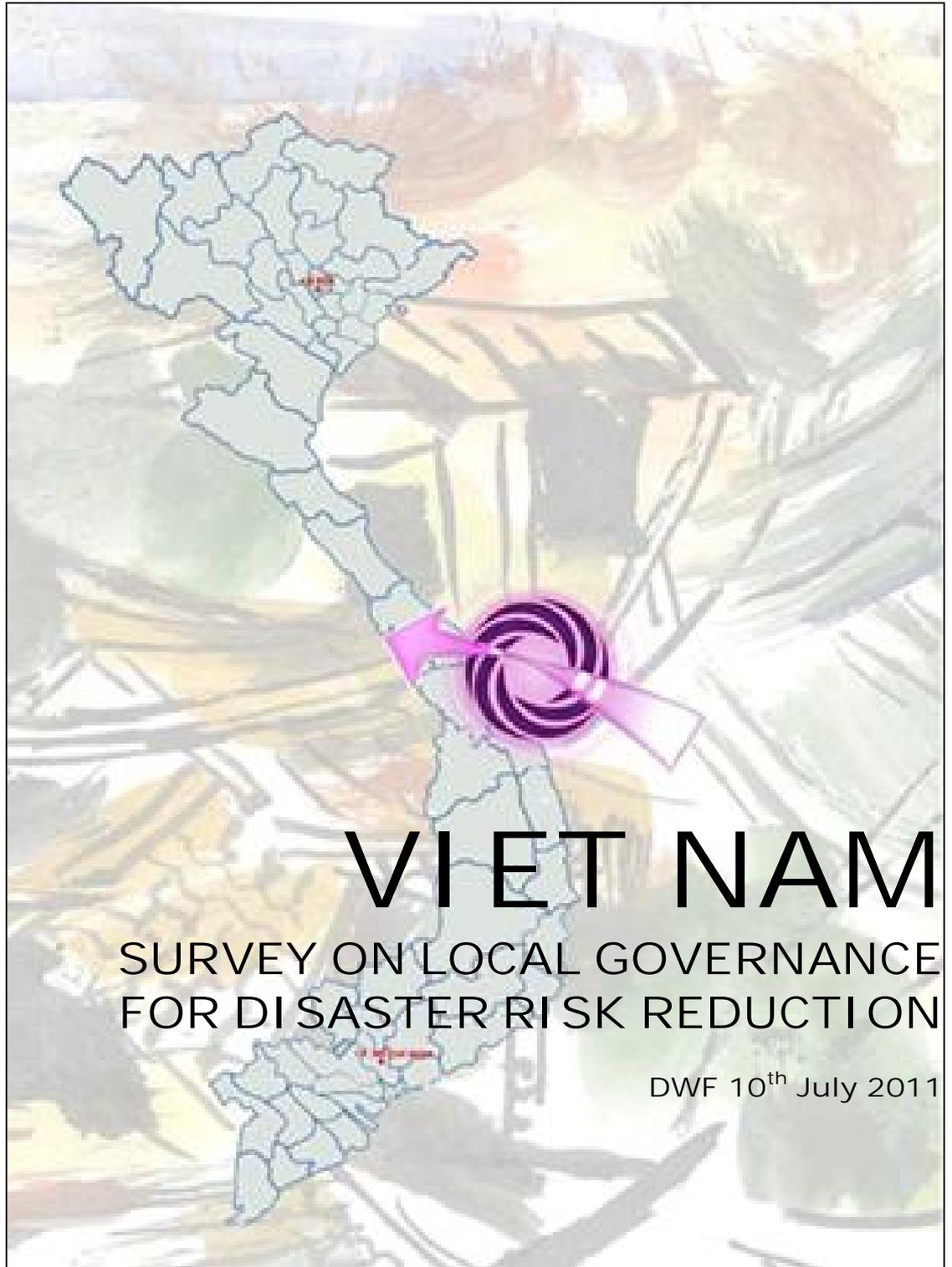




**Global Network**  
of Civil Society Organisations  
for Disaster Reduction

# Views from the Frontline 2011



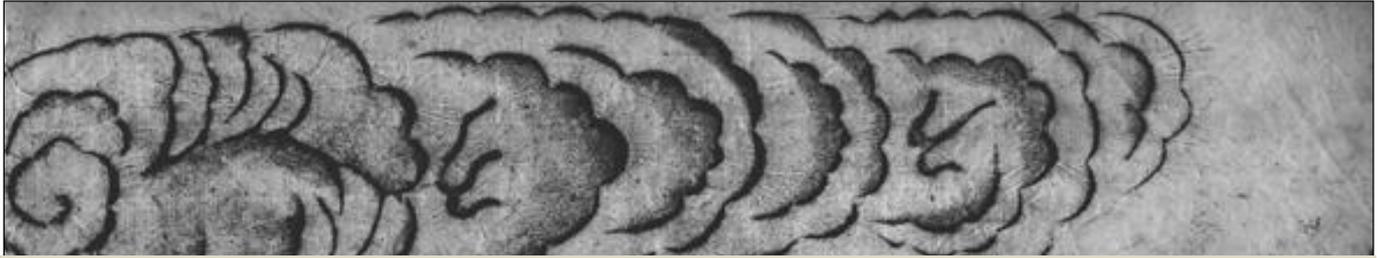
JANI

EUROPEAN COMMISSION



Humanitarian Aid





VIEWS OF THE FRONTLINE IN VIET NAM  
SURVEY ON LOCAL GOVERNANCE  
FOR DISASTER RISK REDUCTION



*"Views of the Frontline 2011" was coordinated in Viet Nam  
by Development Workshop France and funded by :*

- ★ **GNDR** : Global Network of Civil Society Organisations for Disaster Reduction
- ★ **JANI** (Joint Advocacy Network Initiative – Activity 1.1) Project funded by ECHO – DIPECHO (European Commission Department for Humanitarian Aid and Civil Protection – Disaster Preparedness Programme)  
ECHO/BUD/DIP/2010/01015

DEVELOPMENT WORKSHOP / FRANCE  
B.P.13, 82110 Lauzerte, France  
Tél : (33 5) 63 95 82 34 - Fax: (33 5) 63 95 82 42  
e-mail: [dwf@dwf.org](mailto:dwf@dwf.org)  
website : [www.dwf.org/](http://www.dwf.org/)

DEVELOPMENT WORKSHOP / VIỆT NAM  
31 Kiet 173 (91/44<sup>A</sup>) Phan Đình Phùng, Huế, Việt Nam  
ĐT : (84 - 54) 384 82 31  
e-mail : [dwn@dwf.org](mailto:dwn@dwf.org)



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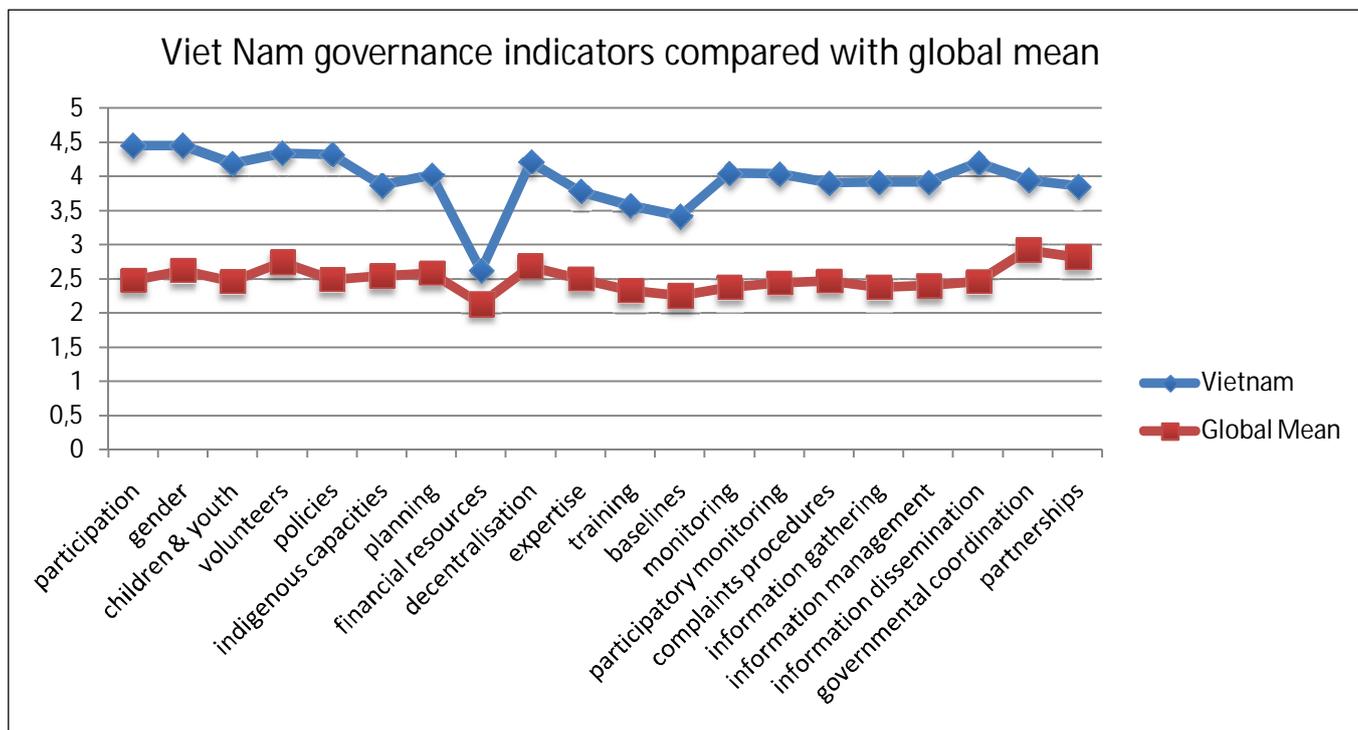
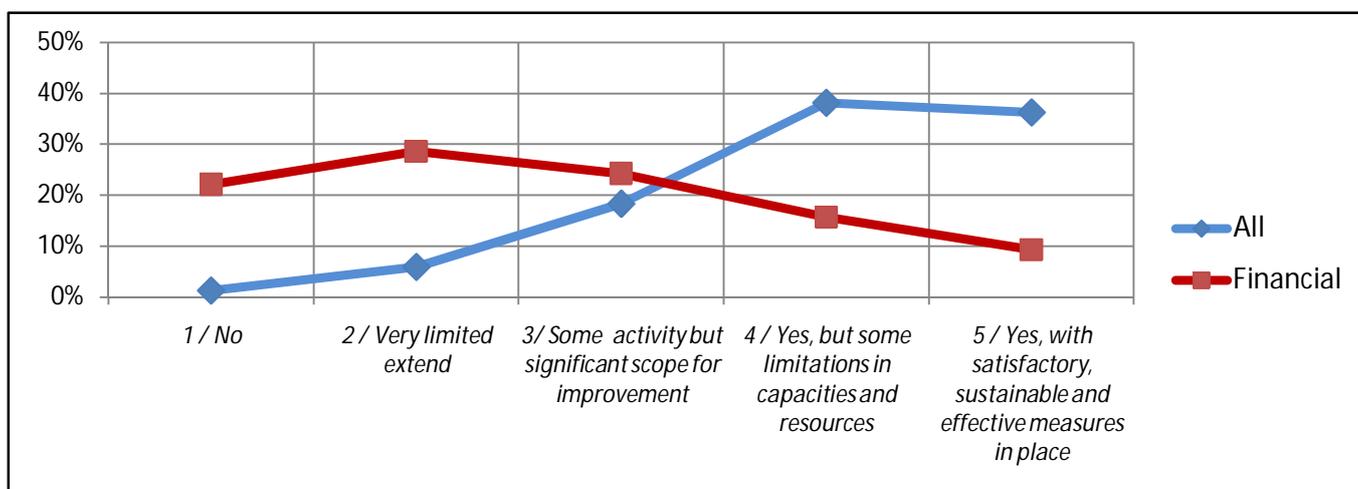
# 1. Executive summary

The survey on Local governance for Disaster Risk Reduction "Views of the Frontline 2011" is implemented by an international network of civil society organisations (GNDR) which aims to voice for the communities participation and involvement in disaster management and to advocate for a better allocation of resources at local level.

From 64 countries surveyed, Viet Nam rank as the first for the average of the indicators. This rank should not hide the main result of the local survey: if respondents have evaluated and declared that policy, organisation, disaster management still needs some improvement, nearly all have pointed out the lack of financial resources to implement any efficient disaster preparedness policy.

"Invest tomorrow at local level <sup>1</sup>" remains the real need in Viet Nam for reduce the vulnerability of millions of people.

Indicators for Viet Nam



<sup>1</sup> Theme of the Global Platform for Disaster Risk Reduction – Geneva May 2011

## 2. Project background and approach

In 2005, countries signed the Hyogo Framework for Action (HFA) 2005 – 2015, to improve or implement DRR policies and reduce vulnerability and damages due to natural disasters.

After 5 years - ad mid-term, the international network GNDR "Global Network for Disaster Risk Reduction" has started a general survey & evaluation of the progress of the HFA – with the point of view of the civil society. This survey is conducted in 64 countries all over the world, and for example in nearly all Asian countries.

In Vietnam, this survey is also part of DIPECHO funded JANI <sup>2</sup> programme, and it is coordinated by DWF <sup>3</sup>, with support of partners organisations, like PLAN, CARE, Save the Children, World Vision, ADPC, OXFAM, and local support from VNRC.

To measure the real progress of HFA, the survey focused on the "local governance", to evaluate at local level the situation of DRR (and CCA).

The survey has been carried out in 17 provinces (in Thua Thien Hue in 15 Communes), with 280 respondents / from local government (46%) & local communities (54%), between December and February 2011, with group discussion and questionnaire filled by respondents.

### Activities for VFL 2011

Activity	Timetable	Note
Regional GNDR Workshop	November 2010	Organised by Save the Earth Cambodia in Phnom Penh
Survey	December 2010 – February 2011	
Preliminary reports	25 <sup>th</sup> February 2011 3 <sup>rd</sup> April 2011	
Case Studies	April 2011	
Survey on Commune Budget for DRR	April – May 2011	In Thua Thien Hue Province
Local consultation in Thua Thien Hue Province	3 <sup>rd</sup> April 2011	Article in local newspaper
National & International Fora	National Forum on DRR & CCA 4 <sup>th</sup> March / Hanoi	
	National Meeting for Day for DRR 26 <sup>th</sup> May / Da Nang	Article in national newspaper
	Media Campaign Workshop July / Hanoi	
	APEC International workshop on flood / 28-29 July Da Nang	
UN I SDR Global Platform for DRR	Geneva 10-13 <sup>th</sup> May 2011	Participation to elaborate the final GNDR statement
Country Report	10 <sup>th</sup> July 2011	

<sup>2</sup> Joint Advocacy Network Initiative, funded by ECHO (European Commission) - DIPECHO

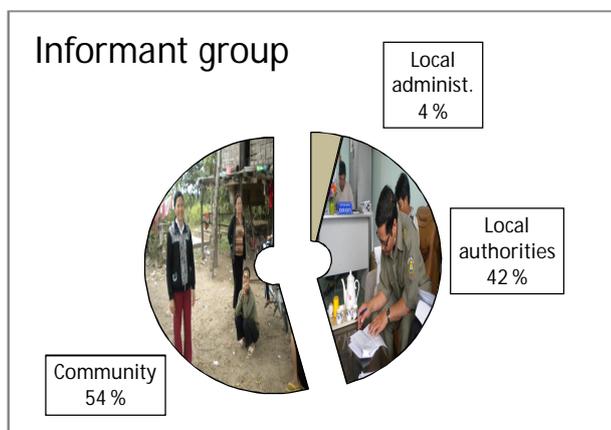
<sup>3</sup> DWF was coordinating the VFL 2009 in Viet Nam

## Survey in Viet Nam

Region	Province	Questionnaires	Participating Organisation
Northern mountain	Phu To	8	PLAN
	Yen Bai	10	SCA (Save the Children Alliance)
Coast of central Viet Nam	Thanh Hoa	20	CARE VNRC (Vietnamese Red Cross)
	Nghe An	10	VNRC
	Ha Tinh	13	VNRC
	Quang Binh	8	PLAN
	Quang Tri	12	PLAN
	Thua Thien Hue *	93	DWF
	Da Nang	10	World Vision
	Quang Nam	21	World Vision VNRC
	Quang Ngai	24	PLAN VNRC
Highlands	Kontum	10	VNRC
	Gia Lai	8	VNRC
Mekong Delta	An Giang	11	ADPC
	Ben Tre	5	OXFAM
	Dong Thap	12	ADPC
	Tien Giang	5	SCA
	<b>Total</b>	<b>280</b>	

\* in Thua Thien Hue survey in Communes : Quang Tho, Quang Phu, Thuy Thanh, Thuy Xuan, Vinh Hai, Vinh Phu, Thuong Lo, Khe Tre, Honh Ha, Hong Thuong, Phu An, Phong Hoa, Phong Binh, Phu Da, Thuy Bang – and Committee Flood & Storm Control, Department of Construction

Survey map



### 3. Disaster risk reduction in Viet Nam

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#### Situation of Viet Nam

Viet Nam, due to its geographic situation (East of China Sea, large deltas, mountains and narrow coastal area) and to its history and economy (Asiatic mode of production – irrigated rice fields & water management by the central power) is naturally prone to most of natural disasters related to climate & water, but also has a long tradition of water management.

From feudal system – the Emperor organising water management, and farmers cultivating rice and paying tribute, through colonial system – with infrastructure development, and new cultures (rubber, coffee for example), through socialist system with collectivisation of land and failure of agriculture production, to the actual "market socialist economy", Viet Nam have always rely on a strong agriculture sector <sup>4</sup>, able to cover the needs of population as well as surplus for the central power, but also dependant of weather conditions and very vulnerable to storm, flooding – and drought.

