a particularly strong storm and was not expected to achieve typhoon status, but it brought heavy rains, land erosion and floods to parts of central and northern Viet Nam. Prolonged heavy rains and floods also seriously damaged infrastructure, particularly bridges, blocked roads and left many communities isolated. Making thing worse, just after the passing of Tropical Depression 23W, Typhoon Khanun passed over the same areas on 16 October. Since then, water has been receding in almost all the rivers in the north of Vietnam but at a slower pace in some of the affected provinces including Thanh Hoa, Nghe An, Ha Tinh, Hoa Binh, Yen Bai and Son La. Among the most affected provinces were Hoa Binh, Yen Bai and



Broken Thia Bridge in Nghia Lo, Yen Bai province

¹ Calculated based on the National average household size of 3.8 people

Thanh Hoa. As of 16 October, the Government of Viet Nam as confirmed 75 people have died. The government has also called these floods the worst in decades.



House collapsed in Nghe An province



Suspension Bridge in Xuan Cam Commune, Thuong Xuan district, Thanh Hoa province

The following table summarizes the impact of the flooding in 10 provinces:

#	Province	Human loss			Impacts on shelter			Crop and Production Damages	
		# of dead	# of missing	# of injured	House collapsed, swept away	Unroofed	Houses inundated	# of rice crop inundated (ha)	# of other crops inundated (ha)
1	Thanh Hoa	16	5	5	59		26,754	120	3,403
2	Nghe An	9			4	28	50	1,955	
3	Ha Tinh			1	2		2,089	1,200	
4	Yen Bai	17	11	9	77		1,705		
5	Hoa Binh	24	10	12	32	45			
6	Son La	6	2	5	50	194	43	552	
7	Quang Tri	1							
8	Ha Noi	2					295		
9	Phu Tho						424		
10	Ha Nam						8,667		
	Total	75	28	38 (including 6 persons in Thai Binh province)	224	267	39,603	3,827	3,403

According to the government health department, there were already a high number of cases of dengue fever in the province of Thanh Hoa by the end of September 2017, with 2,602 reported cases. The most affected areas for cases of dengue are also in the currently flooded areas in the districts of Tinh Gia, Thach Thanh, Hoang Hoa. Even though the number of dengue cases has been going down because of cold weather, there is a threat that the number of cases will increase in the district of Tinh Gia because of flooding.

More than 148,260 cases of dengue fever have been reported across the country since the outbreak began earlier this year, of which 30 people have lost their lives, and more than 100 cases per day are still being reported in Hanoi. The Ministry of Health staff are warning that disease outbreaks are expected to rise following flooding and rains, coinciding with peak season for diseases such as dengue fever, malaria, typhoid and influenza.² The Ministry of Health has also affirmed in its November 2017 plan that dengue and other health related issues associated with floods and storms continue to be high in their priorities.

Summary of the current response

Overview of Host National Society

VNRC has been actively conducting response activities as one of the key members of the National Steering Committee for Disaster Prevention and Control as well as a member of the UN Disaster Working Group.

National Disaster Response Teams (NDRTs) and Provincial Disaster Response Teams (PDRTs) were active and deployed to the three most affected provinces of Hoa Binh, Yen Bai and Thanh Hoa. They assisted local chapters with the evacuation of people to safer places before the disaster hit as well as coordinated with local chapters to prepare for emergency response. These teams have also been actively involved in relief distribution and needs assessments.

VNRC also released funds to provide emergency relief to the worst-hit communities. This assistance included cash grants, household items, tarpaulins and water purification tablets. VNRC undertook three relief missions from national headquarters to the three most affected provinces, with the initial support of VND 900 million in cash (CHF 38,270) and in-kind support of VND 57 million (CHF 2,425). Refer to the table below for further details on VNRC actions to date:

#	Provinces	Cash for food and essential commodities (million VND)	Water filtration tablets (cartons)	Tarpaulins	House hold kits ³
1.	Thanh Hoa	300	10	20	2
2.	Nghe An	100			
3.	Hoa Binh	250		20	2
4.	Yen Bai	200		20	102
5.	Son La	50			
	Total	900	10	60	106

VNRC provincial branches also actively mobilised volunteers to support the rescue efforts of local government and to help families to clean and repair their houses. Rapid assessments have been done by the three branches of the hardest hit provinces.

