

**UNDP IN VIET NAM**  
**RESPONSE TO TYPHOON YAGI**



**Building Back Better for  
Resilience, Inclusive Growth,  
and Empowerment**

**BRIDGE**



## 1. CONTEXT

Typhoon Yagi, the strongest storm in Asia in 2024, has caused severe damage across several countries, including the Philippines, China, Laos, Myanmar, and Thailand, with Viet Nam bearing the brunt of the impact. As the most devastating storm to affect Viet Nam in thirty years, it has affected 3.6 million people in 26 provinces, has caused 307 confirmed deaths, and 1,900 injured. Across the country over 240,599 homes, 1,530 schools, and 570 health facilities were damaged, with another 73,248 homes submerged in floodwaters. An estimated 72,591 people now need safe shelter after their homes were destroyed or severely damaged, while agricultural losses threaten food security in the worst-hit provinces. The destruction of roads, bridges, and transport networks is making recovery efforts more difficult, and disrupted access to essential services has left communities vulnerable to health and safety risks. Damages are estimated to exceed USD 1.6 billion (VND 40 trillion).

Typhoon Yagi, also known as Storm No. 3 in Viet Nam, reached Category 5 status with peak sustained winds of 260 kph. When it made landfall in northern Viet Nam, Typhoon Yagi brought heavy rainfall, triggering historic levels of flooding and numerous landslides. Records of Category 5 storms in the region reveal an alarming trend of increasingly frequent and extreme weather events, placing the most significant strain on vulnerable communities. Tropical cyclones are becoming more intense with rising global temperatures. In Southeast Asia, they are forming closer to coastlines, intensifying more rapidly and bringing prolonged heavy rainfall over land. The scale of the disaster has overwhelmed emergency response efforts, making it challenging to meet the urgent needs of affected communities. Pre-existing inequalities are worsening, with women, persons with disabilities, poor households, ethnic minorities, and other vulnerable groups facing additional hardships due to the destruction of homes, jobs, and community infrastructure.

The Vietnamese Government, under Prime Minister Pham Minh Chinh, took swift action to mitigate the storm's impacts, coordinating early warnings and evacuating tens of thousands from high-risk areas. Over 130,000 people were evacuated from flood-prone zones, significantly reducing casualties and damage. Local authorities, including at the village level, acted quickly to relocate people, saving lives. Communication strategies, including emergency SMS messages, were employed to keep citizens informed about the storm's developments, helping them to prepare.

Responding to the emergency, and upon request from the Government, the United Nations (UN) activated its humanitarian coordination structure. The United Nations Development Programme (UNDP) has been at the forefront of the response to Typhoon Yagi, serving as Early Recovery Sector Lead within the UN system and co-leading Emergency Shelter and Non-Food Items efforts alongside the International Organisation for Migration (IOM).

UNDP is a longstanding partner of the Government, assisting in enhancing disaster risk reduction (DRR) and climate resilience by strengthening policies, infrastructure, ecosystems, and supporting vulnerable populations, while promoting inclusive disaster management, focusing on the poor, vulnerable women, ethnic minorities, and persons with disabilities.

## 2. NEEDS ASSESSMENT

In the aftermath of Typhoon Yagi, the Government tasked Joint Assessment Teams (JATs) with conducting evaluations to assess damage and identify priority recovery needs, with a focus on the most vulnerable communities. UNDP led these assessments in the provinces of Lao Cai, Yen Bai, and Quang Ninh.

The Ministry of Agriculture and Rural Development (MARD) presented the results of the needs assessments on 15 September 2024, highlighting both immediate- and medium-term priorities for addressing the impacts of Typhoon Yagi and subsequent flooding.

In northern mountainous areas, the Government's immediate focus is on providing food, clean water, housing repairs, debris cleanup, and preventing epidemics. Efforts are also ongoing to locate missing people, prepare evacuation plans, and restrict access to high-risk areas. Long-term priorities include improving DRR capabilities, such as enhancing forecasting and early warning systems, developing disaster risk maps, and strengthening community-based disaster risk management (CBDRM). Infrastructure upgrades are also key, particularly ensuring dam and reservoir safety, improving flood warning systems, and relocating communities from high-risk zones while securing sustainable livelihoods.

