

Program for Hydro-Meteorological Disaster Mitigation in Secondary Cities in Asia (PROMISE)



PROGRAM FOR HYDRO-METEOROLOGICAL DISASTER MITIGATION IN SECONDARY CITIES IN ASIA (PROMISE)

Proceedings of the Annual Working Group Meeting - October 2006

Report of the first Annual Working Group Meeting held in Manila, Philippines
from 2-4 October 2006

1 Opening Session

The Opening Ceremony commenced with reading of the welcome message of Dr. Suvit Yodmani, Executive Director of ADPC and followed by a brief explanation of the purpose of the First Annual Working Group Meeting (WGM) by Mr. N.M.S.I. Arambepola, Director Urban Disaster Risk Management (UDRM) team of ADPC. Mr. Robert Barton, Regional Advisor for Asia-Pacific of the Office of US Foreign Disaster Assistance (OFDA), addressing the meeting noted that it was a fitting time to hold a discussion on Urban Disaster Risk Management just following the recent devastating typhoon in Manila. Whilst USAID is presently working with the Philippines Red Cross as well as Red Cross in Vietnam to bring back normalcy to the people in the two typhoon-affected countries, he was of the view that better preparedness could reduce the impact of such disasters to a greater extent. USAID will continue to work with its strong regional partner in Asia, ADPC in this respect, particularly to help 'at risk' urban communities. He recognized the role of local partners in organizing communities and raising their awareness, and particularly the challenge of cultural concerns in disasters. As disasters are bound to happen and nobody is capable of stopping them, the challenge is to prepare the communities to face the threat, he emphasized. In such a scenario programs like PROMISE could lay a good foundation in its

partner countries to prepare communities to face the threats of potential hydro-meteorological disasters, he observed.

Ms. Laura Coughlin, USAID Philippines, recalling her scary experience for the first time in a middle of the typhoon (i.e. 'Milenyo'), emphasized the overwhelming challenges of increasing urbanization, rapid population growth and climate change. She is of the view that the Demonstration Projects undertaken by PROMISE partners are very important in facing these overwhelming challenges.

General (ret.) Melchor P. Rosales, Undersecretary of the Department of the Interior and Local Government, Philippines noted this very opportune time to discuss a highly relevant topic of Disaster Mitigation despite the hardships faced in Manila due to typhoon "Milenyo". Recalling the natural disasters events that hit the Philippines during the last two decades, he was of the view that disaster happens in the Philippines almost every year. As the vulnerability of the Philippines due to short-term climate variability and long-term climate change is continuously increasing, there is need to shift the thinking from pure disaster management to Disaster Risk Management, he emphasized. In this context General Rosales placed high importance on the following aspects:

- Need to access global data
- Community-based early warning systems (EWS)
- Improved information system with more coordination similar to the ACDM promoted WAN as a function of EWS in the ASEAN
- Holistic approach to disaster risk mitigation and consequent policy development
- Empowerment of institutions necessary for effective implementation
- Sharing of information and learning from each other

He therefore was optimistic that PROMISE would hold a lot of promise to participating countries.

The opening session concluded with the vote of thanks by Ms. Lorna P. Victoria, Director, Center for Disaster Preparedness, Philippines.

2 Technical Sessions

The purpose of the technical sessions was to provide an in-depth understanding of the PROMISE in general to all partners and to highlight the accomplishment of

the program activities in respective countries including the lessons learned and challenges encountered in the implementation of all four components of PROMISE in particular. The program partners also described in brief the activities expected to be undertaken during the remaining period of Phase I and in Phase II. This session comprised of structured presentations of each country prepared in advance. These presentations are given as attachments to this report. The Report therefore presents only the key concerns expressed, comments and suggestions made during the discussions.

2.1 Overview of PROMISE

A brief description by ADPC of the background to PROMISE was followed by a presentation on the program goal, objectives, strategy and results expected under PROMISE. The presentation is given in Annex 1.

The comments and suggestions on this are the following:

1. Given the organizational structure of USAID, there are five Country Missions of USAID involved with the PROMISE Program. It is therefore very necessary to initiate and build a close link between the Country Missions of USAID and the PROMISE partners in each country.
2. There are a number of initiatives that are being presently implemented in the field of Disaster Management such as the Indian Ocean Tsunami warning Program, Flood Forecasting Application program in Bangladesh, etc. with USAID/OFDA support. It is important to build linkages and synergies between these on-going programs.
3. There should be a mechanism to evaluate the effectiveness of clearly defined outputs stated in the Performance Monitoring Plan (PMP).
4. The “Cluster Cities Approach” was not clearly understood by some partners. The cluster cities can be cities located in the same river basin or sharing the same coastal belt, which is prone to hydro-meteorological events. City cluster for the Pakistan program can be considered as secondary cities within the Indus catchment located within Pakistan. The cities in the Indus valley could be invited to learn from the experience of PROMISE in Hyderabad.