Overview of Red Cross Red Crescent Movement in country

IFRC team members in Hanoi include a delegate seconded by the Republic of Korea National Red Cross to coordinate a community resilience project funded by the Korea International Cooperation Agency (KOICA) and several technical and support team members. In addition to IFRC, there are several Partner National Societies (PNS) with presence in-country. These include American Red Cross, French Red Cross, German Red Cross, Italian Red Cross and Swiss Red Cross. They mainly support VNRC in implementing middle to longer-term programmes. Currently none of the PNS in-country are involved in the response. However, previously German Red Cross had funded the placement of three water filtration systems, currently placed in the three provinces of Thanh Hoa, Quang Binh and Da Nang. However, due to the floods in Thanh Hoa, VNRC has not been able to find areas high enough for the placement of the water filtration system. At present, no other Movement partner has confirmed bilateral support to the National Society.

Movement Coordination

VNRC has been sharing information and keeping IFRC, ICRC and Partner National Societies informed of the situation, progress made and the needs on the ground. The National Society called for a meeting with all partners on Thursday 19 October 2017 to update and advocate for funding contributions towards people in the most affected provinces of the country.

Overview of non-RCRC actors in country

The Government has been continuing with environment sanitation and the prevention of epidemic diseases; monitoring the high-at-risk areas for landslides to timely evacuate people; fixing damaged dyke and reservoir systems; deploying

² Reference: <http://english.vov.vn/society/vietnam-records-over-148260-cases-of-dengue-fever-360847.vov> and <https://reliefweb.int/report/vietnam/flood-hit-areas-prepare-disease-outbreaks>; <http://www.malaysiandigest.com/world/703365-vietnam-s-flood-hit-areas-brace-for-diseases.html>

³ Household kits: each containing two blankets, one mosquito net and cooking utensils.

task forces to assist people to harvest their crops; and conducting a need assessment for the livelihood support of seeds, seedlings and animals.

The Government of Viet Nam has mobilized resources to support the local communities through provincial Fatherland Front (part of the government) and Red Cross chapters. To date, the local authorities in Yen Bai province have supported with VND 10 million for households in which people died; injured with VND 2,7 million per person; totally collapsed house with amount of VND 25 million; partly damaged house (that have had to re-allocate to a safer place) with VND 15 million; total donations received in the province is VND 997 million in cash. In the province of Thanh Hoa, authorities have released a local fund with the amount of VND 2 billion. In the province of Hoa Binh, local authorities have focused on search and rescue.

VNRC has participated in the central level coordination meetings convened by the Central Committee for Natural Disaster Prevention and Control (CCNDPC) both before and after the floods to update with information on the response at the national level. At the provincial, district and communal levels, VNRC is also taking part in local level meetings.

On 12 October 2017, the People's Aid Coordinating Committee (PACCOM) officially convened a meeting of the Disaster Management Working Group (DMWG) to collect information and coordinate the assessment and response efforts to avoid overlap.

Needs analysis, beneficiary selection, risk assessment and scenario planning

VNRC carried out a rapid damage and needs assessment in three provinces from 13 to 15 October 2017. The assessment team used a participatory approach for data collection, ensuring the involvement of communities. The rapid assessment team submitted their initial findings on 16 October 2017 and analysis was immediately undertaken by VNRC headquarters.

Thousands of hectares of rice and other crops have been damaged. Flood and water damage is also providing perfect mosquito breeding sites, and with that, an increased risk of water borne disease. Based on the collected data, the main impacts of the disaster have been observed to be shelter and livelihoods, and the potential for disease outbreaks and further increase in mosquito borne disease cases such as dengue. The shelter assistance will be taken up by the Government of Viet Nam and other agencies. In response, VNRC will continue to distribute emergency cash, and provide disease prevention activities using the Epidemic Control for Volunteers and/or the Zika/Dengue/Chikungunya Toolkit. As well as the needs identified, VNRC based its proposed response on the capacity of its branches and previous experience in implementing similar interventions.