For low-lying delta and coastal areas, the Government is focusing on four main areas: reinforcing dykes, especially along the Red River – Thai Binh system; providing food, clean water, and housing repairs; draining flooded croplands to restore agricultural production; and repairing community infrastructure like power and communication systems.

In all typhoon-affected areas, many individuals have lost essential civil registration documents and state databases and archival materials have been destroyed or damaged.

On September 17<sup>th</sup>, the Viet Nam Disaster Risk Reduction Partnership (DRRP), of which UNDP is a key member, met with authorities to provide a situational update, the latest figures, and the initial results of the joint needs assessments, articulating initial recovery needs.

On September 27<sup>th</sup>, the [Joint Response Plan](#) was launched, covering a period of nine months (September 2024-June 2025) and considering both the immediate humanitarian needs and early recovery activities. It was prepared by the Intersectoral Coordination Group (ISCG), sector coordinators and their respective members in consultation with the Government of Viet Nam, and under the overall leadership of the Resident Coordinator's Office (RCO).

## 3. UNDP'S ROLE AND EXPERTISE

UNDP plays a pivotal role in disaster response and recovery in Viet Nam as a key member of the DRRP and the Disaster Management Working Group (DMWG).

UNDP has consistently provided comprehensive support to Viet Nam in times of crisis. The organisation remains steadfast in its commitment to integrating risk reduction and resilience-building measures into all response and recovery strategies. It has extensive experience in community-based disaster and emergency management.

UNDP's expertise in recovery focuses on supporting vulnerable populations and ensuring that recovery efforts contribute to long-term resilience (for example, through cash-for-work, technical assistance for recovery planning, and post-disaster needs assessments). UNDP actively collaborates with the Government at both national and provincial levels, alongside humanitarian organisations and development partners.

Since 2018, UNDP and the Government have developed an affordable storm- and flood-resilient housing model for vulnerable areas using locally available materials. These houses proved highly effective during large-scale flooding and storms in Viet Nam's central provinces in 2020.

Through its work, UNDP aims to strengthen preparedness for recovery, enhance intersectoral and inter-institutional coordination, and foster stronger connections among government entities across national and provincial levels.

## 4. SCOPE OF UNDP'S RESILIENT RECOVERY STRATEGY

### ***'Building Back Better for Resilience, Inclusive Growth, and Empowerment' (BRIDGE)***

#### 4.1 OUR VISION

UNDP's post-disaster strategy, 'Building Back Better for Resilience, Inclusive Growth, and Empowerment' (BRIDGE), encompasses activities across the post-disaster recovery continuum. It supports Viet Nam from the early stages of recovery with emergency response to medium- and long-term recovery, incorporating risk reduction and doubling down on human development. The BRIDGE aligns with and responds to the needs identified in the UN Joint Response Plan.

Building Back Better guides UNDP's approach to disaster recovery to strengthen the long-term resilience of people, natural ecosystems, and infrastructure, ensuring that affected populations emerge from crises and are resilient enough to withstand future shocks. **Critical to UNDP's approach is that recovery activities do not perpetuate existing risks and patterns of vulnerabilities, and introduce sustainable, locally led alternatives.** This approach enables communities, local mass organisations, and the Government to reduce their exposure to hazards while seizing new opportunities for resilience.

Our approach is guided by the following principles in its recovery efforts:

- ◆ Respond to and anticipate both local and national needs.
- ◆ Design recovery plans that are participatory, inclusive, and based on scientific evidence.
- ◆ Embed environmental sustainability in all recovery efforts.

#### 4.2 STRATEGIC AREAS

Based on the findings from the JAT assessments and consultations so far, key short-, medium-, and long-term needs have been identified. The Government and UNDP will further discuss these needs with provinces and stakeholders to design a set of actions for Viet Nam. All recovery efforts will be underpinned by participatory planning and consultation with community members to ensure the strategies are well-informed and responsive to local needs and priorities. Special consideration will

be given to ensure that all actions are gender-sensitive and address the specific needs of the most severely affected populations. This inclusive approach will help integrate diverse perspectives and ensure that the recovery process is equitable and effective for all affected groups.

