A Concept Paper on Development of
The Primer on Urban Disaster Mitigation in Asia

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With Input from the Mini-Workshop on the Primer
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1.   Background

The seven years of the Asian Urban Disaster Mitigation Program (AUDMP) have produced substantial achievements, outputs, and lessons learned. In order to share and showcase these experiences and lessons learned, ADPC organized a major "Regional Workshop on Best Practices in Disaster Mitigation: Lessons Learned from the AUDMP and Other Initiatives," held in Bali, Indonesia, on 24-26 September 2002.   Some 142 participants, including elected and appointed officials and representatives of governmental agencies, academia, and non-governmental organizations (NGOs) from 17 countries, took part in the workshop.

In addition to this Regional Workshop, AUDMP achievements and lessons learned have been shared and showcased at other live forums, including:

- o The Regional Lessons Learned Workshop, Bangkok, 1999
- o ADPC- and partner-sponsored training courses, e.g. Earthquake Vulnerability Reduction for Cities, Urban Disaster Mitigation, and Flood Disaster Mitigation
- o Various international symposia and workshops such as the Second and Third International Workshops on Earthquakes and Megacities, (Manila, 1999 and Shanghai, 2002)

One of the key elements of the AUDMP is information sharing and replication of good practices. While workshops and training courses are a useful format for interactive learning and information exchange, their audiences are limited, and other tools are needed in order to reach audiences that are both broader in terms of numbers and countries and more focused in terms of meeting their specific needs.

2.   Need for the Primer

Since the beginning of the International Decade for Natural Disaster Reduction (IDNDR) in 1990, we have seen significant increases in vulnerability and risk alongside corresponding advances in hazards forecasting, risk assessment, information management, understanding sustainability, and integrating risk reduction into urban planning and development. Various initiatives of the United Nations (particularly the IDNDR and its successor, the International Strategy for Disaster Reduction (ISDR)), the World Bank, the Asian Development Bank, the Earthquakes and Megacities Initiative, and others have all made significant contributions.

Notwithstanding these advances, most of the currently available resource documents on disaster mitigation and management represent the thinking and experience of over ten years ago. A new Primer on Urban Disaster Mitigation in Asia is needed to share the advances in knowledge and experience gained since 1990. Such a Primer could:

o Provide policy- and decision-makers with convincing arguments on the importance of disaster risk management and the steps to be taken
o Serve practitioners as a state-of-the-art "how-to" guide and reference on good practices in urban disaster mitigation in Asia
o Contribute to the mainstreaming of a holistic approach to disaster mitigation

Meeting User Needs

A formal needs assessment has not been conducted, but AUDMP staff have identified the need for a document or tool that can clearly explain to officials and communities that become newly aware of their risk what they can and should do about it. It would explain how to use risk information—where to go, what they need, and who to involve. The greatest need might be for a document for policy-makers to sensitize them to disaster risk management in the way they have been sensitized to the need for environmental preservation. It would explain disaster mitigation in a context and words they understand.

Also, it is believed that there is need for guidance for planners (not disaster managers) on how to use risk information in development planning, master planning, physical planning, and economic development planning. It also would emphasize how the efforts and roles of these professionals should link together in a multi-sectoral approach.

It also has been noted that "every day" in the field there are people who need help on specific topics, not on generalities or theories, and these needs are for hazard-specific information. Nevertheless, one must understand concepts and strategies before applying tactics successfully. There may actually be a need for many primers with a technical orientation, some of which could be short and very specific, such as on how to retrofit a school; however, some of these could more appropriately be prepared by professional organizations. Our focus should be creating understanding of what needs to be done and linking strategies and various professional approaches.

3. Mini-Workshop on the Primer

In connection with the Regional Workshop described above, ADPC organized a "mini-workshop" to seek advice on the approach, framework, and process for development of the Primer. The mini-workshop's 20 participants included the Regional Workshop's theme consultants and various key ADPC partners and staff. The objectives were to:

o Engage and mobilize a select group of subject matter experts
o Draw upon their various perspectives and past experiences, and

o Propose a blueprint for the content, format, and process of developing the Primer.