2.2 Component 1 - City Demonstration Projects

This session was structured for Program team of ADPC to provide a general description of hydro-meteorological disasters and a brief account of the cities included in the PROMISE. This provided a basis to country partners to present

the status of Component I – City Demonstration Projects and to highlight the accomplishments achieved, challenges they faced and opportunities opened up so far as a result of implementing the planned activities of PROMISE. The city specific presentations generated a healthy discussion among the partners of the WGM. Their comments, observations and suggestions are given in section 2.3 below.

The demonstration projects are designed to undertake risk reduction initiatives for most commonly known hydro-meteorological hazards namely floods, cyclones, storm surges, hurricanes, droughts, etc and even rain-triggered landslides. The criteria used for selecting Demonstration Cities in five countries also was described followed by an account of planned activities in each selected city. See Annex 2 for further details of this presentation.

The detailed Accomplishments, Opportunities and Challenges of City Demonstration Projects of each country are given in the following Annexes

2.1 Chittagong, Bangladesh

2.2 Hyderabad, Pakistan

2.3 Dagupan, Philippines

2.4 Kalutara, Sri Lanka

2.5 Danang, Vietnam

The highlights of the Accomplishments, Opportunities and Challenges of each city demonstration project are given below;

2.2.1 Accomplishments

2.2.1.1 Chittagong, Bangladesh

- Developed a foundation through networking with other stakeholder organizations and introduction to PROMISE project concepts
- Conducted series of sensitization meetings for the benefit of office bearers, elected officials and city administration
- Formed ten (10) Ward Disaster Management Committees (WDMC) comprised of representatives from local elite, head teachers of schools, religious leaders, etc. headed by an elected Commissioner
- Identified 20 “Change Agents” including imams of the mosques, teachers, Boy Scouts, senior students and others, and provided an orientation on PROMISE

- Developed wide ranging partnerships with city administration and others including Chittagong City Corporation (CCC), Red Crescent, Local Government, Community Based Organizations (CBOs), etc.
- Baseline survey was conducted
- Risk assessment commissioned

2.2.1.2 Hyderabad, Pakistan

- PROMISE-Pakistan one staff member from partner AKP BSP attended ADPC's training course on CBDRM in Bangkok
- A Basic Disaster Management training course was conducted for stakeholder institutions and city officials
- Orientation meeting for Hazard, Vulnerability and Capacity Assessment was held
- ADPC has conducted training on participatory GIS to provide basic understanding on hazard mapping.

2.2.1.3 Dagupan, Philippines

- City Disaster Management technical committee has been established and duties and responsibilities have been identified.
- Training of Trainers on CBDRM and Participatory Vulnerability Assessment was held
- HVCA completed at the community (*barangay*) level
- Completed CBDRM training in 8 pilot areas
- Completed the preparation of Community level Action Plans
- Identified and developed flood markers and staff gauges for flood monitoring, referencing and maintenance of flood levels
- EWS planned and community evacuation plans completed
- Disaster Safety Day institutionalized

2.2.1.4 Kalutara city of Sri Lanka

- Two levels of HVCA, one at Local Authority level and the other river basin wide have been initiated
- 5-day CBDRM training was conducted by ADPC
- CBDRM Training material was translated into local language for facilitating wider local training
- Two introductory workshops were organized for relevant stakeholders at the Kalutara Urban Council and Kalutara District Administration office to

brief about intended project activities and to formulate the strategy for implementation

- Three sensitization workshops were held to brief about PROMISE activities to city authorities, government departments, Divisional and District authorities

2.2.1.5 Danang city of Vietnam

- Baseline survey conducted
- HVCA completed
- Trainers and Change Agents identified
- CBDRM material was revised considering the needs of urban environment and adopted
- Orientation program for local partners was held

2.2.2 Opportunities

2.2.2.1 Chittagong, Bangladesh

- Empowerment of local institutions such as schools, mosques, youth clubs, etc. is sustainable. NGOs are often not sustainable institutions as they tend to discontinue once funding stops
- Capacity development of local authorities
- Collaborations with NGOs and INGOs
- Incorporation of Disaster Risk Management as a subject at City Corporation level
- Replication through UNDP and DFID sponsored Comprehensive Disaster Management Programme (CDMP) under the Ministry of Food and Disaster Management
- Advocacy through CDMP and shifting the Disaster Management paradigm from relief to risk reduction
- Participation of the training partner National Institute of Local Governance (NILG) in city level activities

2.2.2.2 Hyderabad, Pakistan

- The city of Hyderabad suffered from severe flooding. Now the city authorities understand the need for flood risk management

- The city authorities have shown a keen interest in involvement in flood risk management initiatives and political authorities support the PROMISE project activities
- AKPBSP has won the Habitat Award 2006 and credibility has been at very high level
- Experience in implementing flood mitigation initiatives by AKPBSP can be used in project activities.