Cash is being used as a modality for this intervention as markets in the three provinces where VNRC will apply this method are functioning and people are able to purchase food and essential commodities. There have also been no risks identified or threats in the three provinces, with local governments mobilized and providing support to affected communities.

VNRC targets 4,000 households categorized as poor or near-poor as per national standards to be assisted through this DREF allocation. The amount of money will be allocated at three different levels:

- Level 1 with VND 500,000 (CHF 23) – for one-person household
- Level 2 with VND 1 million (CHF 46) – for two- to three-person household
- Level 3 with VND 1.5 million (CHF 69) – for more than three persons household

Beneficiary selection

Based on the impact of the disaster, identified urgent needs, and the capacity of its branches in the affected areas, VNRC will target the most vulnerable poor households that have been severely affected by the floods. While livelihood sources lost and/or houses severely damaged will be considered the most important/must have criteria for beneficiary selection, the following criteria will be taken into account during the process of prioritization:

1.1.1. Primary criteria

Households have to meet at least one of the following criteria:

- Loss of food source (main food source of households was lost or heavily damaged due to the floods)
- Loss of household assets and/or assets used for livelihood, such as rice-fields, fish/shrimp and other aquacultures.
- Loss of houses/shelters
- Loss of lives

1.1.2. Secondary criteria

If the number of households who meet all primary criteria is still higher than the capacity to support, the secondary criteria can be used for further selection. Households will need to meet any one of the secondary criteria, the ranking will be from the top list down, as follows:

- Households who are on the latest list of poor households (2 scores)
- Households who are on the latest list of near poor households (1 score)
- Households who self-reported not received any support or received very little support from other individuals or organizations (1 score)
- Households of which none of the members has the **capacity to work** (1 score)
- Households caring for **disabled or chronically ill people** (1 score)
- **Female-headed** households (1 score)
- Households with **pregnant or lactating women** (1 score);
- Households with **elderly over 65 years old** (1 score);
- Households with **children under 5 years old** (1 score)

Based on importance, each of the above-mentioned criteria will be given 1-2 points and support will be provided to those having the highest scores.

Beneficiary selection will be coordinated with local authorities and other stakeholders to ensure there is no overlapping Cash distributions will be focused on the 15 worst affected communes of 5 districts in the three provinces. Amounts could also be adjusted based on further assessments and discussions with affected communities.

Risk Assessment

A large number of families have been affected by the disaster and it is challenging to categorize the level of damages to shelter and livelihood, which may lead to difficulties in the selection of beneficiaries. VNRC headquarters will closely monitor and provide technical support to the provincial chapters and at the same time work closely with local government in the beneficiary selection process to ensure the process is accountable and transparent for the affected communities.

The mechanism for a cash transfer program through a financial intermediary (i.e. banks, post offices) has not yet been developed for VNRC. For this DREF, the cash in hand/envelope will be applied. To ensure accountability, the procedure and requirement for personal identity documents (household registration book, ID card, signature/finger print) will be strictly followed. VNRC has strong experience in ensuring the money goes to the right beneficiaries. VNRC will also obtain insurance for the cash when it is being withdrawn from the bank and being distributed to beneficiaries.

B. Operational strategy and plan

Overall objective

This DREF operation aims to meet the immediate needs of 4,000 of the most vulnerable affected households through the provision of unrestricted cash as well as ensuring they have the tools necessary to keep safe from diseases exacerbated because of flooding, such as dengue.

Proposed strategy

The primary geographical areas of focus under this operation will be Hoa Binh, Yen Bai and Thanh Hoa provinces. This operation is expected to be implemented over three months, and will therefore be completed by end of January 2018.