The mini-workshop was conducted in true brainstorming fashion to bring to light a broad range of inputs and ideas, rather than working to achieve consensus or make decisions. This concept paper reflects the input gathered at the mini-workshop.

4. Purpose of the Primer

The Primer was conceived as a "practitioner's manual" for urban disaster mitigation; much of the mini-workshop discussion referred to it as a "how to" guide. It would serve as a tool for practitioners by analyzing and presenting effective strategies, policy options, good practices and current initiatives in urban disaster mitigation in Asia. How we define "practitioners," however, is an important point, as most of the mini-workshop discussion focused on target audiences <u>other than</u> disaster managers.

What we want to accomplish with the Primer—its purpose—is the key to the selection of the target audiences and content. For instance, if we want to stress the management aspect of disaster risk reduction and promote dialogue among sectors, then we need to target policy- and decision-makers and provide not only the rationale for disaster risk management but also a framework and tools for promoting and guiding a holistic approach. And we should make the clear the connections and linkages among professional areas, i.e. how each fits into the "bigger picture." If we want to change a specific development process, we need to target the professionals involved in that process and write the Primer for those professionals.

 "Primer" is defined by Oxford as: "1. elementary textbook for teaching children to read. 2. introductory book. [Latin: related to *primus,* first]" (Pocket Oxford Dictionary). Thus, a primer is a first or introductory text, but it also carries the connotation of a primary, fundamental, most important, and first-rate book. While the mini-workshop participants continued to utilize the word "primer" to describe the product(s) being discussed, it is likely that a different word or title may better define it. It might be better described as a Guide (or a Leadership Guide) to Urban Disaster Mitigation in Asia: Making it Happen. The final determination as to the Primer's target audience(s) will impact its title, content and design.

5. Target Audience

There are several important audiences, but it is necessary to focus in on very specific targets so that the Primer can be tailored to meet their specific needs. It was generally but perhaps not universally agreed that probably the single most important audience consists of policy- and decision-makers and the people who influence them. The policy-makers may include mayors, ministers, executives in business and financial institutions, and leaders of non-governmental organizations. The people who influence them may include "second-level" government officials and academics.

One definition of the target audience (a variation on the audience targeted by the ADB volume Disaster Management: A Disaster Manager's Handbook) offered at the mini-workshop was "those responsible for managing disaster reduction before, during and after disaster situations."

The second target audience consists of technical professionals such as urban planners, land use planners, infrastructure specialists, and disaster management practitioners. These potential users may be working in a local, national, and/or international context. It was noted that a key specific target audience in this category is development professionals in national and/or international development NGOs and agencies who need a tool defining how to incorporate disaster risk and mitigation into investment decisions and the design of development projects.

The third target audience may consist of community-based workers or organizers, such as those engaged in grass-roots community development work, or political leaders at the lowest local government unit, e.g. ward or barangay. Since disaster risk is a societal issue, it needs to grow also from the bottom up. There should be a section on guidelines and guidance for community-based approaches, as well as embedding the community-based approach throughout the Primer.

6.   Potential Models

Six major publications on disaster reduction -- three from the early 1990s, two from 1999, and one just made available in a preliminary version (July 2002) -- were reviewed as predecessors related to this current effort. Each offers something -- content, a viewpoint or approach – which can be taken into consideration in designing the Primer. The major characteristics and content of each are outlined in the document "Models for Primer."

Discussion in the mini-workshop focused primarily on two models or source documents: the Primer on Natural Hazard Management in Integrated Regional Development Planning (Organization of American States, 1990) and a new publication prepared under contract with the Federal Emergency Management Agency (FEMA) and just released as FEMA Publication No. 386-2, Understanding Your Risk. This latter publication is designed as an expandable binder with individual worksheets that can be removed and copied and replaced in the book. It was noted that the OAS Primer was written to fill a gap identified by the intended users, and that the ADPC Primer could also create new guidance rather than serve as an annotated bibliography of existing sources of guidance. There is a big difference between an inventory of best practices and the creation of new guidance; at the very least, we should make the connections and integration among existing elements and practices.