**This offer is anchored around four strategic areas, which will be implemented simultaneously and may evolve based on further assessments and consultations.**

**Figure 1: Strategic Areas – The BRIDGE Offer delivered by UNDP**



## **HOUSING AND COMMUNITY INFRASTRUCTURE**

**Given extensive damage to hundreds of thousands of homes and social infrastructure, there is an urgent need to ensure resilient reconstruction.**

Reconstruction of homes will ensure climate-resilient design and storm-proofing, and will prioritise green recovery and environmental sustainability, leveraging the local workforce and sourcing materials locally, reusing or recycling disaster debris, utilising low-carbon materials, incorporating energy-efficient technologies, and ensuring that rebuilding practices minimise environmental impacts and promote long-term resilience. Community participation will inform a participatory and effective approach to reconstruction planning.



In addition to housing, critical social infrastructure requires rebuilding, including schools, health care facilities, community cultural centres, local markets, and communal buildings. UNDP will utilise its technical expertise and current partnerships with the Ministry of Construction (MoC) and technical agencies at local levels to implement these initiatives through cash-for-work mechanisms. Furthermore, social infrastructure will be designed to adhere to energy-efficient standards, including minimising energy consumption and incorporating solar rooftops where possible. Additionally, the Government has highlighted the need to repair and rebuild small-scale and community irrigation infrastructure (e.g., reservoirs and canals), which are crucial for supporting local livelihoods and enhancing flood control efforts.



## RESILIENT LIVELIHOODS FOR ALL

**Typhoon Yagi has severely impacted agriculture, rural livelihoods and enterprises throughout affected areas.**

UNDP is supporting households to meet their immediate needs through cash transfers and short-term employment, linked to support on revitalising existing livelihoods, supporting the creation of alternative and more climate-resilient livelihoods, and providing employment. Unconditional cash transfers will be provided immediately to alleviate suffering, discourage counter-productive coping mechanisms, and enable households to address their specific needs. Cash assistance will be directed, in the first instance, to people directly affected by storm damage and flooding, including children, the elderly, and people living with disabilities. A temporary employment programme will enhance livelihood security by providing wage employment to all adults—male and female—who volunteer to undertake manual labour as part of local repair and remediation activities. Local governments will take the lead in organising activities to clear debris, repair roads and health and community structures, and deliver in-kind assistance to those in need.

These efforts will integrate green recovery principles by promoting sustainable agricultural practices, such as climate-resilient agriculture (CRA), agro-forestry, water and soil restoration practices, and nature-based solutions, and strengthening access to actionable agro-climate information, credit and markets. Interventions will also support micro, small and medium enterprises (MSMEs) and cooperatives with microgrants that contribute to the delivery of ecosystem services vital to the sustainable recovery of communities through environmental stewardship and resilience.



## DISASTER RISK REDUCTION AND CLIMATE CHANGE ADAPTATION

**The typhoon has underscored Viet Nam’s vulnerability to climate change and the need for additional investment in community-based disaster preparedness strategies and early warning systems.**

At the local level, UNDP will deliver tailored, practical training to provincial/communal authorities, women’s organisations, and organisations of persons with disabilities, focusing on critical areas, such as community-based disaster risk management (CBDRM) and planning, land-use planning, flood risk assessment, piloting digital tools such as early warning systems, integrating DRR into socio-economic development plans, and incorporating training on safety skills during floods, fires and landslides for households, MSMEs and cooperatives.

Training will also cover the design and construction of climate-resilient social and public infrastructure, ensuring that new developments can withstand future climate impacts, and climate zoning, which will help plan and manage land use based on climate risks. Evacuation drills will help communities better prepare for emergencies. This comprehensive approach aims to strengthen preparedness actions, build local capacity and enhance resilience against future disasters, supporting sustainable recovery and development in the affected areas.

At the national level, BRIDGE will facilitate, in coordination with national authorities, lessons learnt and assessments to identify gaps and opportunities to further strengthen national and provincial DRR systems, including early warning systems, private sector engagement and relevant DRR policies, with a particular focus on social protection.





## EFFECTIVE GOVERNANCE AND RESOURCE MOBILISATION

**Strengthening local capacities in coordination and long-term resource mobilization, assessing the socio-economic impacts of the floods, and restoring access to civil registration services is crucial for adequate recovery and resilience-building in the aftermath of Typhoon Yagi.**

As requested by MARD, a Multi-Sectoral Assessment for Resilient Recovery (VMSA) will be conducted to evaluate the impact of the floods and guide the sustainable and resilient recovery of affected communities, while considering both existing and future risks.