2.2.2.3 Dagupan, Philippines

- The floods in 2006 has become a testing opportunity for members of the city Disaster Coordinating Committee to work with barangay level disaster coordinating committees.
- Experience was very useful and networking capacity of CDCC has been improved.
- City has its own Information unit and its being used for promotion of PROMISE project activities.
- Activities of the PROMISE has been featured in city journal in the last few issues.
- Disaster Safety Day has been institutionalized as a city level annual activity. There is a big scope from the event in terms of public awareness creation and advocacy.

2.2.2.4 Kalutara, Sri Lanka

- Following the tsunami event of 2004 December SARVODAYA has established a community disaster management center in Sarvodaya headquarters. The project activities will be sustained through the establishment of the permanent center through other sources of funding.
- The project has helped to acquire books, publications and awareness material for the use of library established in the community disaster management center. Sarvodaya staff from other units also will get benefited through the same and also one of the missions of the Sarvodaya community disaster management center is to institutionalize disaster management within its island wide large network of Sarvodaya community centers.
- CBDRM material will be published through other sources of funding
- Sarvodaya has established a community first responder unit after tsunami using other source of funding. They will become trainers for training the community first responders in Kalu river basin.

2.2.2.5 Danang, Vietnam

- Typhoon Chan Chu and recent typhoon events have caused severe destructions at community and city levels. More institutions are involved in hydro-meteorological risk management events
- CECI has obtained the services of Marie-France, a volunteer urban planner from Canada, for project work. She is working very closely with city authorities.
- Disaster Management Center of the Department of Dyke Management and Storm Flood Control has been selected as a partner training institution and training can be replicated at national level.

2.2.3 Challenges

2.2.3.1 Chittagong, Bangladesh

- Mobilization of the urban poor - for survival, they are compelled to move from place to place for seeking employment. How to involve them?
- Working in an environment of political conflicts
- Coordination with other actors
- Generating local interest in PROMISE against capital intensive infrastructural development projects
- Changing the **mind-set** of the key actors
- Running against time, i.e. short time schedule to complete such an ambitious project

2.2.3.2 Hyderabad, Pakistan

- High turnover of Project Coordinators
- Delays due to monsoon rains and accompanying floods
- Lack of interests among the flood victims for participation in DRM related activities due to their lack of knowledge
- Generating interest of city authorities to carry out non-structural mitigation initiatives against capital intensive infrastructural development projects

2.2.3.3 Dagupan, Philippines

- Absence of full-time officials at the barangay level to implement PROMISE project activities
- Create a need for legal approval and authority of the local government for risk management activities
- Ensure Participation and involvement of city officials from the planning stage to implementation

2.2.3.4 Kalutara, Sri Lanka

- Involvement of national level stakeholders such a Disaster Management Center in project activities
- Perform project activities as planned with the increasing demand for humanitarian assistance elsewhere created due to ongoing civic conflicts in the country
- Limitation of activities to address the needs for reduction of vulnerabilities created by Hydro-metreological disaster events within a multi-hazard environment. Kalutara has been affected by tsunami of 2004 December too.

2.2.3.5 Danang, Vietnam

- Being a newly developed commercial city after a reorganization of the governance system, city administration processes in Danang is still evolving. The elements of the previous system is still in effect as far as organizational structure and procedures are concerned
- City is faced with many natural environmental problems and therefore the priorities are varying
- PROMISE is the first NGO-implemented project in Danang. Therefore, there are difficulties in comprehending the effectiveness of initiatives undertaken under PROMISE
- The approval process of projects/programs is unique to Vietnam
- Language barrier in conducting capacity building initiatives using ADPC regional team members

2.2.4 Comments, Observations and Suggestions

- The usefulness of extrapolation of historical data on disaster impacts to the future and also the assessment and presentation of damages in monetary terms were suggested.
- The positive results that are emerging through PROMISE program activities with very modest investment were duly recognized. It is therefore strongly suggested to continue the present momentum despite one or two negative responses.
- The possibility of integrating Risk Management in Development Practice is not reflected in the PROMISE. Selection of hazard free sites for development of critical infrastructures, particularly school buildings, is a good example. Public spending on such infrastructure development should be based on Risk Assessment. The case for school retrofitting in the Caribbean Islands promoted through the six year program implemented through USAID funding that saved school buildings in an earthquake event was a case in point.
- Mobilization of funding for mitigation and preparedness initiatives may not necessarily be the key concern in implementation of such projects. In most cases main problem is to obtain technical assistance. AUDMP implemented with USAID/OFDA funding could demonstrate several initiatives where technical assistance and successful fund mobilization led to successful implementation of mitigation initiatives. As an example, the school safety program implemented under Katmandu Earthquake Risk management project provided opportunity for school children to collect funds during Deepavali festival in Nepal for retrofitting their schools. The partner NSET provided technical assistance for implementation. It is a good example of the possibility of fund leveraging for implementation of mitigation projects.
- In Damage and Loss Estimation, damage can be estimated easily. However, there are difficulties in estimating loss. In most cases, especially in hydro-meteorological disasters, losses are higher than damages and countries need to develop methodologies to assess loss and damage. However, that type of endeavors may be beyond the capacity of a project such as the PROMISE.
- The legal status of slum dwellers is a serious issue in many countries and that has been highlighted during vulnerability assessment conducted in few demonstration city projects under PROMISE. Most city governments do not recognize slum dwellers as legal entities. They do not have any legal entitlement to the land they occupy, neither do they have voting