7.   Attributes and Design

To help in determining what the desired product would look like, the following ideas were discussed by the mini-workshop participants.

Attributes

Country-specific and hazard-specific: It was expressed several times that with the great diversity of Asia, the Primer needs to be highly focused and country-specific. However, this may not be doable. There also was discussion as to whether there need to be technical manuals that are hazard-specific as part of a Primer series.

Doable: Country-specific and/or hazard-specific Primers are not likely to be doable, as the AUDMP currently only continues through August 2003, and the timeframe is too short for development of all these products.

A "Bible:" The Primer could be a unique reference book that a practitioner would refer to when encountering a problem.

Other descriptors offered by mini-workshop participants included:

- A leadership guide to disaster reduction
- Tool kit
- "How to" guide
- Idea book
- Reference book
- Distilled case studies
- Models and schemas
- Modular
- Basic processes (step by step)
- Do's and don'ts

Design and Format

A single document or a series? It was suggested that ADPC create a product series that would be packaged as the Asian Primer Series. For policy-makers there might be a shorter, bound document, while for professionals there could be a 3-ring binder with worksheets. All would have the same look and feel, although the writing and format would be tailored to the specific audience. Some mini-workshop participants preferred one book with sections rather than a series of books. In this case, there would be one section targeting policy-makers, while other sections would be "how to's," e.g. how to incorporate risk information into land use planning. It was noted that binders are more expensive, take more room, and people lose the pieces, but you can add new pages and binders work better for photocopying. Small binders (such as the EMA series) might be an ideal format. A single book, on the other hand, is cheaper and easier to disseminate.

It might be best to start with a single publication, while later companion volumes and CDs could be produced to form a toolkit.

8.   Proposed Content

<u>Sources</u>

Generally, the content of the Primer will draw from recent experiences, good practices, and lessons learned in urban disaster mitigation, in particular from the experience of:

- o AUDMP project partners
- o Other projects within ADPC
- o Other individuals and institutions dealing with aspects of urban disaster mitigation primarily within Asia

The theme papers and other papers from the Regional Workshop can be source documents; they may need to be redrafted and/or salient points and examples extracted for inclusion in the Primer. The 8 themes may serve as the backbone for the Primer but would be further expanded as in the outline contained in this paper.

<u>Description of Content</u>

The content will include:

- o The compelling need for disaster risk mitigation
- o "How to" guidance
- o Sustainable methodologies and approaches in disaster mitigation
- o Traditional coping mechanisms and local knowledge
- o Proven ideas, tools, policy options, and strategies drawn from the above sources
- o Integration of elements into a holistic approach

<u>Geographic Area Covered</u>

The Primer would focus on experiences and conditions in Asia. While most case studies and examples cited in the Primer would be drawn from Asian experience, the Primer should reflect experience elsewhere in the world as appropriate and as it might directly relate to Asia.

9.   Proposed Theoretical and Thematic Framework

The theoretical framework for the Primer should be the total risk management approach.

As for philosophical base, the Primer should strongly promote the integration of disaster risk management into development processes and investment decision-making.

A thematic framework is suggested for organizing the Primer. The example shown below builds on the eight themes from the Regional Workshop on Best Practices in Disaster Mitigation.

I. Disaster Risk Management in the Urban Context
1. Sustainable urban development and concept of total risk management
2. Risk assessment
   a. Hazards
   b. Exposure of the natural, social, economic and built environment
   c. Vulnerability
   d. Mapping and modeling
3. Scenarios and loss estimation
4. Policy, legal and institutional arrangements for managing disaster risk
5. Adoption and implementation of mitigation actions (decision processes, political commitment, social influences, economic factors)

II. Disaster Reduction Goals and Techniques
6. Mitigation goals, concepts, and planning
7. Emergency management (planning, preparedness, warning systems, information management, and managing response, recovery and reconstruction processes)
8. Promoting safer building construction and land use practices
9. Community participation in disaster management
10. Techno-financial instruments for management of natural disaster risk

III. Awareness, Skill and Knowledge Enhancement
11. Capacity building
12. Social marketing and public awareness
13. Incorporating new scientific and technical knowledge and lessons learned
14. Partnerships, networks and collaboration (academic institutions, scientific and professional organizations, NGOs, private sector)

IV. Meeting Future Challenges
15. Strategy for sustainable development through total risk management

The Primer would also include such elements as:

   o Preface
   o Acknowledgments
   o How to use the Primer
   o Executive Summary
   o Introduction
   o Appendices

The 15 themes listed above (or variations thereon) were conceived as the chapters in one comprehensive book or publication. Case study information from the AUDMP and other sources would be highlighted under the appropriate themes.