The key focus of the operation will be cash distribution as well as health prevention activities, of which VNRC has experience in. Utilizing existing procedure and practices, VNRC will provide unrestricted cash to 4,000 households in 15 of the worst affected communes of 5 districts of the provinces of Hoa Binh, Thanh Hoa and Yen Ba to meet their prioritised household needs. In Thanh Hoa province, it is crucial to strategize around vector-borne disease prevention such as dengue and other health issues related to floods. VNRC will advocate disease prevention through a number of key activities:

- 1) Conduct training with communities on Zika, Dengue, Chikungunya Toolkit and/or Epidemic Control for Volunteers
- 2) Conduct community mapping for mosquito breeding sites and conduct community disease prevention activities;
- 3) Monitor community activities on Dengue and other health related issues related to floods;
- 4) Print and distribute IEC materials with focus on disease prevention for Dengue, and water borne diseases.

Operational support services

Human resources

VNRC staff and 40 volunteers will be deployed for this operation. Costs related to the transportation of staff and volunteers to operational implementation areas, as well as their communications costs, will be covered by this DREF allocation. However, volunteer insurance is covered by VNRC outside of this DREF operation.

The staff that IFRC retains in Viet Nam will support VNRC in this operation with technical support from the Country Cluster Support Team (CCST) in Bangkok and the IFRC Asia Pacific regional office (APRO) in Kuala Lumpur, as needed. Additionally, a health RDRT will be deployed to support the implementation.

Logistics and Supply Chain Management

Logistics activities aim to effectively manage the supply chain for this operation, including procurement and fleet support in accordance with the operation's requirements and aligned to IFRC's logistics standards, processes and procedures.

The main supply chain strategy for this operation is to deliver assistance via Cash Transferring Program (CTP) ensuring service is done as per IFRC CTP Standard Operating Procedures.

For any other logistical challenges faced in this operation the IFRC Operational Logistics, Procurement and supply Chain Management (OLPSCM) department in Kuala Lumpur will extend technical support to the National Society and to the IFRC Country Cluster support team in Bangkok as required.

Communications

The IFRC communication team in Viet Nam and Bangkok will support the VNRC in publicity efforts through the production of audio-visual materials, including photos and/or videos. This will ensure that the wider Red Cross membership has immediate access to high quality audio-visual materials for use in their publicity efforts. Steps are also being taken to highlight VNRC's preparedness and response measures via social media platforms and through direct engagement with local and international media.

Planning, monitoring, evaluation, and reporting (PMER)

A monitoring mechanism will be set up to ensure that progress over the course of the operation can be tracked and adjustments made where necessary, including based on feedback from people being assisted. A final report will be produced within three months of the end of the operation.

Administration and Finance

IFRC, through its finance units, provides the necessary operational support for review, validation of budgets, bank transfers, and technical assistance to National Societies on procedures for justification of expenditures, including the review and validation of invoices. Most National Societies, including VNRC, have been supported for many years by the IFRC and are accustomed to these financial procedures. The IFRC finance and administration team in Hanoi and support service coordinator of CCST Bangkok will provide the needful technical support in line of DREF guidelines.

C. DETAILED OPERATIONAL PLAN

Livelihoods and Basic Needs

Needs analysis: VNRC carried out a rapid damage and needs assessment in three provinces from 13-15 October 2017. Based on the collected data, the main impacts of the disaster have been observed to be shelter and livelihoods. Thousands of hectares of rice and other crops have also been damaged. Cash is seen as an effective modality as markets are functioning and goods are available. Additionally, government authorities have also been using cash as a modality.

People to be assisted: 4,000 households in the 15 worst affected communes of 5 districts of Hoa Binh, Thanh Hoa and Yen Bai provinces will be provided a onetime cash assistance to meet their basic needs. VNRC targets households categorized as poor or near-poor as per national standards to be assisted through this DREF allocation. The amount of money will be allocated at three different levels:

- Level 1 with VND 500,000 (CHF 23)
- Level 2 with VND 1 million (CHF 46)
- Level 3 with VND 1.5 million (CHF 69)

Outcome 1: The immediate household needs of the target population are met.												
Output 1.1: Multipurpose cash grant assistance is provided to 4,000 most affected households												
Activities planned	1	2	3	4	5	6	7	8	9	10	11	12
Week												
Planning, development of instruction materials, beneficiary communication tools (such as poster, hotlines), and provided instruction to provinces	x	x	x									
Beneficiary meeting and selection training	x	x	x									
Beneficiaries selection and verification			x	x								
Cash distribution to beneficiaries				x	x							
Beneficiary satisfaction survey				x	x	x	x					

