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More and better integration

Diagnosis for Disaster Risk Management in Latin America and the Caribbean

SELA
LATIN AMERICAN AND CARIBBEAN ECONOMIC SYSTEM

CONVERGENCIA

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FOREWORD

For more than a decade, disaster risk management (DRM) has been one of the priority issues on the work agenda of the Latin American and Caribbean Economic System (SELA). The Latin American and Caribbean region, due to its geographical position, faces important levels of disaster risk, which are being exacerbated by climate change trends. Undoubtedly, this is one of the issues that constantly causes human losses and physical damage, affecting the most vulnerable sectors and the socio-economic development plans of the countries.

Inevitably, this situation calls for working on solutions that seek to mitigate the economic and social fragilities in the face of such phenomena. SELA, with the support of its Member States, aims to join efforts to reduce risks and improve preparedness for emergency situations, providing the necessary spaces to analyse strategies, policies and measures aimed at increasing people's security, well-being, quality of life, resilience and sustainable development in our region.

The Permanent Secretariat of SELA included in its Work Programme for 2022-2026 the preparation of a Protocol for the attention to disaster risks associated with natural phenomena for Latin America and the Caribbean. Its general purpose is to lay the foundations for the integration and participation of national disaster risk reduction (DRR) strategies as a contribution to the systematisation and identification of universally accepted and shared standards to increase and strengthen the resilience of Latin American and Caribbean communities to disasters.

For this demanding task, SELA decided to count on the advice of the Network of Social Studies for Disaster Prevention in Latin America and the Caribbean (LA RED). As a first approximation of the expected final product, we present this **Base diagnosis for the definition of a strategic framework to guide SELA's work on disaster risk management and its linkage with the Thematic Areas of the Work Programme for 2022-2026**, a document that will be a support and reference for the

work carried out by the Permanent Secretariat on issues such as governance; best practices; resilience; preparedness and response; recovery and reconstruction; incorporating the social approach and gender considerations, priority issues on the regional agenda.

This publication is an effort by the Permanent Secretariat to provide valuable support to strengthen and redefine the strategies applied so far in the area of disaster risk reduction and to achieve this objective by identifying a broad scenario of options at the multilateral level in the area of DRM, which SELA can support with its experience in this area, providing value added through its activities and prioritising the exchange of best practices

The Permanent Secretariat of SELA expresses its gratitude to the authors participating in this effort, which will serve as a basis for the preparation of the Protocol on disasters associated with natural phenomena for Latin America and the Caribbean.