However, the relative importance of each of the themes listed above will vary depending upon the target audience. It seems unlikely that any single publication can effectively meet the needs of all of the target audiences which have been identified above.

Alternatively, some of these themes could be a volume in a multi-volume publication or a series of volumes. If the Primer consists of a series of volumes or products, different volumes could target different audiences.

10. Who Will Develop the Primer

It was suggested that actual practitioners should write the specific sections related to their specialty. ADPC had thought about the persons participating in the mini-workshop as part of the answer, as well as other AUDMP participants and other institutions such as HUDCO in India. In order to increase "ownership" of the product and process, it might be feasible to involve professional organizations. One way would be to present a draft of a pertinent section at a meeting of the organization and seek their input, feedback, and endorsement.

11. Timetable

It was noted that the process of developing the OAS Primer took 27 months, and that we should plan out a 2-year process. In the OAS case, volunteers wrote the chapters, and OAS set up its own secretariat for the effort using existing resources.

For the ADPC effort, the following schedule was suggested:

- First draft completed: August 2003
- Final draft completed: December 2003
- Translations completed: June 2004

12. What is the Process

A list of some key steps necessary to initiate production of the Primer (not necessarily in precise chronological order) follows:

1. Review and consider the input from the mini-workshop as reflected in this revised concept paper
2. Appoint a chief editor and coordinator to oversee the entire development process (note: this may be one person or two)
3. Form an advisory committee and/or editorial board to advise and assist the chief editor and coordinator
4. Identify necessary funding, personnel and other resources
5. Gather together stakeholders for input; elicit comments on proposed design
6. Make final determinations as to specific approach, content, format, medium/media, etc.
7. Establish a work plan, budget and schedule

8. Mobilize funding and resources
9. Survey and review existing source documents and models; identify gaps
10. Create a research agenda to fill the gaps and recruit contributors (individuals or small groups)
11. Determine role, if any, of professional and/or other organizations
12. Determine need and process for translations and/or development of national-level manuals through in-country partnerships
13. Continue the dialogue with stakeholders and contributors
14. Elicit sponsors, e.g. businesses, and explore formal partnerships
15. Develop and begin implementing a marketing strategy
16. Begin the journey of discovery!

13. Next Steps and Decision Points

The following key issues must be decided in order to launch the development process.

1. What is the single most important audience? We cannot serve all audiences equally well, if at all. Recommendation: Create the first volume to target policy- and decision-makers. Then lay the groundwork for a series of manuals that are more technical, especially targeting development workers.

2. What is the major thrust of the Primer (first volume)? Recommendation: To sell the concept and process of disaster risk management.

3. Is it an introductory book or a state-of-the-art manual? This determination will follow from the decision as to primary target audience. Recommendation: If the primary target audience is decision-makers, the design needs to be tailored to that audience, i.e. be compact, user-friendly, and use language and examples from current practices that they can relate to. I.e., it could be defined as an introductory book for decision-makers that presents a holistic approach and draws from state-of-the-art practice in Asia.

4. There are two competing tracks to follow in the development process. One is more inclusive, drawing from many contributors including professional organizations and seeking consensus and broad ownership. The other is simpler, relying on fewer people, and considerably quicker. Recommendation: Make the process as inclusive as possible given the short timetable.

5. Who will be the chief editor; who will be the chief coordinator; who will be the editorial board or committee and what will be their responsibilities? Recommendation: Request AUDMP staff to define these roles and responsibilities and then discuss the recommendations with ADPC senior staff.