#### BASIC DATA

Area:	329 560 km <sup>2</sup> (Arable land 20%)
Population:	87 Millions
Urban	30%
Rural	70%
GDP:	97 Billions US\$
GDP Growth:	5,3%
HDI:	105 (/187)
Poverty rate	14%

Water management (dykes, canals, reservoirs for irrigation) was one of the most important task of the central power, and all the population had to contribute to the works of construction, maintenance, repairing of these systems.

Nowadays, with the changing economy, this management is now more in hands of Societies / Companies (public, private) than in the hands of the people, and rely on budget from Government, and cash contribution from the population.

The development of economy - Viet Nam becoming an intermediate country -, with a GDP per capita per year of around 1 000\$ hide in reality some excessive disparities: some estimate the GNP/Capita/year in urban area to 2 000\$, in rural area to 600 \$ and in minorities zone to 200 \$.

More investment are now concentrated for the growth of an urban sector / more rentable and profitable than for rural sector – except for export agriculture (rice in Mekong Delta, Coffee tea rubber pepper, aquaculture – shrimps and fish).

Viet Nam is considered as one of the 5 or 10 countries the most vulnerable to natural disasters, and also to the impact of climate change. If there is no evidence of the recent increase of disasters in Viet Nam, there is a perception that the climate has changed somehow, and that the losses are now more important than in the recent past.

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<sup>4</sup> Even now the contribution of Agriculture to GDP is low 20%, compared to Industry 41% and Services 38%; but 70% of population is still rural.

## Main characteristics of natural disasters in Viet Nam <sup>5</sup>

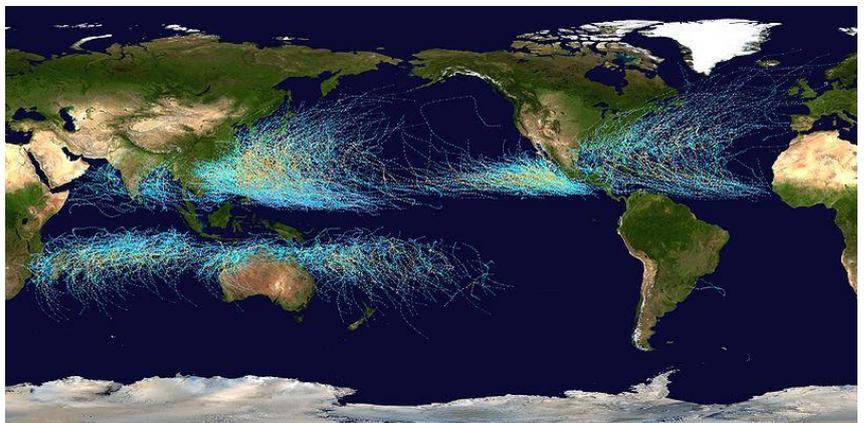
The impacts of natural disaster on life, economy of Viet Nam are important, with some specific characteristics (similar to other countries like Philippines):

- No extremely high disaster (by victims, losses) but many small to medium disasters and with repetition in the same areas;
- Cyclones are not increasing in frequency, but perhaps in intensity since 50 years;
- Flood event are increasing – often due to wrong land planning and urbanisation, deforestation and poor population migration to slum or risky areas;
- Period of disaster : short, from 1 day to 1 week;
- Vulnerable population: mainly rural and poor – who are in a permanent cycle of poverty – development – disaster – poverty;
- Main damage to agriculture, local infrastructure and housing (see Annexe 1 – example of Typhoon Xangsane);
- Natural disasters damages represent about 1 to 3% of GDP in the recent years (or 20 to 50% of the economic growth);
- Immediate relief is efficient (rescue, provision of basic goods food & water), but wide gap for reconstruction between resources allocated and needs.

## Organisation <sup>6</sup>

Characteristics of the system:

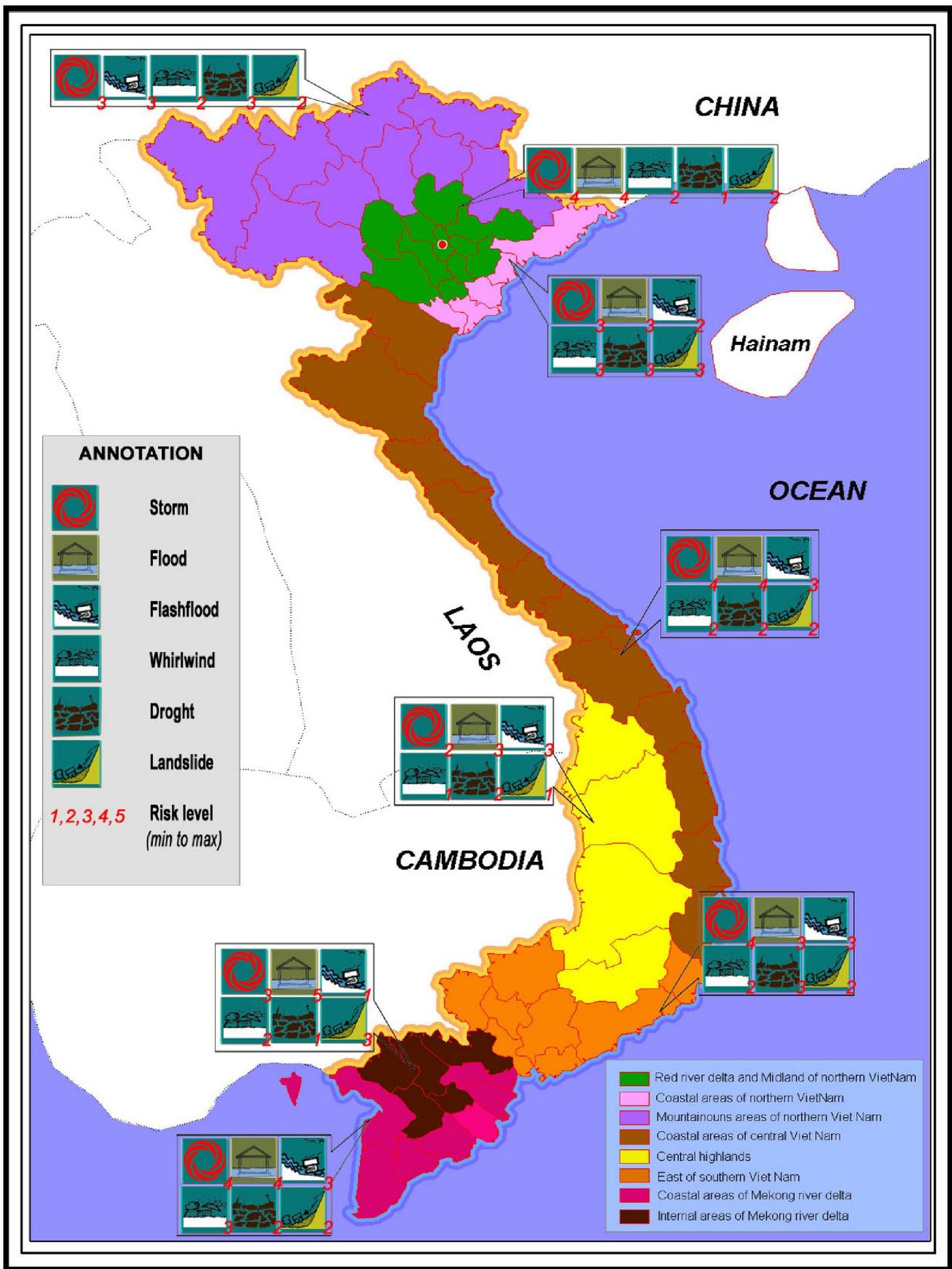
- Centralised system, from Central Committee for Flood and Storm Control (Origin Department of Dykes Control created in 1946) to Communes Committee for Flood storm control and Rescue;
- Vertical and bureaucratic hierarchy – without sufficient resources down to local level;
- National Policy for Disaster Management, signed in 2007. A formal Law on disaster management is under preparation;
- DRR is under the responsibility of the Ministry of Agriculture and Rural Development and Adaptation to Climate Change under the Ministry of Natural Resources and Environment, creating some unnecessary competition and waste of resources (human & financial);
- But also some impressive progress since 2000 for the immediate preparation before disaster, with moving population from risky areas, construction of public building who are used as evacuation centres, with reduction of victims.



<sup>5</sup> See more data in Annexe 1

<sup>6</sup> See Annexe 2

Natural disaster map in Viet Nam (Data from CCFSC – Design DWF)



## 4. Analysis of Data

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The survey has been made with two tools:

- Group discussions, at Commune level
- Questionnaire, filled individually (or in groups).

Participants: local Commune and village officers, members of mass organisations, teachers, householders.

Each session have been prepared with the support of participating organisation, in the target Communes.

In Thua Thien Hue province, where DWF have been working during 10 years, more detailed survey was conducted in 15 Communes, as well as with the provincial officers.

The results of the survey are significant and give a real idea of the situation at local level. Due to the hierarchic system in Viet Nam, the respondents seems to give a higher appreciation of the situation for most of the questions (difficult to give critics to the local authorities management), except for the question of financial resources which is obviously a common situation.

The results are also similar in the different areas of Viet Nam, where the survey was made, which are all disaster prone areas.

### *Group discussions*

3 themes were discussed:

- Natural disasters in the area, and local plan to face their impact;
- Climate change, is it a reality ?, and local plan;
- Relation between local government and central government for DRR.

For the first point, there is a common evaluation: natural disasters are strong – and more stronger - risks for local people, but Communes - Communities have policy, plan and group people to face to disasters, mainly just before, and during the disaster. The lack of financial resources is pointed out everywhere...and avoids good preparation and more any prevention.

For the second point, the changing climate is a new and important threat for people, who don't understand the real reason of the changing weather (longer period of rain-flood - drought, changing of dates of typhoons...), and the future impact on their livelihood. The common opinion is also to have no plan, and no instruction from central up to now.

On the third point, local government have to apply the instructions from higher level...for example prepare food / medicines / rescue equipment after warning & instruction, but also financial resources are not enough and sometimes come after disaster...

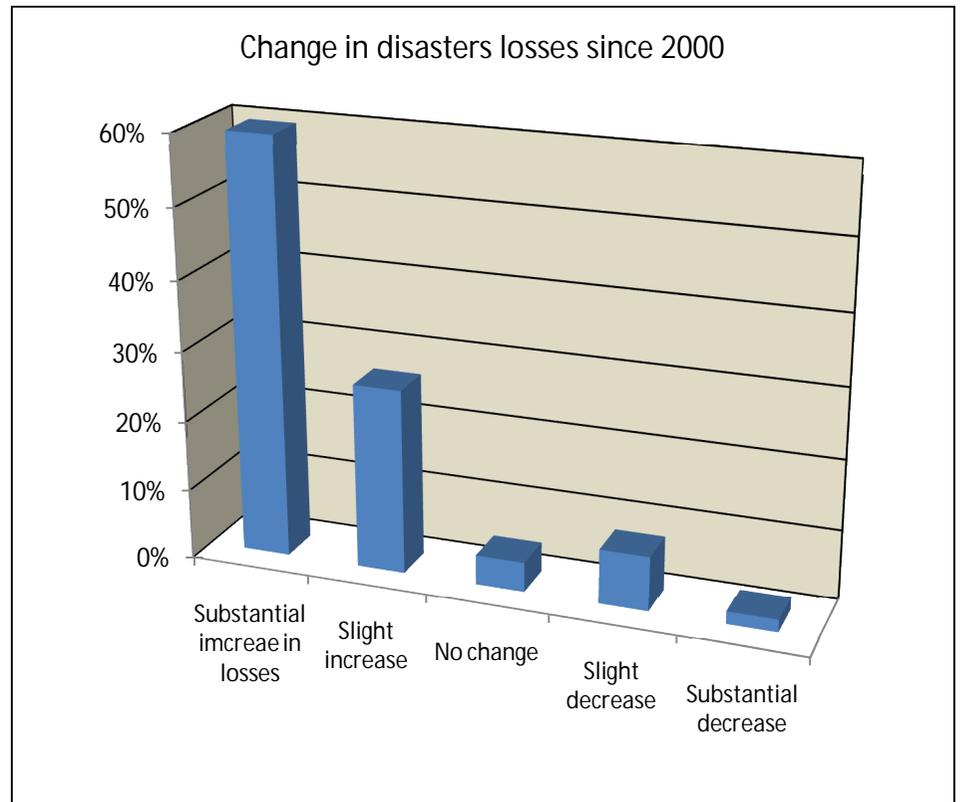
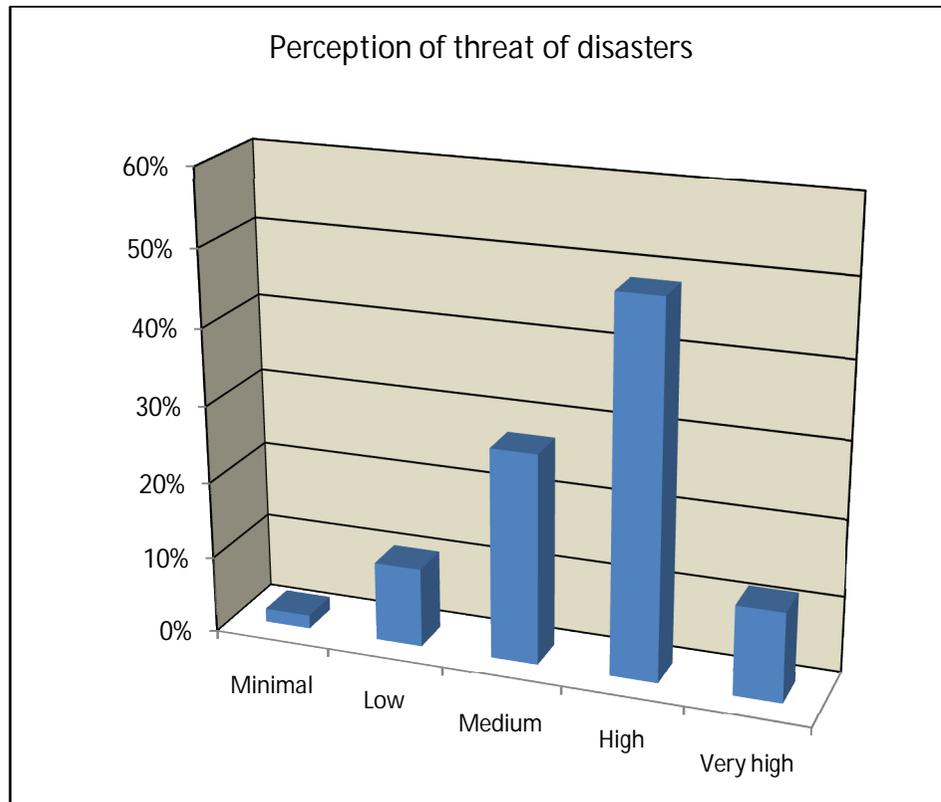
*Questionnaires: Evaluation of local governance for DRR*

The results of the survey indicate a medium or high progress in the perception of the implementation of DRR policy at local level, including local action plan with participation of risk groups of people, information sharing on risks / plans...  
On the other hand, the evaluation (by local governments / communities) is quite negative about the availability of financial resources – for preparation as well as for prevention.