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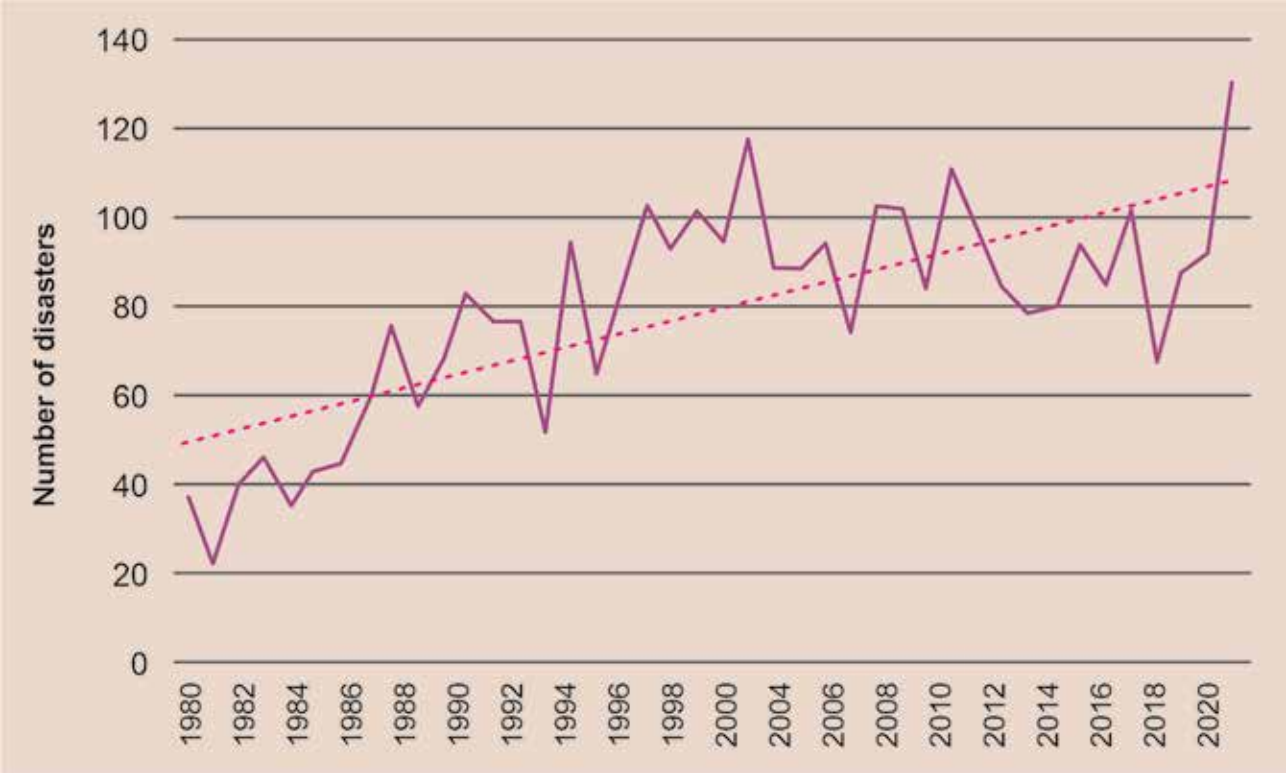
Ambassador Clarems Endara
Permanent Secretary
Latin American Caribbean Economic System
(SELA)

INTRODUCCIÓN

The impact of disasters is increasingly significant in Latin American and Caribbean countries. What a few decades ago could have been considered isolated and almost anecdotal incidents, are now part of the planning of institutions dedicated to emergency response in the countries and, gradually, of the scope of action of entities that until recently did not have much participation in disaster risk management (DRM) activities. Especially since the beginning of the 2000s, strategic development sectors have registered a greater impact of some natural phenomena on their operations, the quality of the services they provide or the state of their infrastructure portfolios. According to Swiss Re (2022a), disaster-related losses in 2021 exceeded the average of the past ten years by almost US$ 35 billion; about 60% of these losses were uninsured. In terms of events declared as disasters, the increasing trend in the annual number of disasters is also clear in the Americas (Figure 1). Given the current risk conditions, disasters will continue to be a growing problem on which the region will have to redefine the strategies that have been applied so far, as their impacts and ramifications extend to key areas of the countries' development agenda.

Figure 1. The Americas. Number of disasters reported annually (1980 - 2021)



Source: UCLouvain (2023).

The increase in disaster risk has severe social and economic impacts for the region. A significant part of the effects on countries are concentrated in essential public services, such as education or health; or in productive services, such as energy or transport, which are fundamental for the functioning of economies at different levels. The impact is most significant in middle- and low-income economies, where the impact of disasters in the energy and transport sectors alone is estimated to be around US$ 18 billion per year (Hallegatte, Rentschler and Rozenberg, 2019). This situation must be contextualised in an environment where capital investment has been in deficit since the debt crisis of the 1980s: the region invests little and inefficiently, according to a report by the Economic Commission for Latin America and the Caribbean (ECLAC) in 2022. Estimates by Perrotti and Sánchez

(2011) suggest that the region needs to invest on average a little more than 6% of its gross domestic product (GDP) to close its public investment gap; however, Sánchez et al. (2017) estimate that the regional average between 2000 and 2015 was 2.2%. In this context, the impact of disasters will tend to be amplified in terms of social and productive services, as it reduces the efficiency of investment, puts reconstruction needs before a design of investment that is better programmed over time, and accelerates the levels of deterioration of portfolios that should have been replaced decades ago.