rights. However, there is a significant variance of the status of this group of people depending on the country situation. The “Orangi Pilot Project” in Pakistan is a world-recognized success story despite its involvement with illegal squatters.

- The positive results of Pilots and Demonstration projects are well-recognized, having gone through their life cycle. These achievements should be considered as a part of a ‘big picture’. Similarly Advocacy, Early Warning mechanisms, Risk Assessment, etc. must be made an integral part of the culture for prevention and mitigation of urban disaster events.
- In addressing the concern on sustainability of PROMISE activities, it is strongly suggested to consider the importance of inculcating and promoting “**correct spirit**” among the members of ‘at risk’ communities as an integral aspect of community level Disaster Risk Management framework. A good example of this is creation of a fleet of around 33,000 volunteers under the Cyclone Preparedness Program in Bangladesh. Those volunteers are trained to go from house to house to warn people of impending cyclones without any payment, but through pure voluntarism. This type of spirit must be inculcated in order to ensure sustainability.

2.2.5 Component 2 - Regional and National Capacity building

The session was structured to present an overview of Component 2 on Regional and National Capacity Building as planned in PROMISE, followed by presentation of country-specific status reports by partners on their achievements, constraints and challenges in building capacities necessary for addressing hydro-meteorological disaster mitigation in respective countries. The overview of this component is given in Annex 3 and the country-specific presentations are listed in the following order:

- 3.1 Chittagong, Bangladesh
- 3.2 Hyderabad, Pakistan
- 3.3 Dagupan, Philippines
- 3.4 Kalutara, Sri Lanka
- 3.5 Danang, Vietnam

This component consists of developing two new training courses that will be delivered at the regional level with the objective of institutionalizing them at the national level. The themes of these two courses are:

- Governance and Disaster Risk Reduction

- Hydro-Meteorological Risk Assessment and Community Preparedness

The course on Governance and Disaster Risk Reduction has already been developed and pilot course has been conducted at the regional level in Manila, Philippines during 25-29 September 2006. The other course will be developed by January 2007 and pilot will be conducted by February/March 2007.

The National Training Partner institutions that will conduct these courses at the national level have already been identified and formal agreements have been made between the respective national organizations and the country partners of PROMISE. Representatives of some of these national institutions participated at the first regional training course on Urban Governance and Risk Management.

The capacity building initiatives undertaken so far at the national level are reflected in the country presentations. However, the highlights of the achievements, the difficulties encountered, the challenges ahead as presented by the five countries are stated below, followed by the suggestions made during the general discussion on this component:

2.2.5.1 Achievements

A.1 Chittagong, Bangladesh

A.2 Dagupan, Philippines

A.3 Hyderabad, Pakistan

A.4 Kalutara, Sri Lanka

A.5 Danang, Vietnam

2.2.5.2 Difficulties

It is noted that the difficulties of implementing the capacity building activities vary from country to country. While some countries have already implemented substantive number of activities to enhance the disaster management capacity of their country partners, others have faced some constraints and difficulties in effectively implementing this component. As the difficulties are seemingly common to all countries, they are listed below for the purpose of recognizing the nature of the problem:

- Identifying a national level training institution that meets the requirements of ADPC (ADPC wishes to have a training partner who will have national level acceptance in conducting training on disaster risk management and willing to market courses and conduct courses through funds generated by them. Project may help in conducting 1-2 courses initially and will provide them with training material and provide fellowships for training faculty to attend the Regional courses. But they should generate funding to conduct subsequent training programs.)
- Non-availability of financial resources in the PROMISE budget for conducting national level training for an extended time period.
- Getting nominated the most relevant participant (faculty member) to the training programs (it is entirely under the control of the national Training Partner).
- Assurance of training partners to use the project based outputs, demonstration project case studies or involvement of the partner in subsequent training to ensure quality of training.