*Survey / Group discussion & Individual interview*



## General perception of natural disasters



## Questionnaire

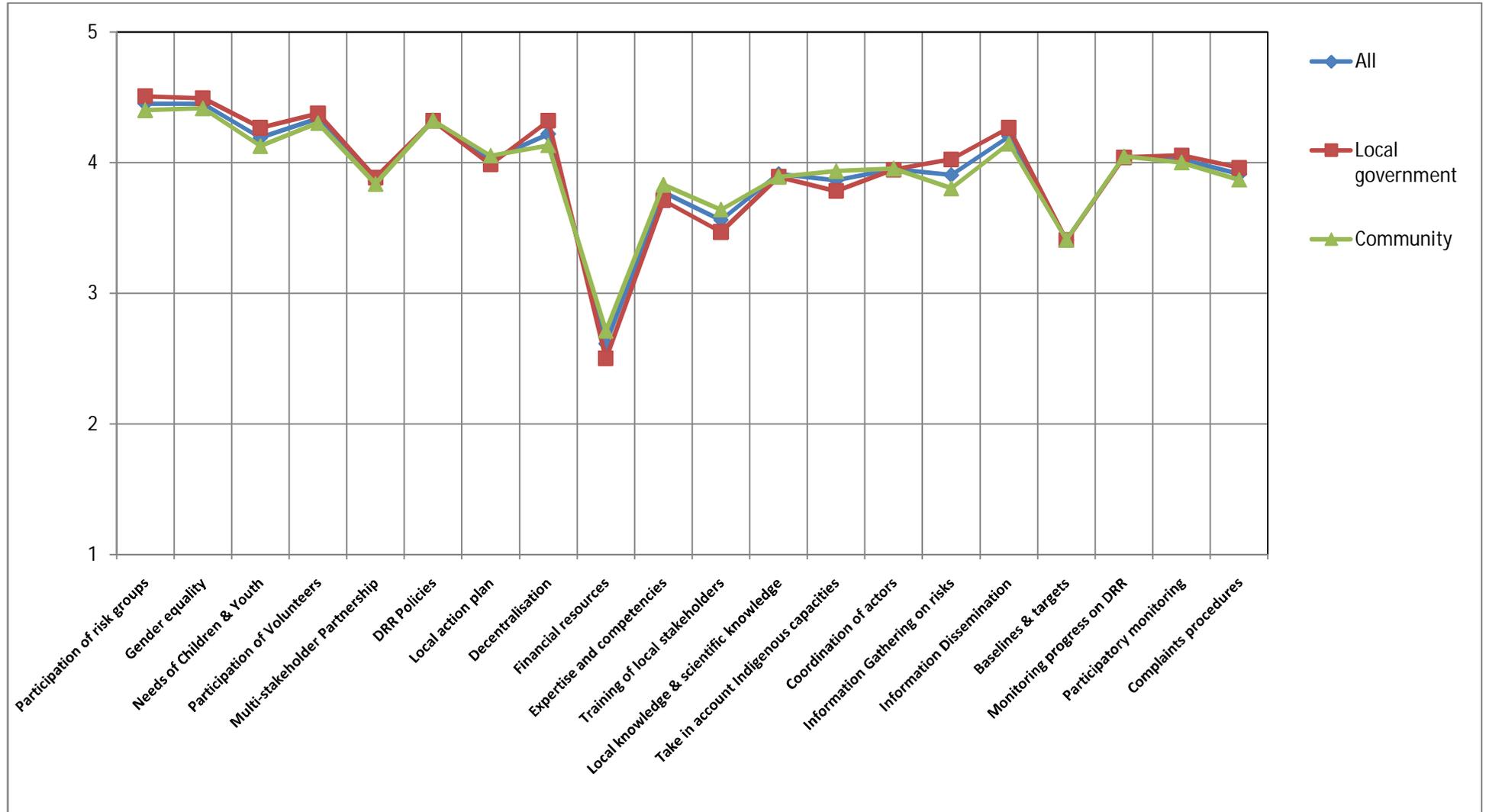
	Indicator Subject	Indicator Question	Viet Nam			Thua Thien Hue			Standard deviation	
			All	Local government	Community	All	Local government	Community		
Inclusion & Participation	1.1	Participation	Does local government involve vulnerable people in disaster prevention decision-making and implementation?	4,5	4,5	4,4	4,4	4,5	4,4	0,7
	1.2	Gender	Does local government ensure women and men participate equally in decision-making and implementation?	4,5	4,5	4,4	4,3	4,4	4,3	0,7
	1.3	Children and Youth	Do local government DRR practices take into account the specific needs of children and young people?	4,2	4,3	4,1	4,2	4,3	4,1	0,8
	1.4	Volunteers	Does the local government support the participation of local volunteers?	4,3	4,4	4,3	4,2	4,3	4,2	0,8
	1.20	Partnership	Does the local government form partnerships with community, private sector, civil society, academia and others?	3,9	3,9	3,8	3,6	3,7	3,6	1,0
Capacities & Capabilities	1.5	Policies	Does the local government have regularly reviewed policies to protect vulnerable people from disasters (elderly, ethnic minorities, children & youth, disabled, migrants)?	4,3	4,3	4,3	4,4	4,5	4,4	0,8
	1.7	Planning	Does the local government have a plan of action to turn policy into practice?	4,0	4,0	4,1	4,2	4,3	4,2	1,0
	1.9	Decentralisation	Does the local government have clear roles and responsibilities to carry out disaster prevention?	4,2	4,3	4,1	4,3	4,6	4,2	1,0
	1.8	Financial Resources	Does the local government have an adequate budget for disaster prevention?	2,6	2,5	2,7	2,8	2,7	2,8	1,2
	1.10	Expertise	Does the local government have sufficient expertise to carry out disaster prevention?	3,8	3,7	3,8	3,9	3,8	3,9	1,0
	1.11	Training	Does the local government provide training for government officials, the community and civil society leaders?	3,6	3,5	3,6	3,5	3,4	3,6	1,1

		Indicator Subject	Indicator Question	Viet Nam			Thua Thien Hue			Standard deviation
	1.17	Information Management	Does the local government connect traditional and scientific knowledge to inform local action planning?	3,9	3,9	3,9	3,9	3,9	3,9	0,8
	1.6	Indigenous Capacities	Does the local government take into account local (indigenous) knowledge, skills and resources?	3,9	3,8	3,9	3,8	3,7	3,9	0,9
	1.19	Governmental Coordination	Does the local government coordinate disaster prevention activities with other government officials and ministries?	4,0	3,9	4,0	3,8	3,7	3,8	0,9
Accountability & Transparency	1.16	Information Gathering	Does local government regularly collect, review and map information on risk and climate change?	3,9	4,0	3,8	3,8	4,0	3,6	1,0
	1.18	Information Dissemination	Does the local government provide vulnerable people with updated, easily understood information on disaster risks and disaster prevention measures?	4,2	4,3	4,1	4,2	4,5	4,0	0,8
	1.12	Baselines	Does the local government establish a starting or reference point ( baselines) to guide disaster prevention progress?	3,4	3,4	3,4	3,3	3,5	3,3	1,0
	1.13	Monitoring	Does the local government regularly monitor and report on progress on disaster prevention?	4,0	4,0	4,0	4,0	4,2	3,9	0,9
	1.14	Participatory Monitoring	Does the local government involve communities and civil society in the monitoring?	4,0	4,1	4,0	4,0	4,0	3,9	1,0
	1.15	Complaints Procedures	Does the local government provide a way for people to make complaints and get a response?	3,9	4,0	3,9	3,8	3,7	3,8	1,0
		MEAN		3,95			3,93			
		<i>CORRECTED MEAN WITH WEIGHTING <sup>7</sup></i>		3,51			3,56			

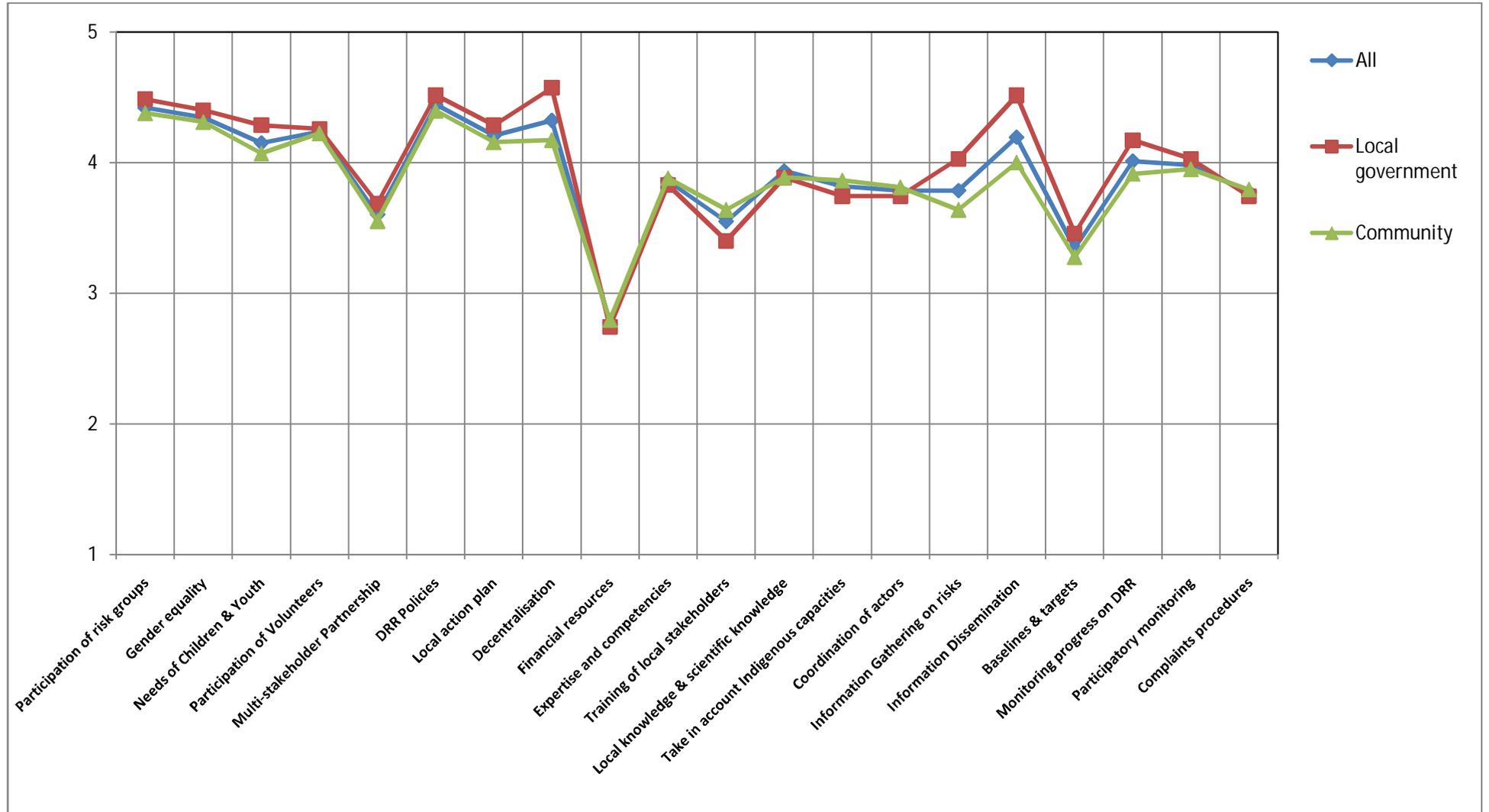
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- 1 No
  - 2 Very limited extend
  - 3 Some activity but significant scope for improvement
  - 4 Yes, but some limitations in capacities and resources
  - 5 Yes, with satisfactory, sustainable and effective measures in place
- 

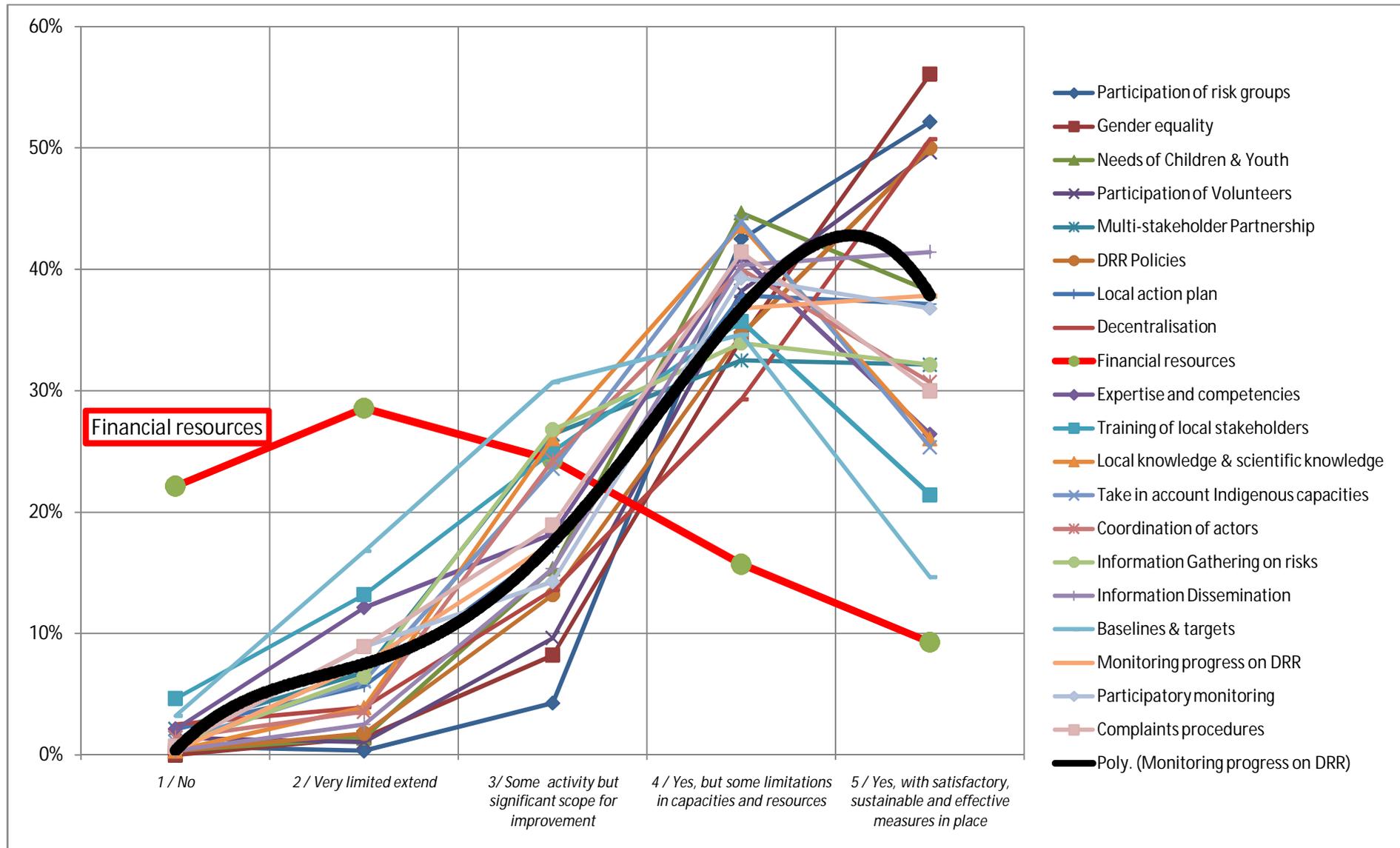
<sup>7</sup> With a weighting of the average of each indicator, to compensate the system of direct interview

## Viet Nam



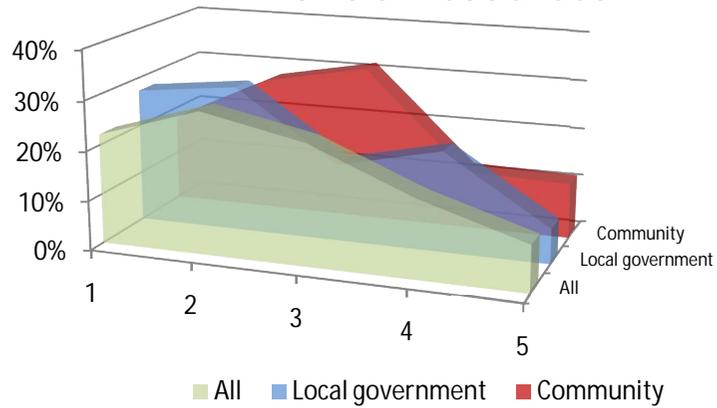
## Thua Thien Hue





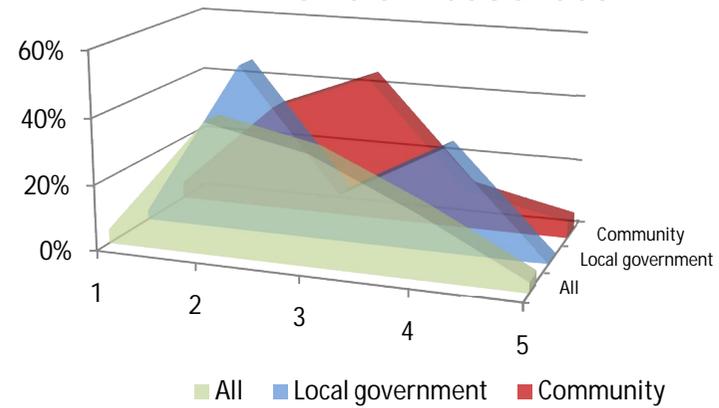
Viet Nam

Financial resources

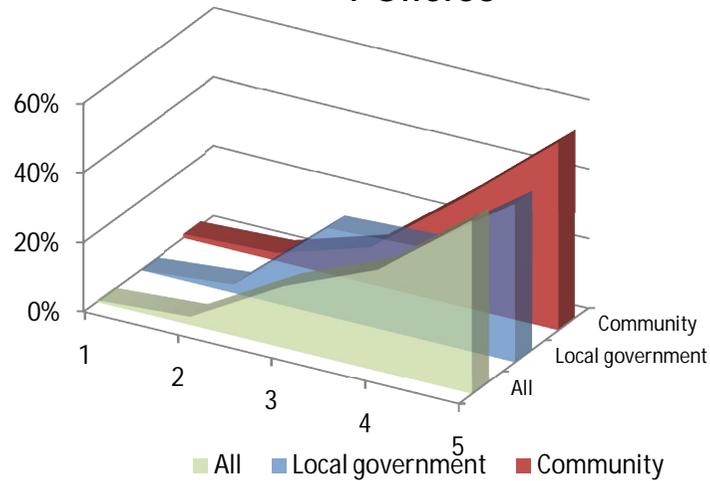


Thua Thien Hue

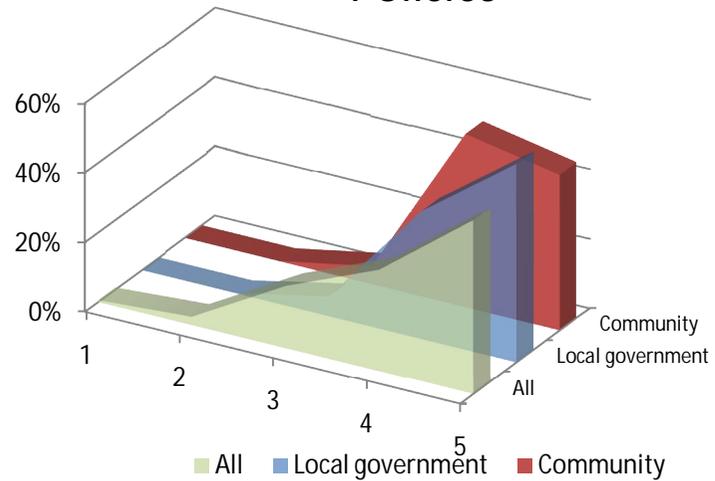
Financial resources



Policies



Policies



In preliminary reports, after first results of the survey in Viet Nam, DWF emphasised the question of financial resources at local level which appeared as the main constraint for the progress of the implementation of any DRR policy.