Latin America and the Caribbean are beginning to emerge from the pandemic with the challenge of catching up in terms of development. The United Nations Development Programme (UNDP) estimates that, following a global trend, development levels in the region have fallen back to 2016 levels overall (UNDP, 2022). Foreign direct investment contracted by more than 34% in 2020, comparable only to 2009, when the effects of the housing crisis in the United States were felt (ECLAC, 2021a). The quality of educational services also deteriorated significantly, according to a study by UNESCO et al. (2022); and the labour participation rate of women fell by six points on average (ECLAC, 2021b).

The region needs to improve its competitiveness and wealth distribution systems, goals for which the impact of disasters is an increasingly heavy burden. Faced with the concatenated challenges of the pandemic and other conflicts of systemic impact, such as Russia's invasion of Ukraine, the countries of the region need to increase the value added of their economies, the quality of their labour markets, reduce levels of inequality and increase the fiscal space of governments. The recurrent and increasing impact of disasters jeopardises these tasks, especially in fragile economies, highly exposed to external shocks and with low levels of regional redundancy. To recover from the impact of disasters, countries must resort to cutting back on investment programmes, borrowing on disadvantageous terms or trying to expand fiscal space through new taxes; the first two measures tend to have macroeconomic impacts, while the third is highly unpopular in political terms. In this connection, DRM (Box 1) contributes to the reduction of the impact of disasters by improving emergency care, reducing the economic costs of their effects, both in the public and private spheres, and, most importantly, by promoting a culture of prevention within development planning, which protects the investments made by countries but which, in a cross-cutting manner, considers the disaster risk variable an aspect that calibrates the development of productive activities. Ultimately, it seeks to build safer development environments, where prevention is privileged over approaches focused on emergency response, which, as has been seen in the region, is the least effective way of dealing with the construction of disaster risk.

Box 1. Approaches to DRM

Forward-looking management. Forward-looking management activities are aimed at anticipating and preventing new impacts or avoiding the configuration of new disaster risk scenarios. It is based on the analysis of potential scenarios that could compromise the performance of, in this case, a public service. Based on existing evidence in terms of hazard, vulnerability and exposure, the analysis aims to determine which processes could increase existing risk conditions or generate a new risk in a future period. On this evidence base, prospective management will define courses of action to avoid increases in vulnerability or exposure of the system of interest.

Corrective management. This is the process through which measures or actions are adopted in advance in development planning that promote the reduction of existing vulnerability. It differs from forward-looking management in the magnitude of the expected change: while forward-looking management seeks to anticipate a risk context that does not yet exist, but for which there are indications of a potential occurrence, corrective management deals with an existing and consolidated risk context. Some of the typical actions of corrective management are the relocation of people or assets at risk, the reconstruction or adaptation of vulnerable buildings, the recovery of degraded watersheds, the construction of dikes, the cleaning of canals and culverts, the canalization of rivers, the continuous dredging of rivers and reservoirs and others, as well as training, participation and consultation actions.

Compensatory management. Management that aims to reduce existing levels of risk by repairing the damage caused by a disaster. It intervenes mainly in the moments after the occurrence of an impact. It is based on the recognition of the inherent disaster risk within some sectoral activities where, in view of their complexity and age, damage and impacts will continue to occur in the immediate future, and to which institutions respond with recovery actions to compensate for damage to both the service system and users. At least in theory, these compensatory actions should decrease over time as the resilience levels of the public service increase.

Source: Adapted from Lavell (2014).