2.2.5.3 Challenges

- The application of CBDRM to larger communities and in the urban context
- The importance of mentoring newly trained trainers
- Generating acceptance of people that city officials are genuinely making an effort to serve them
- The ability to mobilize community members to engage in project work sacrificing their free time and donating labor
- The involvement of children as they were the most vulnerable as experienced in recent disasters in the Philippines, India and Pakistan
- Sharing the experience of one city at the national level and also with other cities
- Institutionalization of CBDRM practices at all levels and motivate policy-making bodies to recognize the importance of the same

2.2.5.4 Comments and suggestions

During the discussion following the above presentations, the partners observed a number of key points. Based on these observations, the suggestions made that could be considered for the improvement and implementation of PROMISE activities are listed below:

- The PROMISE is not to “create the world” as far as demonstration projects and institutionalizing training are concerned. It is therefore advisable to build on what has been established by ADPC and other institutions in the countries so far.
- ADPC develops generic training courses enabling countries/institutions to adopt the training modules to suit their specific situations of the respective countries. ADPC therefore does not duplicate or disregard what has been already developed, but rather adds to the existing knowledge base by providing additional and innovative modules allowing freedom of adoption.
- It is necessary to ensure consistency in institutionalizing training. For instance Climate Risk Assessment (CRA) and Climate Change modeling are already available. Therefore, there is no need to re-invent the wheel, but build on what is already developed and ensuring consistency.
- Since the PROMISE plans to institutionalize CBDRM in the urban context, through advocacy for policy-making, through building partnerships between government, local government, NGOs, International NGOs and CBOs, it is fitting to look back at the impact of the PROMISE initiatives during subsequent years.
- USAID being the funding agency of the PROMISE continues to support programs like the PROMISE because it enables local people to save their own lives and properties instead of spending US government funds on repeated relief operations where officially declared disaster situations and appeals for international assistance have become somewhat sensitive.
- Noting the limited results achieved at the ground level in countries where there are a number of national initiatives to address disaster risk management needs, it is suggested to reflect on how PROMISE will link with national programs of the respective countries. In other words suggesting “Mapping of Stakeholders” to reflect who is doing what and how everyone is linked. This will enable to build better synergies and closer coordination.
- Existing platforms such as the Regional Consultative Committee (RCC) of ADPC could be further explored to build synergies and cooperation with similar national programs and national partners in addition to the number of initiatives undertaken already.
- The present practice of limiting capacity building only to training is incorrect. Therefore, there is a need to consider capacity building beyond training. The experience of some countries shows that government officials are too busy or reluctant to attend formal training. In such

- circumstances adopting different methods such as study tours, workshops, etc may be considered.
- The PROMISE is limited to one secondary city of one country. This model may succeed. However, it may be necessary to have a strategy to replicate to other cities. Even to try to change existing policy with the experience of one city experience seems rather ambitious. To achieve what we want certainly there is a need for more clarity and a clear strategy to be adopted in specific country situations. Otherwise it would be similar to a situation where “the tail is trying to wag the dog”. It is therefore suggested to revisit the PROMISE workplans and if necessary to downscale present activities.
 - More importantly, capacity building cannot be limited to training. It requires systems and procedures in addition to training. Hence there is a great need to define the scope of PROMISE in terms of capacity building.
 - The definition of ‘Hazard’ was a concern as there are more than 38 definitions in existence. However, it was agreed to follow the terminology developed by the UN International Strategy for Disaster Reduction (ISDR) and also not to add too many new definitions to PROMISE as that may result in mismatches.
 - The Child Oriented Participatory Risk Assessment Planning (COPRAP) developed in the Philippines is an effective tool to involve children in Risk Assessments.

The First Medical Responders curriculum in the PROMISE will be a revised version adopted from the PEER training and revised to incorporate the specific needs of Hydro-meteorological disaster mitigation.

2.2.6 Component 3: Advocacy for Mainstreaming Risk Management in Urban Governance

This session followed the same structure as the previous sessions. However, the overview of this component focused more on the present dilemma in many countries in the Asian region where a national level Ministry or an institution handling disaster management with limited, if not rarely, delegated authority and decentralization of functional responsibilities. Attention was drawn to the resulting hindrance for achieving disaster resilience at community and local levels. Further emphasis was made to the varying nature of existing policy and local governance structures on which the requirements for advocacy for mainstreaming risk management depends. The variance noted included

mechanisms for active community participation and also the focused lobbying with the decision-makers to include DRM as a routine practice in governance. Therefore it is essential to select an appropriate strategy with a practical, cost-effective and easy approach for implementing advocacy campaigns for mainstreaming DRM at local level.

The purpose of advocacy is to strengthen the means of empowering the 'at risk' communities to assert their views in actions taken and to claim their entitlements for a safer environment. The steps that may be adopted in advocating DRM and also possible areas of integrating mitigation and preparedness practices were presented as a guide to the participants of the WGM. The partners were openly invited to use the provisions in the PROMISE for local level demonstrations, workshops on lessons learned, national level seminars and meetings to present findings at the city level and regional round tables, study tours, exposures, etc to lobby for mainstreaming risk management in the local government sector.

The country partners have begun to initiate activities under this component. The progress achieved so far and the planned activities in the respective country contexts are given in the Annexes.