The additional survey on Budget at local level (Commune) for DRR <sup>8</sup> shows a great gap between the existing need and the available resources.

1\$ / family / year clearly indicates that DRR is not actually a priority.

DWF suggested to the GNDR to publish a Statement – after the Global Platform on DRR organised by UN ISDR in Geneva in May 2011 -, which will illustrate the distance between official statement <sup>9</sup> and the reality from the "frontline", and which will request an involvement of the International Community as well as of the Governments to commit / allocate a sufficient part of their budget for Disaster Risk Reduction <sup>10</sup>.

In Viet Nam, for example the CBDRM National plan (target 6 000 communes) has a budget of around 100 Millions US \$ (of which more than 50% is not yet found) – and at the same time the City of Hanoi has a plan for transport of 7 Billions \$ for the next 5 years.

Natural disaster remains a "seasonal" chronicle in Viet Nam (starting usually in June and finishing in November) with spectacular images of flooding, of villages devastated, of families mourning children victims of flooding, and of visits of central government to give instructions in the field. Disaster news remains one to three days in the newspaper and are replaced after by other news... And disaster prevention will be forgotten for the next months, until the next disaster season.

Support the most vulnerable families to face to natural disasters (with increased threat with the climate change) requests a significant political gesture, to edict a Law and to allocate resources worthy of the real needs.

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<sup>8</sup> see *Annexe 6 Budget for DRR in some Communes of Thua Thien Hue Province*

<sup>9</sup> see *National evaluation of the HFA implementation in Viet Nam in Annexe 3*

<sup>10</sup> see *Annexe 7 Statement of GNDR*

## 5. Local Consultation

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### Local government and disaster risk reduction Consultation in Thua Thien Hue – 3<sup>rd</sup> April 2011

*“We can do more for local disaster risk reduction, but the local budgets are insufficient” M. Truong Quang Ky, Chairman, People’s Council, Quang Tho Commune, Thua Thien Hue Province, Vietnam.*

#### *The local consultation meeting*

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Part of the Joint Advocacy Network Initiative (JANI/ECHO Dipecho) and the Global Network for Disaster Reduction (GNDR) ‘Views from the frontline’ (VFL) project, the national VFL coordinating organisation Development Workshop France held a consultation meeting in Quang Tho commune, Thua Thien Hue province on the 3<sup>rd</sup> April 2011 about the recent national survey on ‘Local Government and Disaster Risk Reduction (DRR)’ performance. Forty representatives took part including from 7 communes, a joint mission from ECHO Brussels (Europe) and ECHO Dipecho Bangkok, JANI partners, the Thua Thien Hue Department of Construction and the Provincial Committee for Flood and Storm Control, and DWF staff.

The meeting shared the global and specific Vietnam results of the national 20 question survey in 17 provinces, including specific results for Thua Thien Hue Province, in which 280 community (54%) and local government (46%) respondents had contributed their assessment, and gave participants the opportunity to share their opinions and questions.

#### *What the survey indicates*

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The results of the survey indicate medium or better progress in the perception of the implementation of DRR policy at local level, including local action plans with the participation of at risk groups of people, information sharing on risks / plans... (Marked from 3,5 to 4,5 on a scale 1 (Negative) to 5 (Very positive)).

On the other hand, the evaluation (by local governments and communities) is quite negative about the availability of financial resources – for preparation as well as for prevention (Marked average 2,6).

Vietnam is globally ranked in the first position for the international survey (in 75 countries).

#### *What the participants said*

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Despite being faced with a perception of a rising threat of disasters and a substantial increase in losses, participants agreed that there is nevertheless a good perception of progress made implementing DRR policy at local level.

The consultation participants confirmed that many communes have action plans for DRR, but they called for greater coordination between local action plans and central planning for disaster reduction.

The potential to do a lot more on provincial and local DRR exists and there is already considerable experience in the communes. But people still need to be more aware of what can be done and why. The perception of climate change and its potential impact is not very clear. Skills need to increase, and this requires support, for both structural and non structural measures to reduce risk. Greater knowledge and information can do much to increase non structural measures, but even these require financial support. Structural measures, including making public buildings and homes safer require budgets and financial measures that would help local governments and inhabitants take more action. As it stands, insufficient funds get down to commune level.

The meeting concluded with satisfaction that there is progress in reducing risks from both disaster and climate change, but there was a strong call for the government to allocate and distribute much more financial support to local action at province and commune level.



## 6. National fora

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National Forum on DRR & CCA / Hanoi 4<sup>th</sup> March 2011

### Presentation

In 2005, countries signed the Hyogo Framework for Action 2005 – 2015, to improve or implement DRR policies and reduce vulnerability and damages due to natural disasters. After 5 years - at mid-term, the international network "GN for DRR" has started a general survey & evaluation of the progress of the HFA – with the point of view of the civil society. This survey is conducted in nearly 80 countries all over the world, and for example in nearly all Asian countries.

In Vietnam, this survey is part of DIPECHO funded JANI programme, and it is coordinated by DWF, with support of partners organisations, like PLAN, CARE, SC, WV, ADPC, OXFAM, and local support from VNRC.

To measure the real progress of HFA, the survey focused on the "local governance" , to evaluate at local level the situation of DRR (and CCA).

The survey has been carried out in 17 provinces, with 280 respondents / from local government & local communities, between December and February, with group discussion and questionnaire filled by respondents.

### Group discussions

In each location, the discussion was organised around 3 themes :

- Natural disasters in the area, and local plan to face their impact;
- Climate change, is it a reality ?, and local plan;
- Relation between local government and central government for DRR.

For the first point, there is a common evaluation : natural disasters are strong – and more stronger - risks for local people, but Communes - Communities have policy, plan and group people to face to disasters, mainly just before, and during the disaster. The lack of financial resources is pointed out everywhere...and avoids good preparation and more any prevention.

For the second point, the changing climate is a new and important threat for people, who don't understand the real reason of the changing weather (longer period of rain-flood - drought, changing of dates of typhoons...), and the future impact on their livelihood. The common opinion is also to have no plan, and no instruction from central up to now.

On the third point, local government have to apply the instructions from higher level...for example prepare food / medicines / rescue equipment after warning & instruction, but also financial resources are not enough and sometimes come after disaster...

### Questionnaires : Evaluation of local governance for DRR

The results of the survey indicate a medium or higher progress in the perception of the implementation of DRR policy at local level, including local action plan with participation of risk groups of people, information sharing on risks / plans...

On the other hand, the evaluation (by local governments / communities) is quite negative about the availability of financial resources – for preparation as well as for prevention.

### Conclusion

Communities in VN have to face natural disasters, with more irregular – and more strength - and with limited resources.

Prevention plans are to be developed – like with the CBDRM National Plan, with a closer link with climate change issue / programme, but adequate and on time financial resources has to be mobilised to implement efficiently this policy.



**Global Network**  
of Civil Society Organisation  
for Disaster Reduction

### Views from the frontline

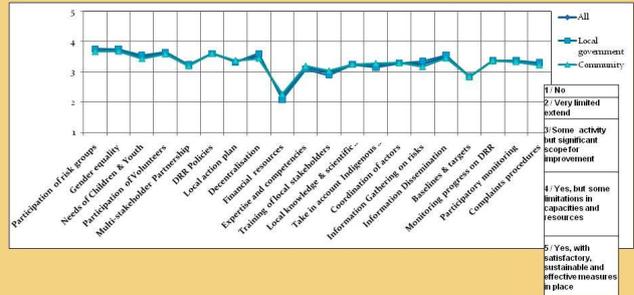
#### Evaluation of local governance of DRR



**Global Network**  
of Civil Society Organisation  
for Disaster Reduction

### Views from the frontline

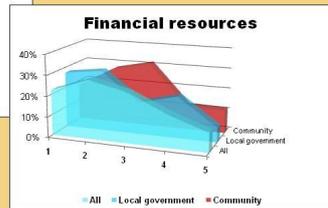
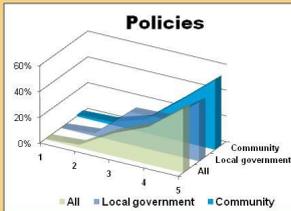
#### Evaluation of local governance of DRR



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### Views from the frontline

#### Evaluation of local governance of DRR



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### Views from the frontline

#### Evaluation of local governance of DRR

- > The threat of natural disasters is high to very high for nearly 60%. There is a common perception of the increased damages or losses since 10 years.
- > A global evaluation of the local governance between 3 and 4 (Some activity and need improvement).
- > An important issue, the lack of financial resources for DRR, quoted as 2, is also a common perception (more than 50% estimates "No" or "Very limited").
- > Community or local government have nearly the same global evaluation, but for some specific item, the detailed evaluation is different.
- > These data reflects the reality of DRR in Viet Nam : perception of increasing disasters risks, policies from high level to low level, but limited resources (mainly financial) – and so limited "DRR actions".

Two weeks ago, in Geneva, 168 countries representatives and NGO, INGO, researchers...participated to the 2011 Global Platform for Disaster Risk Reduction, to evaluate the progress for implementing DRR policy and actions. The conference identified some critical steps, among them:

- 3. *Encourage and increase dedicated budget allocations for disaster risk reduction, create incentives for investing in prevention.*
- 8. *Encourage the adaptation of innovative social protection mechanisms to reduce disaster impacts on the most vulnerable households, communities and social groups.*

During this conference, the *Global Network of Civil Society for Disaster Risk Reduction*, based on the results of a survey on local governance for DRR in 69 countries, including Viet Nam, stated that: *We are returning to our work with people living at the frontline of disasters with anticipation, hope and also frustration and many concerns.*

- *The situation is getting worse not better. 57% of local authorities and communities at most risk report that disaster losses are increasing.*
- *Local action is not taking place at anywhere near the levels required to achieve the goal of a substantial reduction in disaster losses by 2015. Progress reported at national level is not being matched by progress at local level.*
- *Inadequate resource and capacity is preventing implementation of legislation, policies and plans at the local level.*
- *Yet, we are frustrated that again, again and again - from Yokohama to Kobe to Geneva, a recognition of the importance of participation of those people most at-risk in planning and implementation is emphasised, but words are not matched by actions at the local level.*

We have surveyed in 17 provinces in Viet Nam the local capacity (at Commune level) for DRR. Everywhere, we received the same comment: we have capacity and plans for actions, but we lack financial resources...The survey indicates also that more than 70% estimate that losses from natural disasters are increasing.

In a commune in coastal Province of Thua Thien Hue, with annual flood and storms, the local available budget for Disaster Prevention & Relief is less than *1 \$ by family and by year*. This amount is increased in case of disasters happening in the Commune, but will always be insufficient to cover prevention activities, losses and damages.

This is the reality.

Now, Viet Nam has to fund many components of development, with a high GDP growth, but DRR should become a priority, not only in words, but with more allocated funds, mostly for the poor in rural areas, including the highlands.

Since 10 years, Viet Nam has achieved great success in DRR for policy, for organisation, for planning, but now more resources are needed to implement this strategy, and mainly at local level. The national programme for CBDRM needs adequate resources, not only to make Commune assessment and plans, but also to support & fund practical actions to reduce the impact of disasters in a climate changing context.

For the Government, the Provinces, the Communes, with international support, with public-private partnership, and with full participation of vulnerable communities for designing and implementing DRR plans: "Invest today for a safer tomorrow" is the challenge for the next 10 years.

June, 07 2011 10:10:47

## More funds needed for disaster risk reduction

THUA THIEN-HUE — In the ancient Thanh Toan tile-roofed bridge in central Thua Thien-Hue Province's Thuy Thanh Commune, several pupils from Thuy Thanh Primary School are drawing passionately. The kids are too busy to talk as they take part in a competition on climate change and disaster risk reduction.



Such activities have been regularly organised for more than two years in the central province which is most affected by disasters, including floods and storms.

La Hong Yen, 9, is drawing a picture of the world divided into two parts, before and after, to show the negative outlook of climate change: deforestation and waste discharge.

She said she was also taught to swim and other skills through activities like games, singing and storytelling.

The project to improve community ability for community-based disaster risk reduction was implemented two years ago.

The main purpose of the project was to increase people's awareness and local authorities' risk management, especially in rural and remote areas, with an aim to limiting losses of assets as well as people and assisting sustainable development.

In reality, the risk management projects based on communities were launched in 2001 in Thua Thien-Hue and Quang Tri provinces. In 2003, the projects were implemented in nine provinces in the central region; and in 2008 in 23 provinces in the Red River Delta, northern mountainous areas and Mekong Delta region.

More than 6,000 communes nationwide have implemented the project.

However, consequences and losses caused by disasters have been heavy as communities lack awareness on preparing for floods and storms.

Viet Nam is one of 10 countries in the world which have been regularly affected by disasters due to its special conditions. Floods, storms, landslides, droughts and sea encroachment have occurred every year, destroying and taking the lives of the poor and most vulnerable people including children, women, farmers and fishers.

"As many as 500 people are killed annually in the country due to disasters, causing losses of 1.3-1.5 per cent of the country's total GDP per year," said Deputy Minister of Agriculture and Rural Development Dao Xuan Hoc at a Disaster Risk Reduction (DRR) National Meeting in central Da Nang City.

The event was part of the national week on DRR held by Joint Advocacy Network Initiative (JANI), including nongovernmental organisations of CARE, Development Workshop of France (DW), Plan, Save the Children, ADRA, Centre for International Studies and Co-operation, World Vision and ActionAid.

It was held simultaneously in Nghe An, Kon Tum, Thua Thien-Hue, Quang Tri and Da Nang City with the overarching theme "Invest for Safer Tomorrow, Increased Investment in Local Action".

Peter Newsum, country director of CARE in Viet Nam, said the country had been considered as a typical example of timely rescue works after floods and storms.

"However, Viet Nam needs a consistent and sustainable investment into efforts to reduce risks among communities in localities," he said, adding that the country had proved that enhancing investment into disaster risk reduction activities could improve local communities abilities to respond and reduce the effects of disasters.

"Disaster risk management was closely linked to climate change, exposing a question of awareness on better preparations as disasters come," Newsum said. Nguyen Van Gia, Head of Emergency Programme Sector from Save the Children Organisation in Viet Nam said increasing awareness for children was necessary as they could be most vulnerable to disasters.

"The project provided experiences in preventing disasters with a focus on skills of first aid, escape routes and finding safe locations in schools," Gia said.

"Pupils who are provided with the training have skills and abilities to respond to disasters, not only for themselves but their families and communities."

*DW country director Guillaume Chantry said a survey on local governance for DRR in 69 countries including Viet Nam showed there were anticipation and hope but also frustration and many concerns.*

*"The situation is getting worse, not better, as 57 per cent of local authorities and communities at most risk report that disaster losses are increasing," Chantry said.*

*Local action was not taking place at anywhere near the levels required to achieve the goal of a substantial reduction in disaster losses by 2015, Chantry said. Progress at national level was not being matched by progress at local level.*

*Surveys of local capacities for DRR in the country's 17 provinces received the same comment: "We have the capacity and plans for action but we lack financial resources."*

*Chantry said the survey indicated that losses from natural disasters were increasing.*

*In a commune in coastal Thua Thien-Hue Province which faces annual floods and storms, the budget for disaster prevention and relief was less than US\$1 per household, Chantry said.*

*"This amount was increased in case of actual disasters but it is insufficient to cover prevention activities, losses and damages."*

*Chantry said DRR should be allocated more funds, mostly for the poor in rural areas including the highlands.*

*"Viet Nam has achieved great success in DRR for policy, organisation and planning for 10 years. However, more resources are needed to implement this strategy at local level."*

*Funds were needed to assess plans and to fund practical measures to reduce the impact of disasters in a climate changing context, he said.*

*"We should consider DRR as an investment not a cost."*

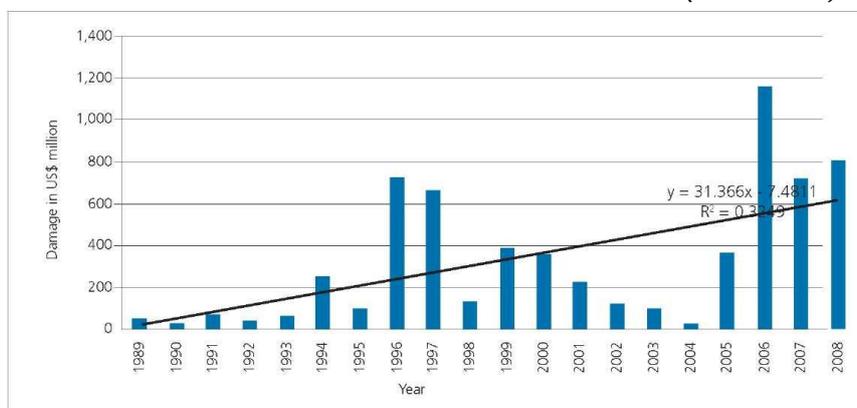
*Chantry said the Government, provinces, communes with international support, public private partnership and full participation of vulnerable communities should work together in designing and implementing DRR plans for the next 10 years. — VNS*