This report arises within the framework of this regional challenge and the mandate of the Latin American and Caribbean Economic System (SELA) with its Member States to promote intra-regional cooperation in order to accelerate the economic and social development of its members; and to promote a permanent system of consultation and coordination for the adoption of common positions and strategies on economic and social issues (SELA, 2006). In its Work Programme for 2022-2026 (hereinafter referred to as WP-SELA), SELA establishes a series of activities linked to DRM, precisely as a way to support countries in strengthening their capacities to anticipate possible emergencies, protect their citizens and infrastructure more efficiently, and improve the interaction of their development strategies with the natural and highly dynamic and changing context of the region. Although its work programme includes a section explicitly dedicated to the subject, it is clear that DRM is a cross-cutting element, both in its areas of action and in the benefits derived from it. Especially at a time when the optimisation of public investment is critical due to the systemic impacts of the regional development agenda, the shielding of social protection and economic recovery activities will be fundamental to guarantee the stability of the countries in the area.

The objective of this report is to provide a series of recommendations to SELA on the opportunities for multilateral action on DRM in Latin America and the Caribbean. Given SELA's propensity for multilateral action and the eminently regional and multi-sectoral essence of disaster risk, the Network for Social Studies on Disaster Prevention in Latin America (LA RED) presents an analysis on the functioning of the regional and subregional forums specialised in DRM that exist in the region and that operate under different partnership schemes. The purpose

of this diagnosis is to identify the hemispheric and subregional areas and processes in which SELA can be inserted, generate value added for its Member States, promote the exchange of best practices and shield its programmes and projects from the potential pernicious effects of disasters.

This diagnosis has been built through the review of specialised literature, both in terms of disaster risk trends in the region, as well as the main development challenges it faces. Additionally, an analysis was made of the functioning of the current multilateral action frameworks on DRM, their main features and the challenges in their implementation. During the process, a group of high-level experts who have played a central role in the conception, design and implementation of these frameworks were consulted. In addition, some of SELA's disaster risk focal points in the countries participated and provided valuable inputs for the analysis. Finally, the research team had the opportunity to participate in three meetings organised by SELA, where general elements of the project were shared and at the same time a space was opened for a discussion on the challenges of multilateral action in this area.

The report consists of three sections. The first section provides an overview of the state and evolution of disaster risk in the region. It presents information on disaster trends and the ways in which disaster risk is shaped in Latin America and the Caribbean. The second section analyses the functioning of the various multilateral frameworks on DRM that exist in the Americas, emphasising their strategic areas and implementation challenges. The third section offers a series of recommendations with which SELA could increase its capacities in DRM and link into existing processes, both at the subregional and hemispheric levels.

1. Seminario "Sistemas Alimentarios y Gestión de Desastres" (2 agosto 2022).
   XLVIII Reunión Ordinaria del Consejo Latinoamericano y del Caribe. (29-30 noviembre 2022).
   Diálogo para el fortalecimiento de Alianzas Público-Privadas en la Gestión Integral del Riesgo de Desastres en Centroamérica y República Dominicana, con Inclusión de la Protección Social (6-7 diciembre 2022).

I. OVERVIEW OF DISASTER RISK IN LATIN AMERICA AND THE CARIBBEAN

This section provides an overview of the state of disaster risk in the region over the past 20 years. In addition to reviewing the occurrence of disasters, which is one of the indicators analysed first, it seeks to broaden the analysis towards the processes that explain the construction of disaster risk and, eventually, the occurrence of disaster. Under this approach, which has been promoted by LA RED for three decades, disaster is interpreted as a manifestation of a much more complex process of dynamic time and space gestation: disaster is not a cause but a consequence of the accumulation of conditions of vulnerability and exposure which, when in contact with a natural phenomenon, trigger a contingency that, depending on its particular convolution, can become a disaster. In this connection, both this section and the rest of the analysis seek to emphasise the causes of the disease rather than the symptom.