2.2.6.1 Comments and Observations

- It is recognized there is the need to focus on a paradigm shift from traditional Disaster Management to Disaster Risk Management (DRM). This is embodied in poverty reduction. However, the difficulty is to incorporate DRM in the national planning process. This can only be achieved through initiatives aimed at vigorous sensitization as has been planned in Bangladesh.
- The change of perceptions also is reported as very necessary. The present perception of disaster management with "hardware" needs to be changed to "software" approach, such as emphasizing capacity building.
- The need to continue sustained interventions to introduce new concepts such as Disaster Risk Management to development planners was emphasized.
- Advocacy is a long-term process of generating desired outcomes.
- People often pretend to be "sleeping" (i.e. do not have a habit of anticipating events) and therefore waking them up is difficult. Equally, calamities are more frequent now than two or three decades ago. Therefore, more emphasis should be given on mainstreaming DRM.
- What would be advocated needs to be clearly defined.

- Similarly the target group for mainstreaming needs to be clarified. Is it (i) Horizontal or vertical mainstreaming? (ii) Mainstreaming within Civil Society? (iii) Developing more champions at regional, national and local levels to create an impact? (iv) City level and /or neighborhood level mainstreaming? A good example is the NGO group which was involved in crime management in Dagupan city, Philippines earlier has now been incorporated into disaster management activities. Similarly Dagupan Safety Day (16 July), few such good examples are Barangay Forum, League of Cities of the Philippines.
- There is a need to influence and convince neighboring cities to form alliances on disaster management and to strengthen partnerships.
- There is a need to keep reminding of disasters through simulations. Otherwise people tend to forget or take disasters lightly and ignore the dangers of disasters. When such systems are in place to remind people of disaster risks, ideas and strategies will emerge from the people.
- The high turnover of trained government officials due to centralized organizational structure with several strata from the top to bottom level, i.e emphasis should be to train and re-train officials on DRM.
- The role of NGOs in advocacy has its limitations. There are instances that NGOs have been used as sub-contractors (e.g. in Vietnam) for service delivery. In such a situation how far the NGOs can go without disturbing the status quo was raised.
- One way to answer this question is to find out to what extent the governments were involved in the assessments. It was reported that it is the general practice of government agencies in the Philippines to provide information on hazard and vulnerability assessment .
- UNDP-Vietnam has an on-going program for nearly a decade for mapping coastal areas, affected areas due to flooding, etc. It was suggested to bring synergy between this type of on-going programs and PROMISE.
- In order to mainstream disaster management in local government, it needs to be incorporated in the local government planning process and budget allocation procedures.
- Equally there should be harmonization of regional and national policies.
- Capacity should not be limited to few officials of a city, but should cover a wider group.
- It is also necessary to recognize the champions at local government and /or NGO levels.
- Disaster risk management should include environmental and industrial, as well as economic disasters.

2.2.7 Component 4 - Information and Networking

The session commenced with an overview of Component 4 of the PROMISE, specifically focusing on its strategy, both at national and regional level, activities and tools that will facilitate networking among partners. In addition, the information products that are already in place and also which will be developed in future in order to enrich the effective sharing of information among partners of the PROMISE, were introduced.

The networking partners, i.e The International Council of Local Environmental Initiatives (ICLEI), Philippines, CARE-Bangladesh, Comprehensive Disaster Management Programme (CDMP), Bangladesh that were present at the WGM were provided opportunity to present their respective programs during this session. These presentations highlighted the areas and the organizations with which networking of PROMISE would be feasible and even bring added value to the envisaged results.

The country partners highlighted the challenges and opportunities in the PROMISE in networking with others and information sharing. These are given in detail in the Annexes. A summary of these challenges and opportunities presented by partners are given below:

2.2.7.1 Challenges

- How to bring livelihood issues into DRM? The ‘vicious cycle’ of disaster and poverty will continue unless livelihood issues are addressed. Poverty makes the poor more vulnerable and therefore will be at risk. After the onslaught of a disaster providing relief and rehabilitation alone do not break this vicious cycle. It should go beyond relief and rehabilitation and there is a compelling need to address livelihoods of the poor. Then only the poor will be able to overcome their poverty, thus making them less vulnerable.
- I&N should start from day one of implementation of the PROMISE. This requires identifying key actors, planning activities, establishing contacts and developing information materials, etc.
- Communities are not fully aware of concepts such as Disaster Prevention, Response, Preparedness, Mitigation, etc.
- NGOs and CBOs generally do not consider DRM as a part of their development work.

- Target communities generally do not distinguish between micro and macro level disasters and their effects.