# Annexe 1: Data on natural disaster in Viet Nam <sup>11</sup>

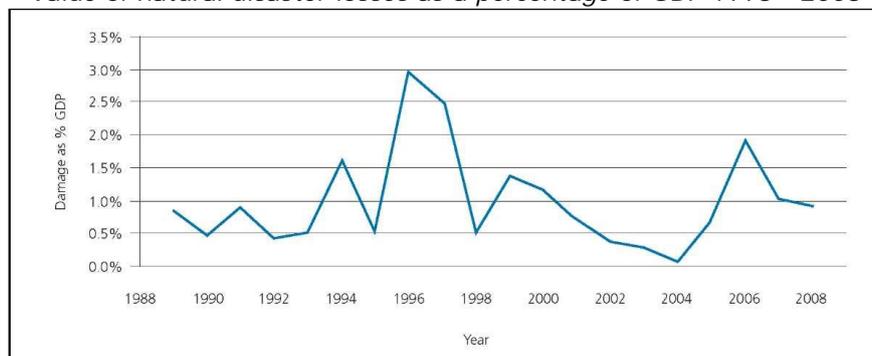
## Natural disaster losses 1989 – 2008

Year	Number of people killed or missing	Number of houses collapsed	Rice fields damaged (Ha)	Fish shrimps lost (Tons)	Number of boats sunk, damaged	Area of forest fire (Ha)	Total value of losses (VND billion)	Total value of losses (US\$ million)
1989	516	235,729	765,375	30	2,299	n.a.	350	54
1990	354	14,521	237,800	25	598	n.a.	200	31
1991	490	15,063	211,377		1,130	n.a.		71
1992	452	8,211	366,572	3,550	321	n.a.	469	42
1993	420	29,475	171,560		1,097	n.a.		66
1994	508	7,302	658,676	6,364	43	8,322	2,850	258
1995	399	11,043	198,434		1,117	9,648		103
1996	1,243	96,927	927,506	4,761	1,017	12,758	7,998	725
1997	3,083	111,037	641,393	34,619	3,008	1,361	7,730	667
1998	434	12,171	103,422	215	231	14,812	1,797	136
1999	901	52,585	131,267	1,419	845	1,139	5,427	390
2000	775	12,253	655,403	2,877	109	850	5,098	360
2001	629	10,503	132,755	1,002	2,033	1,845	3,370	229
2002	389	9,802	46,490	310	26	15,548	1,958	128
2003	186	4,487	209,764	10,581	183	1,402		103
2004	212	1,192	422,806	1,334	68	n.a.	407	26
2005	399	7,586	504,098	3,663	381	n.a.	5,809	368
2006	612	74,783	139,231	566	1,151	n.a.	18,566	1,159
2007	495	9,908	173,830	3,308	266	n.a.	11,514	716
2008	538	5,180	146,945	100,104	52	n.a.	13,301	808
Total	13,035	729,758	6,844,704	174,960	15,975	67,685	90,943	6,437
Average	652	36,488	342,235	8,748	799	6,769	4,547	322
Minimum	186	1,192	46,490		26	850		26
Maximum	3,083	235,729	927,506	100,104	3,008	15,548	18,566	1,159

Value of losses due to natural disasters 1989 – 2008 (US\$ Million)



Value of natural disaster losses as a percentage of GDP 1988 - 2008

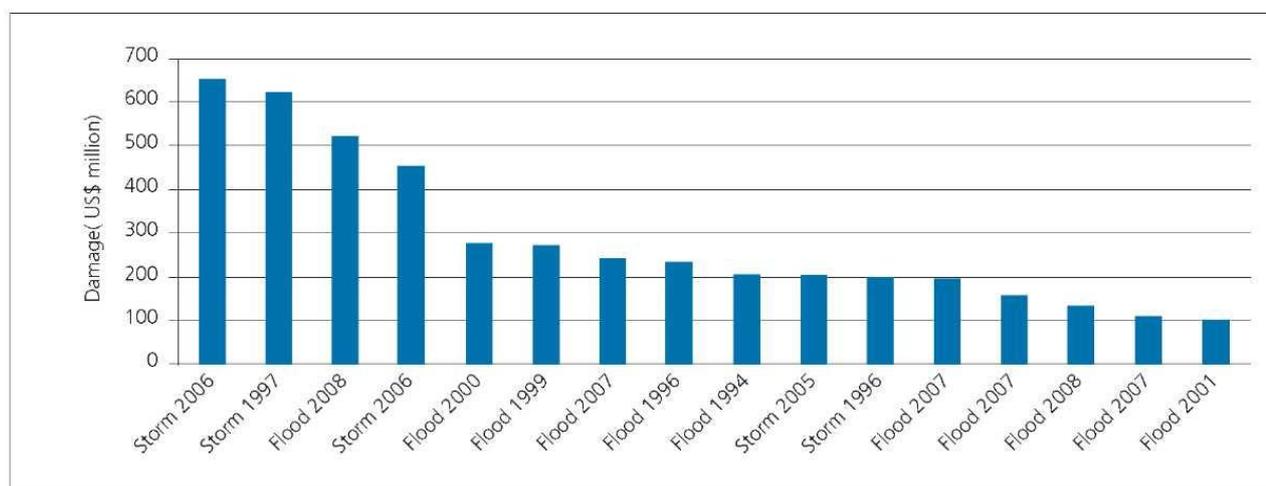


<sup>11</sup> Source : *Weathering the storm : options for disaster risk financing in Vietnam*, World Bank – GFDRR, June 2010

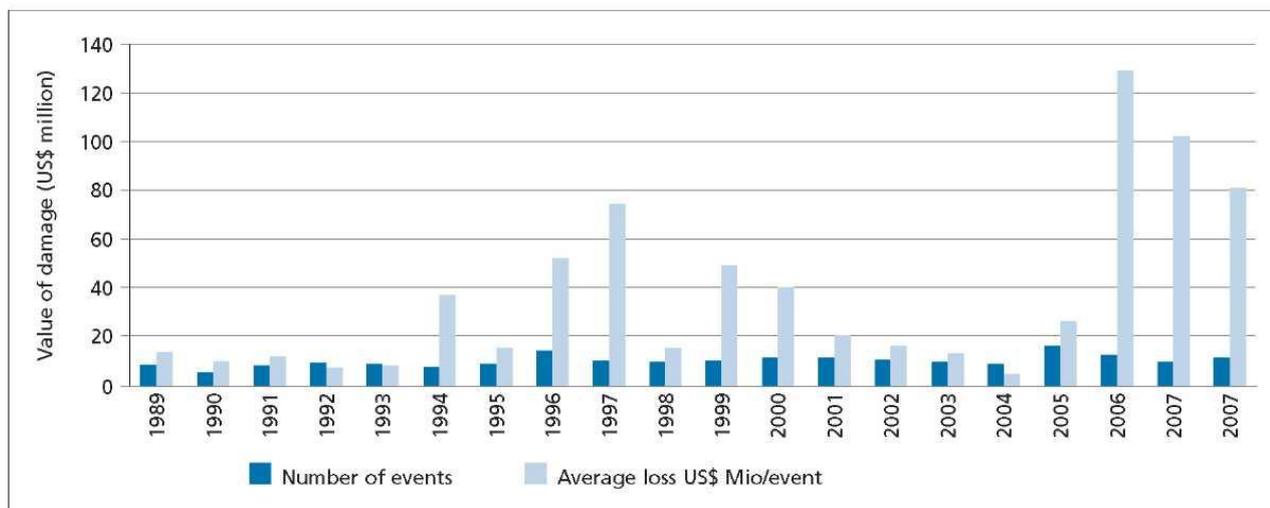
Estimated value of damage by type of event 1989 - 2008

Peril (Hazard)	Number of events	Number of events with recorded value of damage*	Total value of damage (VND million)	Total value of damage (US\$ million)	% of total value of damage	Average value of damage/ event (VND Mio)*	Average value of damage/ event (US\$ Mio)*
Flash flood/Landslip	23	21	2,789,808	196	3%	132,848	9.3
Storm	70	57	41,505,430	2,996	46%	728,165	52.6
Flood	77	64	44,908,054	3,120	49%	701,688	48.7
Tornado	20	18	1,625,676	118	2%	90,315	6.5
Cold wave	2	1	20,402	2	0%	20,402	2.1
Other	1	1	92,370	6	0%	92,370	6.3
<b>Total</b>	<b>193</b>	<b>162</b>	<b>90,941,740</b>	<b>6,437</b>	<b>100%</b>	<b>561,369</b>	<b>39.7</b>

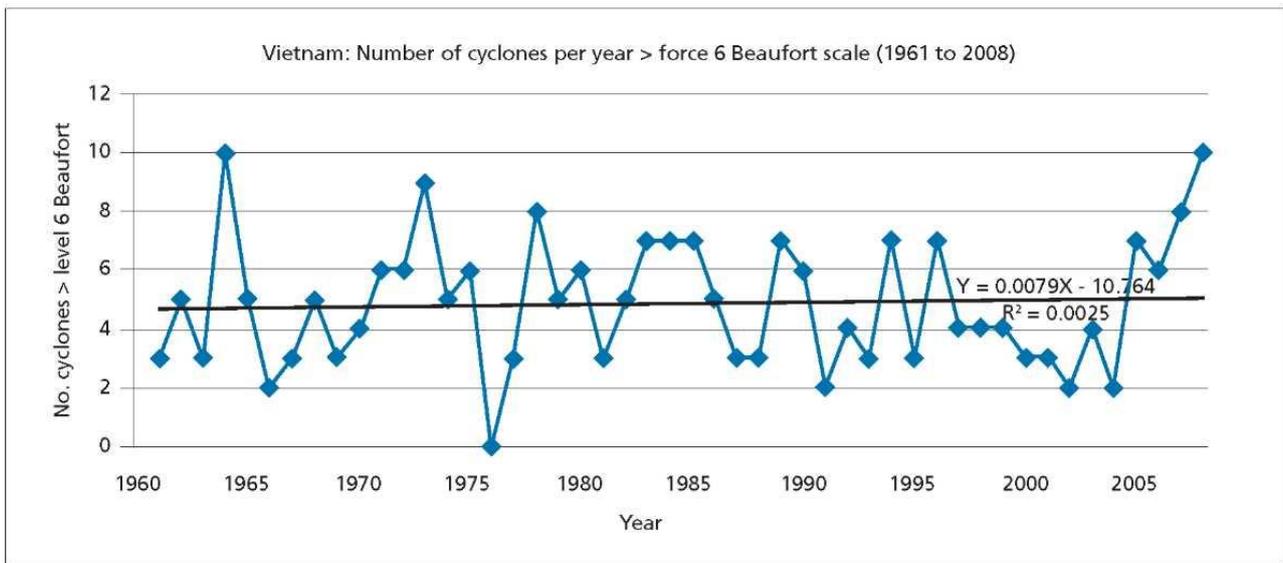
Major flood and storm event with damage in excess of 100 Million US\$



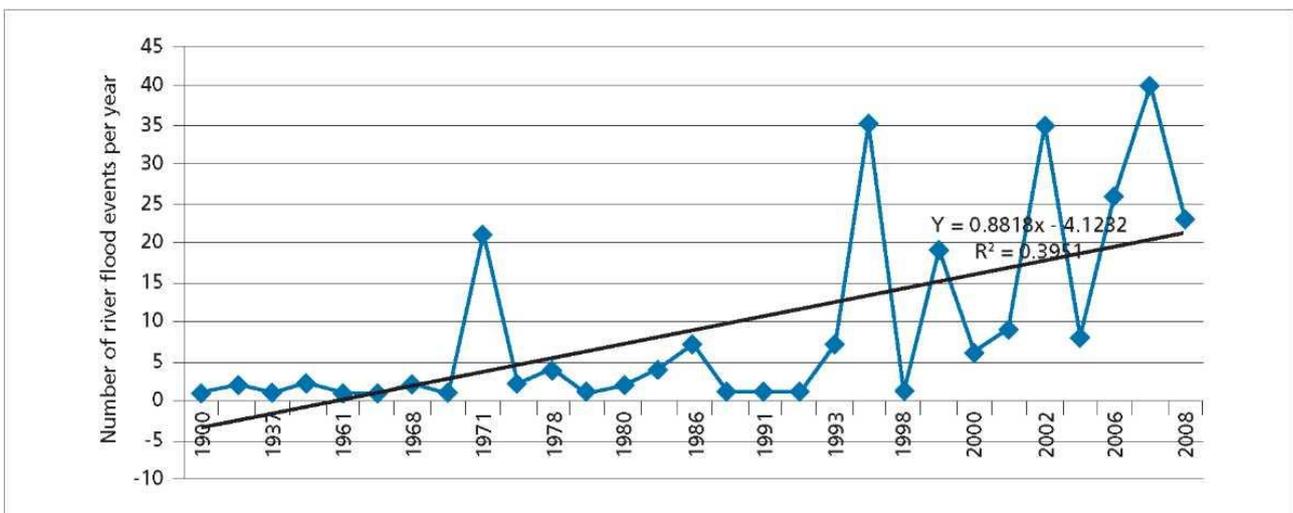
Average size of natural disaster losses per event 1989 - 2008



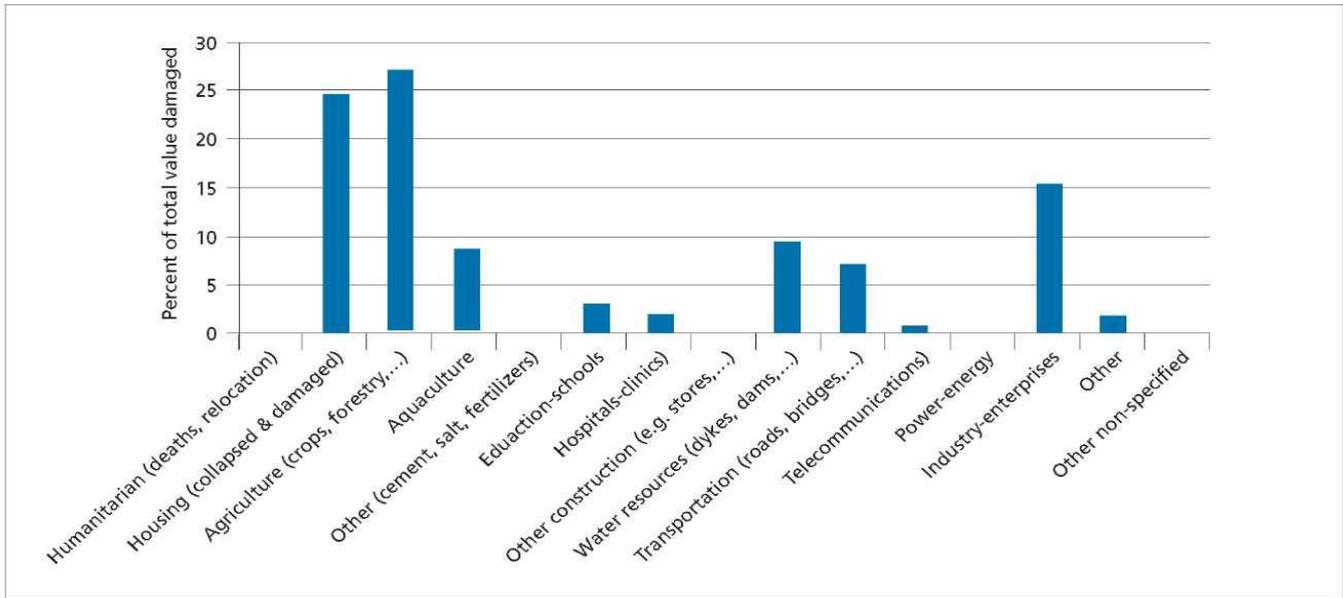
Analysis of tropical cyclone frequency 1961 – 2008



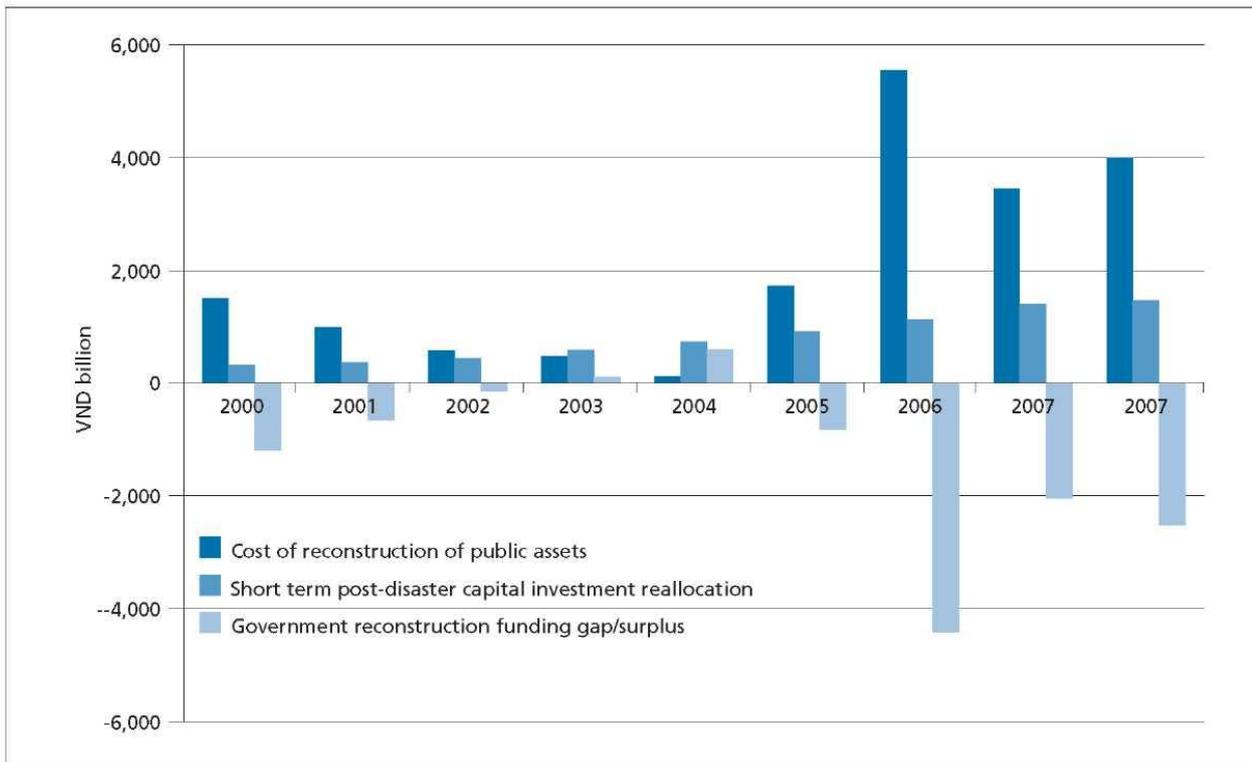
Annual number of flood events 1900 – 2008