This pillar will facilitate participatory and community-led planning processes to create inclusive recovery plans that build on the capacities, knowledge, and priorities of local communities. This also involves assisting in the mobilisation of financial resources from both national and international sources, aligning with the priorities outlined in intersectoral recovery plans and integrating with National Target Programmes, to ensure financial resources are allocated efficiently and effectively to meet the urgent recovery, and resilience needs of the affected communities while supporting the establishment of a robust financial foundation for long-term recovery and sustainable development.

This pillar will strengthen the capacity for anticipatory governance. For example, clarifying the roles of various agencies during disasters; co-designing with communities their recovery efforts; and ensuring resources are directed where they are most needed.

Additionally, there is an urgent need to reestablish access to civil documentation, especially for families dealing with missing or lost loved ones. Damage and displacement caused by Typhoon Yagi might also increase the risk of interpersonal disputes, which could challenge local recovery. Thus, there is a need to enhance access to justice and dispute resolution mechanisms in areas where justice institutions were already facing capacity challenges prior to the disaster.



**Table 1: Strategic Areas and Provisional Activities Under the BRIDGE Approach**

| Strategic Areas/<br>Timeline                        | 0-6 months<br>Early Recovery  | 6 -12 months<br>Recovery  | 1-3 years<br>Sustainable & Resilient<br>Development  |
|---|---|---|--|
| <b>Housing and<br/>Community<br/>Infrastructure</b> | <ul style="list-style-type: none"> <li>▪ Develop a housing and social infrastructure reconstruction strategy based on hazard maps.</li> <li>▪ Cash –for work for debris removal and land clearance</li> <li>▪ Cash-for-work for houses and community infrastructure repair</li> <li>▪ Cash-for-work for local water and irrigation infrastructure (e.g., reservoirs)</li> </ul> | <ul style="list-style-type: none"> <li>▪ Cash for work for restoring critical social infrastructure (health/education)</li> <li>▪ Repair of roads, water supply, and waste facilities utilising recycled materials</li> </ul>   | <ul style="list-style-type: none"> <li>▪ Technical assistance to build/repair community shelters with low carbon/ green techniques.</li> <li>▪ Design/ update land-use planning for flood and landslides risk</li> </ul>   |
| <b>Resilient<br/>Livelihoods for All</b>            | <ul style="list-style-type: none"> <li>▪ Unconditional multi-purpose cash transfers</li> <li>▪ Distribution of tools and agricultural inputs (seeds, livestock feed) to save partially damaged crops</li> <li>▪ Debt relief for poor households who face economic downturns.</li> <li>▪ Cash for work for immediate landslides/ flood stabilisation activities.</li> </ul>      | <ul style="list-style-type: none"> <li>▪ Design economic recovery programmes (MSMEs support etc.) to reactivate agricultural and non-agricultural productive sectors</li> <li>▪ Delivery of micro-grants to MSMEs affected and provide flexible credit lines.</li> <li>▪ Rehabilitate marketplaces/ markets</li> <li>▪ Establish local help desks to provide TA and assist businesses/ cooperatives.</li> </ul> | <ul style="list-style-type: none"> <li>▪ Deliver training to businesses on DRR</li> <li>▪ Implement environmental solutions (e.g., Floodplain restoration, community gardens, rainwater harvesting, and stormwater management)</li> <li>▪ Implement climate-resilient agriculture models,</li> </ul> |