2.2.7.2 Opportunities

- For testing concepts and establishing working models for replication elsewhere.
- For educating and energizing key actors.
- For supporting countries with less developed Disaster Management systems.
- Being a vehicle for empowerment of local authorities and communities.
- For collaborating with country level ongoing projects/programs, i.e. CDMP in Bangladesh, Road Map in Sri Lanka.
- Further harnessing the supportive role of media who normally covers disasters.
- Ultimately changing the mind-set of people to be proactive rather than being reactive to disaster.
- Building an element of anxiety among the people in order to get to the next stage.
- Using creative opportunities to educate while entertaining the target population e.g. Dagupan city program.

3 Concluding Session

The session was graced by the presence of Cora de Leon, Secretary General of the Philippines Red Cross and the Vice Chair of the Board of Trustees of ADPC. In addressing the WGM she emphasized the need to develop a passion to promote disaster preparedness. Being the Chair of Civil Service Commission of the Philippines in 1995, she has strongly contributed to establish a “Marshal” in disaster management. In this respect she stressed two important requirements:

- All government officials must provide two hours per week to be engaged in disaster management related work purely on voluntary basis. They shall work free of charge and derive satisfaction from the work they perform. Otherwise they would be similar to prisoners who do their work, but do not enjoy what they do she said.
- Work for what we dream for.

The role of ADPC in bringing out the best and identifying the best practices was highly appreciated by Madam de Leon. She noted with appreciation the successful school program implemented by the Red Cross in Nepal and also the CBDRM teams in the Philippines, particularly the smiling faces of Filipinos even during hard spells - as if they enjoy their poverty. The role of the leader is to inspire and motivate people and create an environment for people's participation. It is the key to success, according to Madam. Cora.

However, the key problem according to her is the absence of a "Succession Plan". In concluding her address, she said:

"Disaster management cannot be treated as 'Business as Usual'. Therefore, new ways of doing business should be found."

Attorney Hill Cruz, Head of League of Cities, Philippines making his address said, "Good urban governance is where the debate begins, while sustainability is ensured by environmental management and security is ensured by disaster management."

4 Evaluation of the conduct of WGM by participants.

The views expressed by some of the participants on their learning at the WGM are summarized below:

- The mechanism to document the PROMISE practices and opportunity to replicate is a positive advantage.
- It was a good opportunity to understand their mistakes by looking at the work of the other partners. This should enable them to perform better.
- The learning from others was useful. For instance, involving imams of mosques in Bangladesh was an eye-opener to the Philippines partner, where they could similarly involve the church.
- The need to involve every citizen by cascading to the lowest level is important.
- In a situation where floods is a normal occurrence, the PROMISE facilitated to inculcate that something can be done to reduce the suffering of flood victims, particularly through the EWS, evacuation, etc promoted under the PROMISE. These are based on indigenous knowledge as the PROMISE has reached the grassroots level of the community.
- With additional focus given on livelihoods, the PROMISE could be of better service to the communities.

In concluding this session the following suggestions were made for the arrangement of WGM in the future:

- Consider arranging break-out sessions facilitating more cross fertilization through discussions in smaller groups.
- Allocate time for focused meetings on regional and cultural dynamics.
- Present one summarized progress report covering all components of PROMISE rather than presenting each component separately by each respective country partner.

5 Field Visits

Two field visits were organized to observe disaster mitigation practices in cities in the Philippines. The first visit was to Marikina city in near Manila and the other was to Dagupan, the target city of the PROMISE.

5.1 Visit to Marikina City

The participants had the opportunity to understand the general management of the city of Marikina for achieving its vision of “A little Singapore, bustling in holistic progress, a vibrant community where the citizens have pride of place, pride of self and mutual concern for the common good.” The flood risk assessments conducted and the relocation of families that lived on the flood-prone river banks of Marikina city was a good learning experience for the WGM members.

Hon. MA. Lourdes C. Fernando, City Mayor explained the development directions of the city for 2006, starting from interventions for economic growth with the establishment of the first Call Center that will employ 1,000 people and the construction of the Shoe Mall, the main economic activity of the city employing 3,000 people. She further emphasized the importance of enforcing the law in correcting environmental problems such as littering, dumping waste, illegal settlements, etc.

The rule of law practiced in the city is clearly evident from the clean streets and surroundings of the city during the visit. The strict implementation of laws on waste disposal resulted in 100% garbage collection efficiency rate while generating an income of Peso 208,610.00 by apprehending violators for improper waste disposal. In addition the Eco-Savers Clubs of students formed are highly effective not only collecting Peso 1,017,912.00 by collecting recyclable waste, but

also in inculcating environmental consciousness among the future citizens of the city.

The arrangements in place for city administration with open corridors and glass paneled compartments demonstrated signs of “transparency” in serving the public. The weekly meetings of city officials including department heads and Barangay officials are the main vehicles through which the peoples’ concerns are promptly resolved.

The Emergency Operation Center (EO) that operates on 24 hours/7days basis under the direction of the City Medical Officer consists of trained and skilled personnel, equipment and systems to respond swiftly to disasters. Marikina being the city on the bank of a river, flood gauges have been installed in a number of key positions and personnel delegated to monitor the system. Marikina is also located closer to a fault zone and highly vulnerable to potential earthquakes. Drills are carried out regularly to improve the preparedness level of people, particularly school children, on how to save their lives in case of disasters.