Typhoon Xangsane (2006) Damage by sector (in 4 Provinces)



Estimated reconstruction funding gap 2000 - 2008



*The actual organisation for DRR in Viet Nam has been revised and improved since 10 years. It combines horizontal links (between Ministries, Agencies) and vertical links (from Central government to Provinces, Districts and Communes). It has been seriously improved during the last decade, but target mainly for relief/response after disaster, and for preparedness promotes the large infrastructures (dykes, reservoirs...) and less support for the most vulnerable (families at household level).*

### Organisation

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- ❖ Central Committee for Flood and Storm Control (CCFSC) is the national standing agency for disaster risk management. It is composed of representatives (leaders) from ministries, mass organizations, media agencies (Viet Nam Television and Voice of Viet Nam), and some technical agencies (Global Physics Institute, the Hydro-meteorological Services). It meets once a year to review the disaster risk management issues of the past year and to plan for the coming year. The Deputy Prime Minister is assigned to be in resident leader of the whole country's disaster risk management including: approve legal documents, order for response, call for support; mobilize military and policy, etc. The CCFSC has a Standing Office located in MARD which is chaired by the Director of the Directorate of Water Resources of MARD (a Vice Minister of MARD).
  - Ministry of Agriculture and Rural Development (MARD) is assigned as the leading agency for the CCFSC. The Minister of MARD is the Chairman of the CCFSC.
    - The Directorate of Water Resources is the technical agency and resident body for disaster risk management (mostly water-related disasters: flood, flash flood, typhoon, storm, tsunamis and earthquakes). As this agency playing the technical role in DRM, most legal documents, policies, strategies, programs are developed and/or approved by it (or if it is out of its power, to be approved by MARD Minister of the Deputy Prime Minister or even the Prime Minister). Of course, alike in other countries, any law is must be discussed and approved by the National Assembly, not the Government!
      - The Department of Dyke Management and Flood and Storm Control is the technical agency in charge of disaster risk management. The Department Director serves as the Director of the CCFSC Standing Office. This Department plays a key role in water-related disasters and dyke management.
      - The Disaster Management Centre (DMC) is another technical agency in charge of disaster risk management and is especially assigned to implement the Community-based Disaster Management Program (CBDRM) program in the whole country. DMC play an important role in technical advice to MARD in the issues of DRM, coordination and programming with international organizations. This agency is a critical target for advocacy for policy changes. DMC Director is also the Vice Director of the CCFSC Standing Office.
  - Ministry of Planning and Investment (MPI) is a member of the CCFSC and the leading agency for program planning and resource (fund) mobilization and ODA allocation for disaster risk management.
    - The Department of Agricultural Economy is assigned by the MPI Minister to be in charge of policy formulation and management of fund and projects on disaster risk management (mostly flood and storm controls: dyke, irrigation, rural development).
    - The Department of Foreign Economic Relations is assigned to manage ODA projects on disaster risk management.
  - Ministry of Finance (MoF) is a member of the CCFSC and the leading agency for finance management, budget allocation, and risk financing (trust fund, risk insurance) for disaster risk management.
    - The Department of Public Finance is assigned by the MoF Minister to be in charge of policy formulation and management of fund and projects on disaster risk management (mostly flood and storm controls: dyke, irrigation, rural development).
  - Ministry of Education and Training (MoET) is a member of the CCFSC and the leading agency for integration disaster risk management education into schools.

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<sup>12</sup> Source : *Climate change and disaster management policy in Vietnam - CCWG & DMWG, AMDI – PGC UK, June 2011*

- The Department of Students Affairs is assigned by the MoET Minister to be in charge of leading efforts to integrate disaster risk management education into schools. This Department cooperates with other technical departments of MoET to develop curriculum, conduct training for teachers and students.
  - Ministry of Natural Resources and Environment Finance (MoNRE) is a member of the CCFSC is the leading agency for environment protection, eco-system protection, land management, hydro-meteorology.
    - The Department of Hydro-Meteorological and Climate Change is in charge of weather forecasting, hydrological information, etc.
    - The National Hydro-meteorology under the MoNRE is technical agency in charge of weather forecast, hydrological information, etc.
  - The Ministry of Information and Communications (MoIC) is a member of the CCFSC and is in charge of public awareness raising, communications, and information dissemination. It plays a more technical role in communications than the IEC or BCC.
    - The Department of Telecommunications is assigned by the MoIC Minister to be in charge of DRM technical communication issues.
  - Viet Nam Red Cross (VNFRC) is a member of the CCFSC is responsible for community mobilization, relief distribution, 1<sup>st</sup> aid, and capacity building for communities on disaster risk management.
    - The Department of Social Work and Disaster Management is assigned by the Chairman of VNRC to be in charge of DRM technical issues.
- ❖ National Committee for Search and Rescue, led by the Ministry of Defense is in charge of preparing, coordinating the immediate response after disaster
- ❖ Adaptation to Climate change is under the responsibility of the Ministry of Natural Resources and Environment Finance (MoNRE)
- ❖ Province / District / Commune Committee for Flood and Storm Control & Rescue are the local Committee in charge of DRM and disaster response.

## National Strategy for Natural Disaster Prevention, Response and Mitigation to 2020 *Issued by the Decision No. 172/2007/QĐ-TTg, November 16, 2007*

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This Strategy outlines Viet Nam's approach for disaster mitigation and management, particularly focusing on floods, storms and drought. The Strategy aims to reduce disasters and their impacts on people, property, agriculture, economic well-being, environment, and sustainable development and lays down responsibilities of various implementing bodies.

The main task is to reduce the forecast period for forecast storms, drought, Stalinsation, earthquakes, tsunamis and other phenomena to 72 hours. Supporting tasks include: changes to law and policy; organizational and human resource development; financial support; increased awareness amongst the community of disaster risk reduction; development of disaster prevention, response and mitigation technology and science; strengthening of dykes, dams and other disaster prevention infrastructure; improved capacity in research and rescue and greater international cooperation and integration.

In addition, the Strategy has identified five (5) target areas for the control and prevention natural disasters. This includes the Red River Delta and Northern Central region; Coastal Central region, South-western region and island, Mekong River Delta; the mountains, highland and coastal areas.

To date, all 63 provinces have developed their action plans to implement the National Disaster Risk Management

Strategy. Most Ministries represented in the CCFSC have developed action plans for the mainstreaming of disaster risk reduction in their sectors. In the past two years, some disaster risk management action plan activities have already been implemented in the provinces or by sectors (e.g. dyke construction, relocation, embankments, training, awareness-raising, risk mapping, etc.).

While much work has occurred in this area, there are still a number of weaknesses that need to be addressed. Key weaknesses include:

1. Rather low quality plans are being developed due to insufficient resources and guidelines being provided, particularly to the local level.
2. Genuine and representative participation at grassroots level in disaster planning processes is limited. Many plans are still developed using a top-down method and do not sufficiently engage or consider vulnerable peoples.
3. Insufficient integration of disaster management into Social Economic Development Plans (SEDPs) or climate change programs. There is no clear mechanism for coordinating program implementation
4. Lack of an integrated/multi-hazard approach. For example, hazard maps remain focused on individual hazards.
5. Lack of emphasis on non-water related disasters and non-structural responses

## Community Awareness Raising and Community-Based Disaster Risk Management (CBDRM) Program to 2020

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*Issued by the Decision No. 1002/QĐ-TTg, dated 13 July 2009*

Community-Based Disaster Risk Management Program (CBDRM) is a national program for enhancing community's awareness and implementing community-based disaster risk management.

The overall objective of the CBDRM project is *"to raise community awareness and effectively implement CBDRM program at all levels, especially the local authorities and residents at villages and communes in order to reduce losses to people's lives and property, damages to environment and cultural heritages caused by natural disasters at the greatest extent that contribute to the sustainable development of the country"*.

The program activities include 2 major components:

- (i) Strengthening capacity of disaster risk management officials and staff at all levels of GoV to implement CBDRM program;
- (ii) Improving communication and awareness and enhancing community capacity on CBDRM.

There have been significant attempts by MARD to implement the CBDRM program. However, delays in budget allocation; a lack of clear implementation guidance for provinces; and weak coordination between many relevant stakeholders has hindered progress.

Some key weaknesses have been identified as being:

1. Budget: The ability of the CBDRM to obtain 40% of its budget from donors will be difficult, as there currently isn't clear/fixed commitment from donors. Currently MARD is cooperating with the MoF to prepare the CBDRM budget guidelines for year 2011 and for the period 2012-2015. This will be submitted to the Prime Minister in Quarter 3, 2011.
2. Implementation guidelines: Many provinces were asked to develop their action plans to implement the CBDRM as required by MARD (the GoV); however these are generally of poor quality due to a lack of clear guidelines for their development. This demonstrates a need to synchronize existing materials on CBDRM into a coherent and applicable form suitable to the context and adaptable to each specific disaster zone. It also identifies a need for training to build capacity for the people working in disaster risk management,

(e.g. local leaders, volunteers, and network of trained trainers) to conduct CBDRM activities at the commune and village level.

National guidelines for provinces to implement CBDRM are being updated by DMC/MARD with support from the CBDRM Technical Working Group and will be issued this year (2011). In addition, training materials and monitoring and evaluation processes are under development.

3. Vulnerable people: Engaging of vulnerable people can be challenging due to a barriers such as remoteness, language, gender roles and their ability (e.g. availability and knowledge) to participate effectively. Hence, it is important that specific strategies and resources and put in place to ensure quality engagement.

## National Platform for Disaster Risk Reduction and Climate Change Adaptation in Viet Nam (*in development*)

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In most countries, disaster risk reduction and climate change adaptation operate largely in isolation from each other<sup>13</sup>. In Viet Nam the potential value of integrating the work of these two fields is better recognized.

Viet Nam is currently developing a *National Platform for Disaster Risk Reduction and Climate Change Adaptation*. The Platform will be a national mechanism that will promote better coordination and implementation of disaster risk reduction and climate change adaptation actions. It aims to support the implementation of relevant policies and strategies, provide a solid basis for action at the national level and be guided by evidence-based activities at the local level.

Details regarding the Platform's administration is yet to be determined but some related tasks have been carried out through the activities of the Natural Disaster Mitigation Partnership (NDM-P). This has included two National Forums on Disaster Risk Reduction and Climate Change Adaptation in 2009 and 2011. However, there are still aspects of the Platform that may require inputs from the CCWG and DMWG. These include:

1. The development of systems and processes, agreed upon by stakeholders that support the coordination of MoNRE (responsible for climate change) and MARD (the ministry responsible for disaster management). This may be through the determination of a lead agency for the management of the Platform or a joint management board (with members from the two ministries)
2. The consideration of strategies that ensure the Platform is, and remains, an open forum for debate, where all input is equally valued. This will be important in generating honest, quality discussion and outcomes;
3. The inclusion of tactics that encourages participation in the Platform from a range of stakeholders. This would particularly focus on private sector and civil society involvement, as these stakeholder groups are generally under-represented in these types of forums. This will be essential in obtaining the range of perspectives representative of the community.

## Law on Disaster Management (*in preparation – to be voted in 2012*)

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<sup>13</sup>United Nations, ISDR (2010) Climate Change Adaptation and Disaster Risk Reduction Institutional and Policy Landscape in Asia and the Pacific, SELA Caracas, Venezuela.

## Annexe 3: HFA Vietnam Report - Summary

<b>Priorities for Action</b>		
<b>Priority 1 / Ensure that disaster risk reduction is a national and local priority with a strong institutional basis for implementation</b>		
	<b>Core Indicator 1: National policy and legal framework for disaster risk reduction exists with decentralised responsibilities and capacities at all levels</b>	<b>4</b>
	<b>Core Indicator 2: Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels</b>	<b>4</b>
	<b>Core Indicator 3: Community participation and decentralization are ensured through the delegation of authority and resources to local levels</b>	<b>4</b>
	<b>Core Indicator 4: A national multisectoral platform for disaster risk reduction is functioning</b>	<b>3</b>
<b>Priority 2 / Identify, assess and monitor disaster risks and enhance early warning</b>		
	<b>Core Indicator 1: National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors</b>	<b>3</b>
	<b>Core Indicator 2: Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities</b>	<b>3</b>
	<b>Core Indicator 3: Early warning systems are in place for all major hazards, with outreach to communities</b>	<b>4</b>
	<b>Core Indicator 4: National and local risk assessments take account of regional/transboundary risks, with a view to regional cooperation on risk reduction.</b>	<b>3</b>
<b>Priority 3 / Use knowledge, innovation and education to build a culture of safety and resilience at all levels</b>		
	<b>Core Indicator 1: Relevant information on disasters is available and accessible at all levels, to all stakeholders (through networks, development of information sharing systems, etc)</b>	<b>3</b>
	<b>Core Indicator 2: School curricula, education material and relevant trainings include disaster risk reduction and recovery concepts and practices</b>	<b>3</b>
	<b>Core Indicator 3: Research methods and tools for multi-risk assessments and cost benefit analysis are developed and strengthened</b>	<b>2</b>
	<b>Core Indicator 4: Countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities</b>	<b>3</b>
<b>Priority 4 / Reduce the underlying risk factors</b>		
	<b>Core Indicator 1: Disaster risk reduction is an integral objective of environment related policies and plans, including for land use, natural resource management and adaptation to climate change</b>	<b>2</b>
	<b>Core Indicator 2: Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk</b>	<b>2</b>
	<b>Core Indicator 3: Economic and productive sectoral policies and plans have been implemented to reduce the vulnerability of economic activities</b>	<b>4</b>
	<b>Core Indicator 4: Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes</b>	<b>4</b>
	<b>Core Indicator 5: Disaster risk reduction measures are integrated into post disaster recovery and rehabilitation processes</b>	<b>2</b>
	<b>Core Indicator 6: Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure</b>	<b>2</b>
<b>Priority 5 / Strengthen disaster preparedness for effective response at all levels</b>		
	<b>Core Indicator 1: Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective are in place</b>	<b>3</b>

	<b>Core Indicator 2: Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes</b>	<b>4</b>
	<b>Core Indicator 3: Financial reserves and contingency mechanisms are in place to support effective response and recovery when required</b>	<b>4</b>
	<b>Core Indicator 4: Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews</b>	<b>4</b>
<b>Drivers of Progress</b>		
	<b>a. Multi-hazard integrated approach to disaster risk reduction and development</b>	<b>2</b>
	<b>b. Gender perspectives on risk reduction and recovery adopted and institutionalized</b>	<b>1</b>
	<b>c. Capacities for risk reduction and recovery identified and strengthened</b>	<b>2</b>
	<b>d. Human security and social equity approaches integrated into disaster risk reduction and recovery activities</b>	<b>2</b>
	<b>e. Engagement and partnerships with non-governmental actors; civil society, private sector, amongst others, have been fostered at all levels</b>	<b>2</b>
	<b>f. Contextual drivers of progress</b>	<b>3</b>

## Annexe 4: Questionnaire for VFL survey

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### PART 1

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#### KEY INFORMANT PROFILE COUNTRY:

1	<b>Survey Date</b>					
2	<b>Survey Reference Number</b>					
3	<b>Participating Organisation</b>					
4	<b>Informant Age</b>	1-10	11-20	21-40	41-60	61 plus
5	<b>Sex</b>	Male			Female	
6	<b>Informant Group</b>	Local Government		Community	Others	
7	<b>Location (Province)</b>					
8	<b>Geography</b>	Urban Rural				
9	<b>Perception of the threat of disasters in your location</b>	1 Minimal	2 Low	3 Medium	4 High	5 Very High
10	<b>Changes in disasters losses (lives, livelihoods &amp; assets) in your area since 2005?</b>	1 Substantial increase in losses	2 Slight increase	3 No change	4 Slight decrease	5 Substantial decrease

## PART 2

### LOCAL GOVERNANCE

In your opinion what level of progress has been made towards the following indicators:

	Ref No	Indicator Subject	Indicator Question	Ranking
<b>Inclusion - Participation</b>	1.1	<b>Participation</b>	Does local government involve vulnerable people in disaster prevention decision-making and implementation?	
	1.2	<b>Gender</b>	Does local government ensure women and men participate equally in decision-making and implementation?	
	1.3	<b>Children and Youth</b>	Do local government DRR practices take into account the specific needs of children and young people?	
	1.4	<b>Volunteers</b>	Does the local government support the participation of local volunteers?	
	1.20	<b>Partnership</b>	Does the local government form partnerships with community, private sector, civil society, academia and others?	
<b>Capacities &amp; Capabilities</b>	1.5	<b>Policies</b>	Does the local government have regularly reviewed policies to protect vulnerable people from disasters (elderly, ethnic minorities, children & youth, disabled, migrants)?	
	1.7	<b>Planning</b>	Does the local government have a plan of action to turn policy into practice?	
	1.9	<b>Decentralisation</b>	Does the local government have clear roles and responsibilities to carry out disaster prevention?	
	1.8	<b>Financial Resources</b>	Does the local government have an adequate budget for disaster prevention?	
	1.10	<b>Expertise</b>	Does the local government have sufficient expertise to carry out disaster prevention?	
	1.11	<b>Training</b>	Does the local government provide training for government officials, the community and civil society leaders?	
	1.17	<b>Information Management</b>	Does the local government connect traditional and scientific knowledge to inform local action planning?	
	1.6	<b>Indigenous Capacities</b>	Does the local government take into account local (indigenous) knowledge, skills and resources?	
	1.19	<b>Governmental Coordination</b>	Does the local government coordinate disaster prevention activities with other government officials and ministries?	
<b>Accountability &amp; Transparency</b>	1.16	<b>Information Gathering</b>	Does local government regularly collect, review and map information on risk and climate change?	
	1.18	<b>Information Dissemination</b>	Does the local government provide vulnerable people with updated, easily understood information on disaster risks and disaster prevention measures?	
	1.12	<b>Baselines</b>	Does the local government establish a starting or reference point ( baselines) to guide disaster prevention progress?	
	1.13	<b>Monitoring</b>	Does the local government regularly monitor and report on progress on disaster prevention?	
	1.14	<b>Participatory Monitoring</b>	Does the local government involve communities and civil society in the monitoring?	
	1.15	<b>Complaints Procedures</b>	Does the local government provide a way for people to make complaints and get a response?	