The development landscape was already complex prior to the outbreak of COVID19 in the region. ECLAC (2019) and OECD et al. (2019) highlighted a series of challenges that had deep roots in the development structures that countries had forged since the 1960s and that in many cases had led to chronic problems in the social and economic agenda. Among the main ones were:

- Persistent income inequalities and setbacks in reducing poverty and extreme poverty.
- The slowdown, low performance and low value added of economies, which as a result could not generate quality labour markets.
- An increase in social polarisation and growing distrust of institutions, which puts democratic projects at a crossroads in political systems that continue to lose legitimacy.
- An upturn in environmental degradation, due to underinvestment in sustainability, resource protection and the transformation of energy matrices

The pandemic made these development prospects more complex, not only because of the health crisis but also because of the effects in terms of the erosion of development actions. In an appreciably fragile context of declining growth and growing social inequality, the pandemic had a notable impact in concrete terms on the quality of life of millions of Latin Americans. Currently, the direct effects of the health crisis are beginning to fade; however, the effects of the counter-cyclical actions that were implemented during 2020 and 2021 persist, such as inflation levels, which are reaching historic levels, trade activities or the decoupling of production chains, which are affecting items in some countries in the area. In addition, the conflict between Russia and Ukraine added another series of concatenated processes in supply chains with impacts on the agri-food industry

and a deterioration in the food security of millions of families. Data from ECLAC (2022) and Conislla et al. (2022) show a direct relationship between the Russia-Ukraine conflict and the increase in food prices in the region, given the dependence on fertilisers and the import of cereals and other agro-industrial inputs. In addition, the energy crisis, also amplified by the conflict, is having cross-cutting effects on the cost of living in the region (Fernandes, 2022), with direct implications for the deterioration of the population's quality of life, especially in the most excluded sectors.

The implications for disaster risk will also be evident, especially given the low growth outlook projected for 2023 and 2024. According to estimates by Guénnette et al. (2022), monetary policy rates will continue to rise, while the performance of the main global economic drivers will follow a slowing pattern. This implies a worsening social and economic outlook for Latin America and the Caribbean, which has a direct correlation with disaster risk conditions: the social and economic crisis will increase the levels of vulnerability and exposure of millions of households in the region. Governments' capacities to respond adequately to recurrent emergencies in annual periods, mainly associated with hydro-meteorological events, will also diminish. In addition, options to improve long-term planning, investment in resilient infrastructure and, in general, the strengthening of public institutions, especially those in charge of providing essential services to citizens, will decrease. Given this situation, DRM offers a series of processes that can be implemented to reinforce response capacities in the short term while, from multi-sectoral spaces and anchored in multilateral cooperation platforms, they could increase capacities in terms of development shielding, investment protection and the transfer of some portions of their existing risk. In short, a comprehensive strengthening of the enabling conditions to increase the impact of investment in development.

1. Trends in disaster risk in Latin America and the Caribbean

The countries of the region need to define their development strategies increasingly considering the multi-hazard context in which they are located. This requires a change of approach that favours adjustment or adaptation to natural dynamics rather than promoting activities that are not sustainable in the medium or long term and that, in the end, generate more losses than benefits. As noted in the previous section, the relative impact of disasters on the development agenda is clearly growing steadily since the 1980s, and the short-term outlook suggests a conjunctural increase at a time when the structural profile of disaster risk is transforming. This transformation is occurring not only in terms of the vulnerability and exposure characteristics of people.

Latin America and the Caribbean is one of the most disaster-prone regions. For the period 2000 - 2019, disasters directly affected more than 150 million people (OCHA, 2020). According to UNDRR (2021), one in four disasters worldwide occurred in Latin America and the Caribbean, 90% of which were triggered by atmospheric phenomena, despite the current media focus on the so-called climate crisis. In addition, seismic risk also plays a significant role in the potential impacts that the region may suffer, as was seen in the earthquakes in Haiti and Chile in 2010.