The visit was a very effective exposure to observe and learn good urban practices in a holistic sense.

5.2 Visit to Dagupan City

A study trip to Dagupan City was conducted on October 5 for PROMISE national coordinators and Mr. Robert Barton of USAID-OFDA. The purpose of the trip was to show the results of the PROMISE project, and to help the other coordinators come up with insight into implementing their respective projects. The city partners of PROMISE in Dagupan presented their accomplishments so far against the planned activities, shared their experience in implementing the PROMISE with others and also highlighted their expectations in the next phase of PROMISE. The visit to Dagupan therefore was set in this background to observe the status of achievements in real terms.

The trip was hosted by Dagupan City Mayor Benjamin Lim and Ms. Mayfourth Luneta of CDP. A brief visit was made to the Bureau of Fisheries and Aquatic Resources research center, a facility that supports the bangus (milkfish) fish industry of Dagupan. Most of the visit was to the eight pilot barangays to observe the barangays' early warning system, evacuation centers, hazard maps, and workshop outputs (including timelines, behavior assessments, social Venn

diagrams and problem tree analyses). The specific output of the barangays are as follows:

- Bacayao Sur: presented their hazard map and evacuation plans. The community performed a skit of how they responded to flooding before and after the PROMISE-Philippines project began.
- Bacayao Norte: presented their hazard map, social Venn diagram and evacuation plan
- Lasip Grande: hazard map and had an evening fire works display for the participants.
- Pogo Grande: presented their situation before, during and after the Barangay Disaster Coordinating Council was formed due to PROMISE-Philippines.
- Tebeng: presented their hazard map, evacuation plan, and indigenous early warning system.
- Mangin: presented their hazard map and evacuation plan.
- Salisay: presented their barangay disaster coordinating council's structure and functions.
- Lasip Chico: presented their Hazard, Vulnerability and Capacity Assessments, hazard map and evacuation plan.

A short press conference was held in the afternoon with local media. Participants traveled to Dagupan the night of October 4, and traveled back to Manila the night of October 5. Participants were Mr. BMM Mozharul Huq of Bangladesh, Mr. Masood Mahesar of Pakistan, Ms. Mayfourth Luneta of the Philippines, Ms. Duong Thi Hoai Trang of Viet Nam, Ms. Gaby Breton of Viet Nam, and Ms. Marie-France Biron of Viet Nam. ADPC staffs who attended the study trip were Ms. Gabrielle Iglesias and Ms. Suree Sungcharoen. Mr. Robert Barton attended for OFDA.

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**Program for Hydro-Meteorological Disaster Mitigation in Secondary Cities in
Asia (PROMISE)
Annual Working Group Meeting (WGM), 2-4 October 2006**

Day 1 – 02 .10.06

- 9:00 to 10:00 AM Opening Ceremony
10:00 to 12:00 PM Overview of PROMISE and the Annual WGM by ADPC
(with tea break)
12:00 to 1:00 PM Lunch
1:00 to 4:00 PM **City Demonstration Projects:** Country partners' Hazard
and Vulnerability Assessments conducted under Phase I-
discussion on tools, challenges, opportunities (with tea
break)
4:00 to 4:20 PM ADPC: Expectations for Phase II (community projects and
other interventions on Mitigation & Preparedness)
4:20 to 5:30 PM Country partners Workshop on Planning of community
projects and other interventions on Mitigation &
Preparedness under Phase II
7.00 – 9.00 PM Dinner and working session with USAID and OFDA
representatives (ADPC, OFDA and USAID)

Day 2 – 03 .10.06

- 9:00 to 9:30 AM **Regional and National Capacity Building:** ADPC:
Expectations for Regional- and National-level Training
9:30 to 11:00 AM Country partners Plans for National Training (with inputs
from training partners)
11:00 to 12:00 PM **Advocacy for Mainstreaming Risk Management in Urban
Governance:** ADPC: Expectations for advocacy and
mainstreaming risk management under local government
sector
12:00 to 1:00 PM Lunch
1:00 to 5:30 PM Country Plans for national level advocacy campaigns and
public awareness programs by Country partners (with tea
break)

Day 3 – 04 .10.06

9:00 to 9:30 AM	Regional Networking and Information Dissemination: ADPC: Expectations for Information and Networking events and development of Information products
9:30 to 11:30 AM	Country partners Plans for Information and Networking (with tea break)
11:30 to 12:00 PM	Concluding session and closing ceremony
12:00 to 1:00 PM	Lunch
1:00 to 5:00 PM	Field Visit to Model City Marikina to see the emergency response capacity of the city and flood mitigation activities.
5:00 to 8:00 PM	Social event and Dinner in Marikina