Health

Needs analysis: More than 148,260 cases of dengue fever have been reported across the country since the outbreak began earlier this year, of which 30 people have lost their lives, and more than 2,000 cases have been reported in the flood affected population. Floods and storms can destroy residential buildings, leading to displacement, overcrowding, increased exposure to animals and insects, and worsened living conditions. They can also damage infrastructure (such as sewage systems or electrical supply), the agricultural process, and health care facilities. This can indirectly lead to the transmission of infectious diseases, increased physiological stress, exacerbation of existing conditions, malnutrition, and lack of access to preventative and curative health care. The Ministry of Health staff are warning that disease outbreaks are expected to rise following flooding and rains, coinciding with peak season for diseases such as Dengue Fever, Malaria, Typhoid and Influenza and so activities focusing on Epidemic Control for Volunteers and/or Zika/Dengue/Chikungunya Toolkit will be conducted.

Population to be assisted: The DREF intervention will target disease prevention, such as dengue and other health issues related to floods in the province of Thanh Hoa. The most affected areas for cases of dengue are in the districts of Tinh Gia, Thach Thanh, Hoang Hoa.

Outcome 2: The immediate risks to the health of affected populations are reduced.												
Output 2.1: Target population is provided with community-based disease prevention, epidemic preparedness and health promotion measures												
Activities planned	1	2	3	4	5	6	7	8	9	10	11	12
Week												
Identify/recruit volunteers for disease prevention activities		x	x									
Conduct ToT on ECV and/or ZDC Toolkit			x	x								

Print and distribute IEC materials on disease prevention		X	X	X								
Conduct mapping activities with community on mosquito breeding sites			X	X	X	X						
Conduct disease prevention activities in the community					X	X	X	X				
Conduct regular review of disease statistics and trends		X	X	X	X	X	X	X	X	X	X	
Conduct lessons learnt workshop (integrated into the final review workshop of the DREF)										X	X	

D. Budget

DREF OPERATION

23/10/2017

MDRVN016

Vietnam: Floods

Budget Group	DREF Grant Budget CHF
Medical & First Aid	7,500
Cash Disbursements	183,273
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	190,773
Distribution & Monitoring	4,545
Total LOGISTICS, TRANSPORT AND STORAGE	4,545
National Society Staff	6,764
Total PERSONNEL	6,764
Workshops & Training	4,773
Total WORKSHOP & TRAINING	4,773
Travel	11,293
Information & Public Relations	3,409
Communications	400
Financial Charges	91
Total GENERAL EXPENDITURES	15,193
Programme and Services Support Recovery	14,433
Total INDIRECT COSTS	14,433
TOTAL BUDGET	236,480

ASSUMPTIONS AND RISKS TABLE TEMPLATE

Assumptions and risks table

ASSUMPTIONS & RISKS	LIST IF SPECIFIC AFFECTED SECTORS OR STATE 'ALL'	Likelihood	Impact	CAN CONTROL; MITIGATE / INFLUENCE; OR ONLY FACTOR-IN
Risk of continuous rain affecting the access to remote communities and thus delaying the distributions	ALL	M	H	Difficult to mitigate as most of the operations timeline falls under the monsoon season. However careful planning by the provincial offices and use of local drivers with good knowledge of the roads could fasten some processes while ensuring optimum security for the teams

Reference documents



Click here for:

[Budget](#)

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How we work

All IFRC assistance seeks to adhere to the **Code of Conduct** for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGOs) in Disaster Relief and the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The IFRC's vision is to inspire, **encourage, facilitate and promote at all times all forms of humanitarian activities** by National Societies, with a view to **preventing and alleviating human suffering**, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:



Save lives.
protect livelihoods,
and strengthen recovery
from disaster and crises.



Enable **healthy**
and **safe** living.



Promote social inclusion
and a culture of
non-violence and **peace.**