#### Ranking

- 1 No
- 2 To a very limited extent
- 3 Some activity but significant scope for improvement
- 4 Yes, but with some limitations in capacities and resources
- 5 Yes, with satisfactory, sustainable and effective measures in place

Case Study : Viet Nam (Quang Tho Commune)

<i>Title</i>	Local authorities and families together to reduce the impact of natural disasters in Quang Tho Commune – During Typhoon N°6 Xangsane (2006) <i>Related by Mr Truong Quang Ky (Quang Tho People's Committee)</i>
<i>Overall topic</i>	The Commune Committee for Flood and Storm Control (C-CFSC) carried out the prevention work to deal with the typhoon N°6 Xangsane in 2006 (the last major typhoon in this area). Via the broadcast information system and the official document received from higher levels, it was planned that the typhoon N°6 will directly hit Quang Nam, Da Nang, and Thua Thien Hue Provinces in central Viet Nam. The typhoon would cause serious rain and hence flooding. In the morning of 28/9/2006, the C-CFSC for Flood and Storm Control hold an urgent meeting to implement the prevention work as plan to reduce the damage as much as possible for local people.
<i>Place</i>	Quang Tho Commune - Quang Dien District, Thua Thien Hue Province. Population 7 500 (1 800 families), plain surrounded by Bo river, with 8 villages. Niem Pho Village (400 families), low area and facing to rice paddy without trees as wind/flooding-break.
<i>Key people</i>	The C-CFSC (Head and Chairman of Commune, Mr. Truong Quang Ky, 15 members), and 12 people from Communal Rescue Group. Mr Nguyen Tai, local entrepreneur, owner of a 2 storeys house. Mr Nguyen Van Yen, farmer, owner of a boat.
<i>What happened ?</i>	
<i>What was the particular challenge or problem?</i>	The typhoon N°6 occurred on 1/10/2006, causing serious rain and could cause flood, with special threat for families living in low areas.
<i>What was it that happened?</i>	After the urgent meeting, each member of C-CFSC went to each living area to organise people: <ul style="list-style-type: none"> <li>▪ to reinforce their house, and mainly the roof with sand bag, bamboo, banana trees or thatch;</li> <li>▪ to arrange assets and animals to avoid damage in case of flooding;</li> <li>▪ for some families to move, if formal warning, to safe place such as Primary School N° 1 or high and stable house whose signed an agreement with C-CFSC for move-in people in case of disaster.</li> </ul> All these work had been implemented in urgency and seriously.  In Niem Pho village: 33 families were moved to Primary School N° 1; 15 families moved to the house of Mr. Nguyen Tai, entrepreneur with a 2 storey house (They stay 2 days there. Mr Tai provide them food and water – In 1999, during the historic flooding, families stay 10 days in his house). Mr Nguyen Van Yen (farmer) transport families with his boat.
<i>Did this result in progress, or did it show</i>	On 1/10, the typhoon of level 8-9 (winds with gusts of level 10-11, km/h) hit Quang Tho, with heavy rain, and important flooding.

<i>up a problem? - what was the progress or problem?</i>	Due to good prevention, damages on housing were low, only 24 houses being unroofed partly, mostly house with fibrocement roof; rice and animal were not in serious damage.
<i>Was there anything unusual or surprising that happened?</i>	Due to C-CFSC and Rescuing preparation work, there were no life damage or in hungry during flooding. 3 families did not follow the evacuation plan and the Head of C-CFSC made a decision of coercion and move them to safe place himself. Property of moved families had been protected, which cause no lose for them.
<i>What has the impact been?</i>	After two days of typhoon and flooding, the overcoming of its impact had been implemented: evaluate damages, stabilise life, clean environment, deliver relief to damaged families properly.
<i>What is going to happen next?</i>	After this disaster, the belief of people in C-CFSC had been stronger. Solidarity is important; the prevention plan should be in details. These need to be promoted for less damage.
<i>Additional Note by DWF</i>	<p>Quang Tho is a typical Commune in central Vietnam, in the plain, with flood &amp; storm (or whirlwind) every year, where almost all population are farmers.</p> <p>Since 10 years (and the historical 1999 flooding), population is more aware of the risk/ impact / prevention of natural disasters, and the local authorities of the Commune has implemented an Action Plan<sup>14</sup> to protect population &amp; private - collective infrastructure, including risk mapping (with GIS support) – evacuation plan, and mitigation activities.</p> <p>The families (and children) have been mobilised to prepare themselves, including housing reinforcement, to prepare food and water before the storm / flood.</p> <p>Even <i>with very little resources</i>, local authorities and families are together to face / respond to natural disasters, with plan, organisation, leadership and equipment ("4 on the spot").</p> <p>But damage &amp; losses are still important every year...</p> <p>Disaster prevention is one of the objectives of local government, as well as climate change adaptation, and more or less integrated in poverty reduction and development plan.</p> <p style="text-align: center;">DRR continues in Quang Tho since this event related here !</p>
<i>Annexe</i>	"Building local capacity and creating a local government network for cyclone risk" in " <i>Local governments and Disaster Risk Reduction – Good practices and lessons learned</i> " UN –ISDR 2010

<sup>14</sup> With support of DWF project (see below Annexe)



*Niem Pho Village*



*Flooding after Typhoon N°6*



*Mr Truong Quang Ky  
(Chief of C-CFSC and Chairman of the Commune in 2006)*



*Mr Nguyen Tai*

Primary school – Shelter during storm - flooding



2 storeys house (built in 1986, and the only 2 storeys house in the village until recently)  
Shelter for 50 people



Mr Nguyen Van Yen

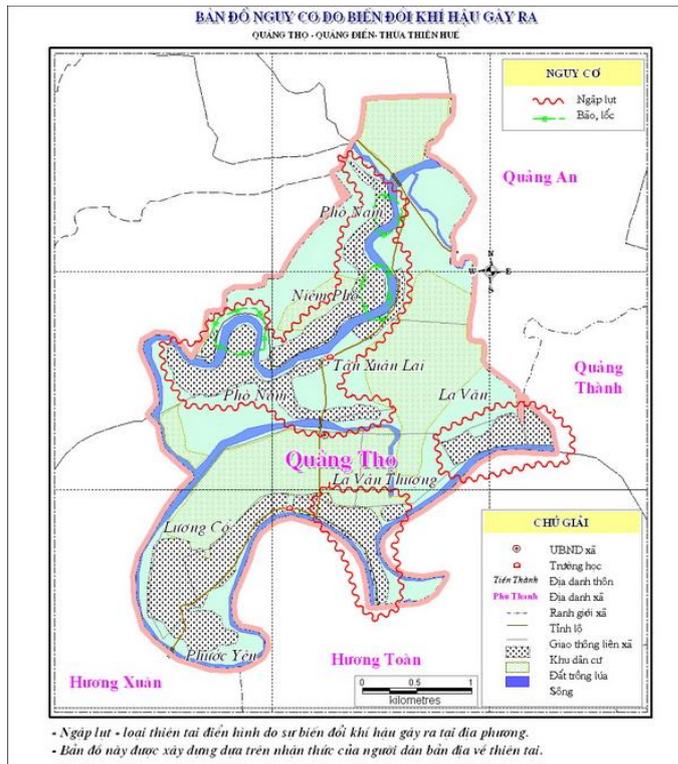


Mr Nguyen Van Yen  
& Mr Nguyen Thanh Minh (Actual Chairman of the Commune)

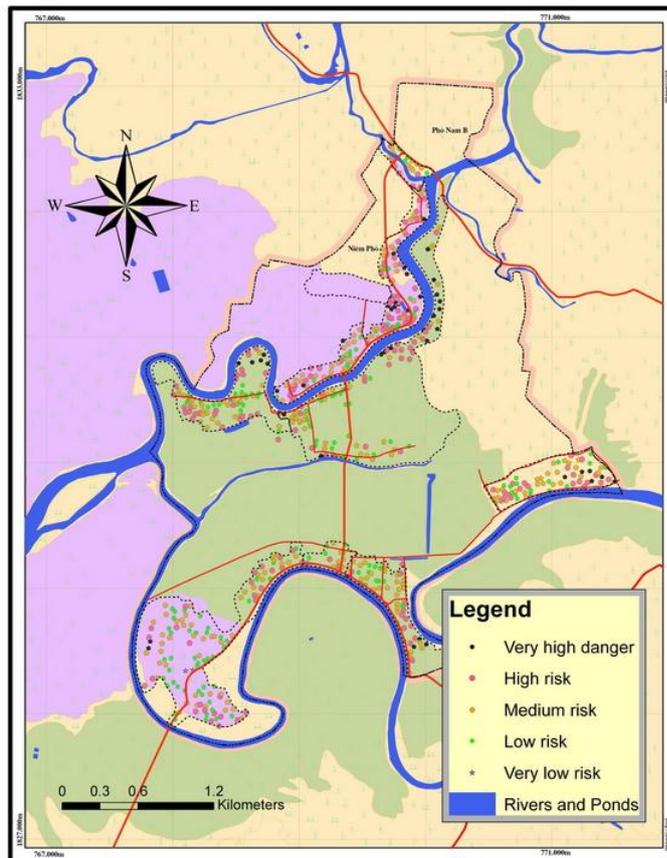
Map



Risk mapping



MAP OF HOUSEHOLD FLOOD RISK INDEX



## Case Study : Viet Nam (Mr Lap in Phu Tho)

Title	A war veteran in disasters time
Overall topic	A 55-year old war veteran row a boat to move people to safe place during serious flood caused by typhoon N° 5 in 2005 in Bang Gia Commune, Ha Hoa District, Phu Tho Province.
Place	The historic flood caused by typhoon N° 5 in 2005 immerged the National Road N°32C which acted as a dyke between Red river and living area in Bang Gia, Ha Hoa, Phu Tho
Key people	Mr. Nguyen Trung Lap, a war veteran of 55 years old living with his wife and 2 little children on National Road N°32C, area 9, Bang Gia Commune, Ha Hoa District, Phu Tho Province.
What happened ?	
What was the particular challenge or problem?	An old man bravely rows a small boat in flooding (more than 70m) to move people to safe place.
What was it that happened?	At mid night, a flood sudden occurred. The reason was that water from Ngoi Lao (Harpoon - a stream with water flow force as strong as a harpoon) raise highly to Red River. Mr. Lap was very brave to row his boat to the outside area of the dyke (National Road 32C) to move those who live there to safe place inside of the dyke, since 11h30 to 9a.m of the next day, with total more than 10 times to safe more than 100 people (he had to spend about 1 hour for one time moving out and in, for a distance of 70m).
Did this result in progress, or did it show up a problem? - what was the progress or problem?	Mr. Lap decided to move old people and children first then the young. There were some young men wanted to do this work with him but he did not allow because he was afraid that they might sink.
Was there anything unusual or surprising that happened?	Being asked about the motivation for his action, he said: "I just found that those who are outside are in danger, and may lose their life if they are not rescued on time, so I tried my best."
What has the impact been?	Until 9h30, local government provided people there to continue his work. Mr. Lap saved people and he did this work in dangerous conditions with his public-spirited and selfless.
What is going to happen next?	He had been praised by local government in front of Commune population and other neighbour communes. TV station of Phu Tho Province made film of him, an old man saved people with courageous spirit and full of humanity.
Picture	



Comment

From DWF

*One good example of the solidarity in the community face to natural disaster.  
He just did this, because he had to do this, and after local government can continue the rescue.*

## Annexe 6: Commune budget for DRR

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Thuy Thanh Commune, Thua Thien Hue Province / Population 9 900

*Situation : Commune near Hue, low area with flooding every year, agriculture & services  
Information provided by the Vice-Chairman of the Commune (data for 2010)*

The Communes depends for their budget (investment & Functioning) from the higher administrative levels (District & Province), as their resources are limited.

Investments(for infrastructures) will also depends on project which are not under the Commune responsibility, as Inter Commune roads, major irrigation / dykes systems.

Commune financial autonomy is very low.

### 1. Commune Budget

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Commune budget :

- Total budget : 3,9 Billions VN Dongs (or 180 000 US\$)
- Resource from commune: such as market, shop, land tax... every year about 250 million dong
- Additional resource from higher level
- To be spent every year ( approve resolution from people council )

Service in charge of the budget in the Commune

- Department Finances include: Chairman of commune, Vice-Chairman, Chief Accountant

Approval of the the budget (District, Province)

- District approves the budget proposed by the Commune

Management of the Budget in the Commune

- Chairman of commune, People's Council commune control, Chief accountant

Bank

- Money in the State Bank. Only 3 millions in cash in Commune.

"Contingency", related to the whole budget

- 5% of functioning part

### 2 Budget breakdown

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#### a) Revenues or sources from Commune :

Local taxes (example / shop in market, tombs...) & local revenues (sells of land....)

- Every year about 250 million dong

#### b) Expenses

Capital / Investment

- Independent on each year, in 2010 about 2,5 billion dong for investment. Can't be used for functioning, and only during the year

Current functioning

- 1,4 billion dong

#### c) Breakdown by category (in Dongs & %)

Capital / Functioning

- 2/3 for capital), 1/3 for functioning

Agriculture, social, infrastructure, disasters, salaries, etc....

- Agriculture: 40 million dong / including 14 millions for Disaster prevention & Response
- Transport : 40 million Dongs
- Social: 15 million dong (such as funeral, sick, dead,...)

### 3. Natural Disaster Budgets

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#### a. Investment for disaster prevention

- No specific budget, but Commune has 40 million dong to repair road, small dikes, and the Cooperatives have also 200 millions dong.
- Request budget : 500 millions dong

#### b. Functioning disaster prevention

- Existing budget: 10-15 million dong
- Requested budget 30 million dong

To add : allowance to Members of Commune CFSC (70 000 dong/month in flooding season)

#### c. Immediate response

- Existing budget: 5 – 10 million dong for all activities. (when they spend money more than actual costs, they will ask more additional budget )
- Requested budget: 40 million dong

Damage assessment by hamlet and after send to higher level: commune, district

#### d. Relief

- Existing budget: 2 million dong for dead person, 5 million dong for collapse house.... take from "contingency" budget

#### e. Recovery – reconstruction

- Depending on the report about damage, and the high level will allocate after checking the reports and the situation.

### Conclusion

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Local resources for disaster prevention / relief are very limited: around 1\$ / family / year

After one flooding period, the budget for relief is finished, and for the 2<sup>nd</sup>, 3<sup>rd</sup> flood the Commune has to buy, with credit from local supplier, food, water, fuel... which will be reimbursed in the next year by District.