|   |   |  |   |
|---|---|--|---|
| <p><b>Disaster Risk Reduction and Climate Change Adaptation</b></p> | <ul style="list-style-type: none"> <li>▪ Develop and update disaster prevention and control plans, hazard and vulnerability maps</li> <li>▪ Facilitate inter-sectoral, gender-sensitive participatory needs assessments for planning response and recovery activities</li> <li>▪ Assessment to estimate the potential of Ecosystem-based Disaster Risk Reduction (Eco-DRR), stock take of ecosystem types, and mapping of measures</li> <li>▪ Facilitate assessments of gaps in DRR systems, emphasising social protection for vulnerable groups</li> <li>▪ Develop/ adopt gender-sensitive guidelines for disaster-resilient recovery and reconstruction</li> </ul>  | <ul style="list-style-type: none"> <li>▪ TA to strengthen provincial government capacity for recovery planning and coordination</li> <li>▪ TA for CCA and sustainable use of resources (e.g., restructuring livelihoods with CSA/NbS approach) – using the Climate Risk website</li> <li>▪ Identify residual risks with the potential to hamper post-disaster recovery activities; conduct more detailed assessment of hazards and vulnerabilities maps</li> <li>▪ Strengthen community-based early warning systems and increase community awareness of existing hazards</li> <li>▪ Support to after-action reviews and identification of lessons</li> </ul>         | <ul style="list-style-type: none"> <li>▪ Pilot/enhance/improve parametric risk insurance/ transfer schemes based on weather/risk indexes</li> <li>▪ Strengthen inclusive early warning systems (landslide forecasting, flash floods).</li> <li>▪ Planning for pre-disaster strategies</li> <li>▪ TA to strengthen DRR legal frameworks and relevant policies</li> </ul>   |
| <p><b>Effective Governance and Resource Mobilisation</b></p>        | <ul style="list-style-type: none"> <li>▪ Design community participation and set up inclusive recovery planning committees (with women groups, PWD groups etc.)</li> <li>▪ Set up donor and beneficiary tracking systems (e.g. Development Assistance Database) and establish monitoring and evaluation systems for early recovery activities</li> <li>▪ Support rapid assessments on the loss of civil documentation and set up mobile registration teams and hotline to provide support to individuals needing to re-register their civil documents</li> <li>▪ Support rapid development and dissemination of information to communities on dispute resolution mechanisms with local authorities and grassroots organizations</li> <li>▪ Support VDDMA/MARD and the UN RCO in conducting the Multi-Sectoral Assessment for Recovery</li> </ul> | <ul style="list-style-type: none"> <li>▪ Assist in mobilising financial resources from national/international sources based on priorities established in the intersectoral recovery plans.</li> <li>▪ Strengthen government capacity for information, data, and coordination management, utilizing GIS and other digital tools</li> <li>▪ Support People’s Committees in reconstructing lost databases to restore civil registration capabilities</li> <li>▪ Review and strengthen access to justice and dispute resolution mechanisms</li> <li>▪ Support VDDMA/MARD in the coordination of the implementation of Recovery activities at the local levels</li> </ul> | <ul style="list-style-type: none"> <li>▪ Assist in developing budget/ programmes to meet recovery and resilience needs (e.g., debt relief, bonds)</li> <li>▪ Strengthen anticipatory governance through anticipatory actions linked to disaster forecasting and early warning systems (e.g. pre-disaster cash transfers to social assistance beneficiaries)</li> <li>▪ Strengthen digitalization of civil registration records to reduce the risk of future losses</li> </ul> |

## 5. COORDINATION AND PARTNERSHIPS

At the national level, UNDP will collaborate with the Viet Nam Dyke and Disaster Management Authority (VNDDMA) and its Office for the Disaster Risk Reduction Partnership (DRRP), the designated agency for disaster coordination in the country. This collaboration will facilitate key activities related to assessments, emergency assistance, and early recovery. Additionally, UNDP will engage with members of the Disaster Management Working Group (DMWG) (a coordination mechanism for international non-governmental organizations (INGOs) in Viet Nam) and the Disaster Risk Management Team (DRMT), which is the United Nations' in-country disaster management coordination mechanism.

At the provincial level, UNDP will work with the provincial Departments of Agriculture and Rural Development, Red Cross Chapters, Women's Unions, and organisations representing persons with disabilities, among others, focusing on the most affected areas.

## 6. SELECTION OF BENEFICIARIES

By design, BRIDGE adopts a participatory process to select beneficiaries by consulting and coordinating with the provincial authorities of the target provinces. Target districts and communities will be selected based on guidance from the provincial disaster management committees. Local mass organisations, such as the Red Cross Chapters, the Women's Unions, and organisations of persons with disabilities, will be mobilised to assist in selecting director/near-poor households as beneficiaries, with priority for female-headed households and pregnant women; households with children under five years old or members with disabilities; households that have not yet received sufficient relief or humanitarian support and those most affected by the event (with a gender breakdown); and ethnic minority households and those living in remote or hard-to-reach areas.

## 7. CONTACTS

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