General Budget in Thuy Thanh Commune (2010 / 1 US\$ = 19 500 VN Dongs)

<b>A</b>	<b>Income</b>		<b>3 939 000 000</b>
I	Tax at Commune level (agreement from higher level)		91 000 000
II	Tax at Commune level		114 000 000
III	Contribution from Higher Level		3 614 000 000
IV	Donation		120 000 000
<b>B</b>	<b>Expenses</b>		<b>3 939 000 000</b>
I	Investment		2 500 000 000
II	Functioning		1 319 000 000
1.	Economy		100 000 000
1.1.	Transport	40 000 000	
1.2.	Agriculture	40 000 000	
	Flood & storm	10 000 000	
	Expenses for Typhoon N°9	4 000 000	
	Equipment motorboat CFSC	6 000 000	
	Others	20 000 000	
1.3.	Construction - public building	20 000 000	
2.	Social		330 411 000
2.1.	Education / Kindergarten	243 000 000	
2.2.	Training	15 000 000	
2.3.	Culture sport	47 411 000	
2.4.	Health	10 000 000	
2.5.	Social	15 000 000	
3.	Administration		855 012 000
3.1.	Party	83 475 800	
3.2.	People's Council	38 488 300	
3.3.	Government staff	273 316 600	
3.4.	Mass organisations	115 431 300	
3.5.	Associations	5 500 000	
3.6.	Operating costs	62 860 000	
3.7.	Allowances / Party	35 100 000	
3.8.	Allowances / People's Council	60 840 000	
3.9.	Others	180 000 000	
4.	Security Defence		30 000 000
5.	Contingency		3 577 000
III	Extra		120 000 000

Budget at Commune level for Disaster prevention and response (Data May 2011 1 us\$ = 20 500 VN Dongs)

			Government	Commune	Local people	Total
Investment	Thuy Xuan (13 200)	Reality	About 15 million dongs	About 20 million dongs		35 million dongs - For example: when built the bridge about 150 million dongs, the budget from province was 70% and 30% was contributed from population (labour free, ...)
		Need				150 million dongs
	Phong Binh (8 100)	Reality	5 – 10 million dongs			5 -10 million dongs - When they have big construction, 80% from Central (most resource from NGO), 10% from commune, 10% from local
		Need				110 million dongs
	Quang Phu (12 400)	Reality		10 million dongs		10 million dongs - When they have big construction, 70% from Central (most from NGO resource), 30% from commune and local people
		Need				100 million dongs
	Quang Tho (7 900)	Reality	5-7 million dongs			5 -7 million dongs - When they have big construction, 70% from Central (most resource from NGO), 30% from commune and local people
		Need				100 million dongs
	Thuy Thanh (9 900)	Reality		5 million dongs		5 million dongs - When they have big construction, 95% from Central (most resource from NGO), 5% from commune and local people
		Need				70 million dongs
	Vinh Hai (3 000)	Reality	5 – 10 million dongs		2 – 3 million dongs	7 – 13 million dongs - When they have big construction, 80% from Central (most resource from NGO), 15% from commune, 5 % from local people
		Need				100 million dongs
	Vinh Phu (5 100)	Reality	10 million dongs	2-3 million dongs		2 – 13 million dongs - When they have big construction, 80% from Central (most resource from NGO), 20% from commune and local people
		Need				100 million dongs

			Government	Commune	Local people	Total
Functioning	Thuy Xuan	Reality	3 – 5 million dong (for all activities)	3 – 5 million dong (for meeting in commune about disaster) - Allowance for people who work in PCLB in commune is 300 000 dong/person/year	- No	6 – 10 million dong
		Need				When the disaster happened, they will make the requirement to province and depending on the situation they will give the detail figure
	Phong Binh	Reality	3 - 5 million dong (for all activities)	- From 7 million dong - Allowance for people who work in PCLB in commune is 70 000 dong/person/month (but in the flooding season)	- No	About 10 million dong
		Need				70 million dong
	Quang Phu	Reality		From 2 -3 million dong - Allowance for people who work in PCLB in commune is 70 000 dong/person/month (but in the flooding season)	- No	2 -3 million dong
		Need				They need more than 20 times About 60 million dong
	Quang Tho	Reality		From 7 - 10 million dong - Allowance for people who work in PCLB in commune is 70 000 dong/person/month (but in the flooding season)	- No	- From 7 - 10 million dong
		Need				60 -70 million dong
	Thuy Thanh	Reality	15 million dong	30 million dong - Allowance for people who work in PCLB in commune is 70 000 dong/person/month (but in the flooding season)	- No	45 million dong
		Need				They need more than 10 times in reality
	Vinh Hai	Reality		3 - 4 million dong - Allowance for people who work in PCLB in commune is 70 000 dong/person/month (but in the flooding season)	- No	3 - 4 million dong

			Government	Commune	Local people	Total
Disaster	Vinh Phu	Need				50 million dongs
		Reality	5 - 10 million dongs	3 - 5 million dongs - Allowance for people who work in PCLB in commune is 70 000 dongs/person/month (but in the flooding season)	- No	8 - 15 million dongs
		Need				About 50 million dongs
	Thuy Xuan	Reality	3 – 5 million dongs ( they use this money without permission but with procedure such as invoice,...)	... and have the budget called "contingency" about 20 – 30 million dongs in State Bank but if want to used, must have permission from high level	From 3 – 5 million dongs Poor people they will receive rice or noodles...	6 – 10 million dongs
		Need				They need more than 10 times in reality
	Phong Binh	Reality	From 3 – 5 million dongs ( they use this money without permission but have enough procedure such as invoice,...)	... and have the budget called "contingency" about 24 million dongs annual		3 – 5 million dongs 24 million dongs
		Need				They need more than 10 times in reality
	Quang Phu	Reality		The budget called "contingency" about 20 million dongs annual - About 50 million dongs (include rice, noodles, fuel for machine)		
		Need				They need more than 10 times in reality if disaster happened in their commune
	Quang Tho	Reality	About 6 – 10 million dongs	...and have the budget called "contingency" about 30 million dongs (include rice, noodles, fuel for machine)	- No	6 – 40 million dongs
Need					150 million dongs	
Thuy Thanh	Reality		About 3-5 million dongs ...and have the budget called "contingency" about 25 million dongs (include rice, noodles, fuel for machine)	- NO	- 3 - 5 million dongs - 25 million dongs	

			Government	Commune	Local people	Total
		Need	Expectation:			They need more than 10 times in reality to prepare before, during and after disaster
	Vinh Hai	Reality		- 3 – 5 million dongs ... and have the budget called "contingency" about 5 - 10 million dongs	- No	- 8 - 15 million dongs
		Need				About 150 million dongs for prepare before, during and after disaster
	Vinh Phu	Reality		They have the budget called "contingency" about 20 million dongs (include rice, noodles, fuel for machine)	- NO	20 million dongs
		Need				They need more than 10 times in reality

## Annexe 7: Statement of GNDR after GP May

Civil Society Statement on the Global Platform for Disaster Risk Reduction 8-13<sup>th</sup> May 2011.  
[Final Monday 20<sup>th</sup> June 2011]

### Introduction

The third session of the Global Platform for Disaster Risk Reduction was held in Geneva, Switzerland 8<sup>th</sup>-13<sup>th</sup> May 2011 in conjunction with the World Bank's *World Reconstruction Conference*. The purpose of the conference was to bring together leaders, opinion makers, practitioners and experts to discuss the challenges of building the resilience of nations and communities. The overall theme of the conference was "Invest Today for a Safer Tomorrow – Increase Investment in Local Action." The main official outcome of the Global Platform is the *Chair's Summary* statement designed to capture the main conclusions drawn from the conference proceedings and outline key actions and priorities for UNISDR system partners in the forthcoming 2011-13 period, including the development of UNISDR's biennial work plan.

These comments by the Global Network for Disaster Reduction have been prepared as a civil society perspective on the conference outcomes as articulated in the Chair's statement. We, as representatives of civil society organisations working alongside vulnerable people primarily in low and low-middle income countries, believe the official UN statement provides an incomplete and overly optimistic assessment of progress towards the HFA expected outcome. The official summary omits to report on the continued upwards trend in disaster losses, particularly the realities of implementation of the HFA at the local level, despite this being the required goal of the HFA. In so doing it does not take into account some of the key findings of national, regional and international studies and reports (including GAR 2009 & 2011; HFA Mid-Term Review; Views from the Frontline 2009 & 2011) which provide strong evidence of a persisting and growing gap between policy and practice. Moreover, many of the fifteen identified *critical steps* are a combination of multiple actions, with only a few of the steps being time-bound or specific enough to be measurable and therefore likely to be accomplished within the required time period.

Based on well documented facts, leading to a significantly different interpretation of the progress and constraints in reducing disaster risk, this statement outlines a set of priority actions to build community resilience. It highlights key areas of differences particularly in relation to the gap between national policy aspirations and local practices - and makes recommendations with supporting rationale to bridge this gap and accelerate progress towards the HFA Expected Outcome. The statement has been produced in consultation with the GNDR members and will be widely distributed in English, French and Spanish.

### Progress to Date : Mixed Achievements, Different Perspectives, But Losses Continue to Increase

There is strong evidence that the frequency of disasters and their economic and social costs are increasing. Whilst it is encouraging to note that many countries have made progress in reducing mortality risks due to floods and cyclones (with the exception of countries with low GDP and weak governance) the cost of disaster-related economic losses and damage continues to increase across

all regions and seriously threatens the economies of low-income countries. Importantly, the impact and losses to the assets and livelihoods of low-income households and communities due to small but frequently occurring disasters are often under-recorded and are increasing rapidly.

Whilst national governments report progress across all five HFA priority areas in the 2009 -2011 period, the Global Assessment Report (GAR) notes this progress is uneven around the world and does not necessarily translate into effective implementation at the local level. This is consistent with findings from the HFA Mid Term Review, Views from the Frontline and numerous regional and national studies which report that progress at the national level is not being matched by the equivalent progress at the local level, serving to reiterate the persisting gap between policy rhetoric and the realities of local practice.

Since 2005, the HFA has proven to be a useful normative framework that has been increasingly used to guide and motivate national efforts towards disaster risk reduction. However, whilst many countries have made significant progress in establishing disaster management legislation and institutional arrangements (notably around enhanced disaster preparedness and response), national policies and plans are being weakened by a lack of financial resources and capacities at the local level to execute them. Huge disparities exist between national and local levels, with very little evidence that strengthened national policies, legislation and institutional structures are generating widespread systemic changes in local practices at a scale needed to address increasing losses - a massive scaling up of local action is needed to achieve the HFA expected outcome by 2015.

Moreover, very few governments and inter-governmental organisations are able to address the underlying risk drivers that are configuring the rapid growth of risk. Since the adoption of the HFA in 2005 only "*very limited*" progress has been made towards two of the HFA's three strategic goals, namely: 1) Effective integration of disaster risk considerations into sustainable development policies, planning and programming; 2) Development and strengthening of *local* institutions, mechanisms and capacities to build resilience to hazards.

In conclusion, the achievements made in disaster risk management since 2005 are inadequate to address the increases in disaster risk, particularly in countries experiencing rapid economic growth. Based on current trends there is likely to be a substantial increase in social, economic and environmental losses due to disasters by 2015. This conclusion echoes the perceptions of local authorities and at-risk communities living and working at the frontline of disasters; in Views from the Frontline 2011 (the largest independent global assessment of progress in disaster reduction at the local level ever undertaken), 57% of the 50,000 people consulted felt disaster losses had increased since 2005<sup>15</sup>.

The above findings are in stark contrast to the generally positive assessment of progress and political commitment for DRR as articulated in the Chair's Summary. The official statement implies that current rates of progress will be sufficient to reach the HFA expected outcome by 2015. It fails to acknowledge and act on the evidence presented in numerous inter-governmental and non-governmental studies and reports, particularly the realities of HFA implementation at the local level. It thereby offers an incomplete picture of the challenges and necessary steps in delivering the HFA goal at the local level, despite the intended focus of the GP-DRR 2011 conference being on local action.

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<sup>15</sup>GNDR (2011) If we do not join hands.: Views from the Frontline 2011.  
[www.globalnetwork-dr.org/voices-from-the-frontline-2011.html](http://www.globalnetwork-dr.org/voices-from-the-frontline-2011.html)

## The Way Forward

Informed by the findings of national, regional and international analysis, including the GAR, HFA-MTR and VFL, together with the rich discussions at the GP-DRR 2011 thematic sessions, panel discussions and side events, the Global Network of Civil Society Organisations for Disaster Reduction proposes the following separate yet mutually reinforcing actions for building safer more resilient communities:

1. By 2013, the United Nations firmly establishes governments' responsibilities to protect their citizens from preventable and foreseeable disasters as a legal commitment under existing international human rights law. States' obligations to respect, protect and fulfil basic human rights (for example the right to life, housing, food, education, health, water and sanitation) include the protection of vulnerable people from exposure to physical hazards. The political and economic imperatives for governments' to invest in disaster risk reduction remain elusive and could be enhanced by more explicit referencing and utilising of existing international law based on principles of humanity, social justice and human rights. Political commitment and public accountability is strengthened when legal obligations are clearly acknowledged and defined.
2. By 2013, all national governments adopt a "human rights-based approach" to DRR planning and implementation. By adopting a human rights-based approach, the obligations of national governments to their citizens can be operationalised through human rights procedural requirements. For example:
  - Right to non-discrimination: This requires States to act in a way that does not result in disproportionate negative impacts against certain groups of people on the basis of ethnicity, sex, age, religious or political orientation. Vulnerable groups such as indigenous, racial and ethnic minorities, women, children, elderly, the poor, migrant workers and persons with disabilities are the most severely-affected when disasters occur. The right of non-discrimination supports the principle of protecting the most vulnerable social groups.
  - Right to participation: This requires States to consult and engage people in all aspects of risk reduction as a procedural obligation (e.g. participatory assessments, planning, budgeting, implementation, monitoring and evaluation). Decisions about the allocation and management of government resources reflect the preferences of those who influence its decision-makers – if vulnerable people and their local leaders do not participate in decision-making processes their specific needs, capacities and vulnerabilities get ignored.
  - Right to information: Public awareness, effective participation and downwards accountability is only possible if at-risk people and local actors have access to appropriate information and knowledge on disaster risks and risk reduction measures. This includes access to indigenous and external knowledge, together with information on the rights and responsibilities of individuals and institutions.
  - Right to Remedy: This requires States to have effective accountability mechanisms, including impartial monitoring processes and access to an appropriate means to redress in situations where governments fail to implement specific rights.
3. By 2013, national governments undertake nation-wide participatory risk assessments at the local level. The starting point for reducing disaster and climate-related risks amongst vulnerable communities lies in the localised knowledge of the hazards, capacities and vulnerabilities, roles and responsibilities of local people and their institutions. Gender-differentiated risk assessments and associated mapping (which incorporates both disaster and climate change risk) is essential to inform the planning of public investment decisions, including local programming of the principal development sectors. Importantly, local risk assessments can provide appropriate baselines from which to measure future disaster and climate change impacts, enabling decision-

makers to better account for disaster losses and thereby strengthen the political and economic case for risk-sensitive development.

4. By 2013 national governments' strengthen their accountability for disaster risk reduction actions to their citizens and to those who provide resources

There is broad consensus that closing the gap between policy rhetoric and local practise requires state and non-state institutions to be more accountable to populations at-risk. Where public and legal accountability is grounded in popular awareness and participation it can create stronger political ownership of the disaster risk reduction agenda. Some practical ways to strengthen public accountability include: -

1. National governments operationalise human rights procedural requirements i.e. rights to non-discrimination, information, participation and remedy.
2. National governments and donors facilitate and resource regular audits of DRR progress at the local level through multi-stakeholder monitoring, reporting and verification systems including engagement with local communities and CBOs.
3. National governments set specific time-bound targets, milestones and baselines to measure and drive progress towards attainable objectives and outcomes *at the local level*.
4. Government and civil society partnerships develop localised standards for incorporating disaster risk into social-economic development programmes
5. National governments establish appropriate compliance and enforcement mechanisms including complaints mechanisms accessible to the general public.
6. National governments initiate public education and communications campaigns to change public knowledge and attitudes towards disaster risk and risk reduction measures.

5. By 2013, all DRR actors prioritise actions that address the underlying drivers of risk

To date, national HFA progress has primarily been achieved around strengthening policy, legislation and institutional frameworks for disaster preparedness and response. There is overwhelming evidence that current development processes (including patterns of economic growth and associated urbanisation) damage the environment, increase the exposure of people and assets to disaster risk, and are unsustainable in the longer term. To bring about a substantial reduction in disaster losses the policies and strategies for risk reduction must prioritise actions that address the underlying risk drivers that configure risk<sup>16</sup>.

Importantly this will require ways to empower and engage formal and non-formal local institutions and community groups within decision-making and planning processes, particularly with powerful external agencies and commercial interests responsible for major physical infrastructure and private sector economic investments. Towards this end development actors must invest in actions that strengthen the risk governance capacities of sub-national local state and non-state institutions to deliver the required changes as determined in consultation with at-risk people.

6. By 2012, the UN launches a multi-stakeholder initiative to develop a "Common Resilience Framework to harmonise different development interventions

At the household level people understand poverty, disasters and climate change in a holistic way. Only when the current diverse and fragmented approach to development is connected in a strategic manner can the various themes (e.g. disaster risk reduction, climate adaptation, poverty alleviation, social protection, food security) be effective in building community resilience (see Chair's Summary paragraph 8.10).

Developing a common rights-based community level resilience framework, together with associated assessment, planning and monitoring tools could: 1) support greater coherence, coordination and

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<sup>16</sup>See GAR 2009 *Underlying Risk Factors*

collaboration between different sectors; 2) reduce institutional duplication of effort leading to optimised use of resources and greater impact; and 3) inform joint programme planning and implementation. Such an approach should be developed rapidly to inform thinking about a post 2015 framework for the HFA and MDGs.

7. By 2013, donor and implementing governments develop innovative financial strategies to mobilise resources and strengthen local risk governance capacities. Lack of financial resources was identified by the VFL survey as the primary constraint to converting policies and legislation into tangible actions at the local level. Local authority administrative functions such as planning and coordination are not matched by sufficient financial and human resources, technical expertise and institutional capacity building for effective implementation, including the incorporation of disaster risk reduction into local sectoral programming.

There is an urgent need for alternative financial strategies to scale up local institutional capacities and provide dedicated budget allocations to support local action. For an example of an appropriate funding mechanism embracing participatory budgeting methodologies see the GFDRR funded, Groot International administered "Community Resilience Fund".

## Annexe 8: JANI partners



### JANI (Joint Advocacy Network Initiative) Project ECHO/DIP/BUD/2010/01015

The European Commission's Humanitarian Aid and Civil Protection department through its Disaster Preparedness Programme (DIPECHO)

EUROPEAN COMMISSION



Humanitarian Aid

The European Commission's Humanitarian Aid department funds relief operations for victims of natural disasters and conflicts outside the European Union. Aid is channelled impartially, straight to people in need, regardless of their race, ethnic group, religion, gender, age, nationality or political affiliation.

Cơ quan Viện trợ nhân đạo và Bảo vệ dân sự của Ủy ban châu Âu thông qua chương trình Phòng chống thảm họa thiên tai (DIPECHO)

ỦY BAN CHÂU ÂU



VIỆN TRỢ NHÂN ĐẠO

Cơ quan Viện trợ nhân đạo và Bảo vệ dân sự của Ủy ban châu Âu cung cấp tài chính cho những hoạt động trợ giúp những nạn nhân của những thảm họa tự nhiên và những xung đột xảy ra ngoài Liên Minh Châu Âu. Viện trợ được cung cấp công bằng và trực tiếp tới thẳng các nạn nhân không phân biệt chủng tộc, sắc tộc, giới tính, tôn giáo, tuổi tác, quốc tịch hay xu hướng chính trị.