• Differentiated disaster manifestations, trends and impacts in the region

The manifestation of disasters in the region is appreciably complex and has diverse implications depending on the type of country, the size of the economies, the development sector considered or the particular characteristics of the population. Large-scale disasters can have very specific and punctual impacts on a given territory, both in terms of lives, affectations or economic losses; however, their recurrence may be lower, which, in theory, could give countries time to recover and better prepare for the future. Conversely, smaller disasters may not have as much of a one-off impact, but with shorter recurrence periods they may become a chronic problem for specific populations or territories. For example, looking at disasters recorded in the EM-DAT international disaster database, for the period 2000–2019, floods were the phenomena that triggered the greatest number of disasters, with 548 incidents, while drought-related events were 74; however, drought affected 53 million people in contrast to 41 million people affected by floods. In terms of economic impact, earthquake-related disasters are the ones that reported the most losses (around US$ 54 billion), even though they are also the most sporadic; in fact, seismic risk continues to accumulate the largest amount of expected annual losses in a magnitude greater than all hydro-meteorological events combined. This is due to the difference between the notion of intensive and extensive disaster risk (Box 2), processes that require fundamentally different analytical and intervention approaches.

Box 2.

Intensive and extensive risk: complementary manifestations of multi-hazard contexts.

The differentiation between intensive and extensive risk arises from the 1990s debate on small-scale disasters (Lavell, 1993). There is an image associated with disasters as natural events that unload significant amounts of energy on the territory in a period that is generally short for the human scale; national response systems are structured around this type of catastrophic episodes, where attention, response and post-impact recovery efforts are mobilised and have formed a significant part of the risk management systems in the region. However, there are also other types of disasters that, despite having a lower impact, have a higher recurrence compared to catastrophic events. This type of disaster risk may not have a significant impact in macroeconomic terms or trigger declarations of national emergency; however, they do have very specific impacts on the communities that suffer them and can generate chronic conditions of deterioration in the livelihoods of these population groups if they are not adequately addressed.

Intensive disaster risk

This is the risk of high severity, medium to low frequency. It generally corresponds to densely populated cities or areas, which are not only exposed to high intensity hazards, such as earthquakes, active volcanoes or floods, but also have high levels of vulnerability (UNDRR, 2022). When a disaster situation is triggered in these contexts, there is often significant loss of life and economic damage* (UNISDR and OSSO, 2013).

Extensive disaster risk

This corresponds to low severity risk with a high frequency of events, mainly associated with very spatially localised hazards (UNDRR, 2022). Usually, this type of risk predominates in communities exposed to recurrent floods, landslides, storms or droughts; and in general, there is an increase in risk levels due to conditions of poverty and environmental degradation.

* According to the parameters defined by UNDRR (2011), a disaster resulting from intensive risk exceeds 25 deaths and more than 300 houses destroyed within the hazard-affected area.

For the purposes of this project, a dynamic panel application has been prepared for consultation based on the available EM-DAT databases for Latin America and the Caribbean. It consists of an interactive panel that allows consultation by country, type of event and period in years and months, on people affected, deaths and total damage. The main objective of this database is to serve as a source of information for humanitarian purposes at national and international levels. Although it does not reflect, as is the case with DesInventar, small or medium-sized events that occur in the countries and that constitute important accumulated losses, it serves as a reference for the region for large events, especially due to the long period of records since 1900. Figure 2 shows the Panel, which can be consulted interactively in the accompanying link.

Figure 2. Dynamic panel for disaster consultation in the region

Available at:
https://app.powerbi.com/view?r=eyJrIjoiMDU1YWYzN2MtOWUyNC00OWI2LTgxNWEtMWRiOWIyMTM3NTJhIiwidCI6IjE5ZTQxNWEzLWJhZjQtNGE2MS04Njg4LTJhNDRhMjI2OWY4MS119

La crisis de información sobre riesgo de desastres

Both regionally and in the context of several countries in the region, there is a crisis in the statistical information on disaster risk. In 1976, when the subject was just becoming established in academia, O'Keefe, Wensgate and Wisner (1976) insisted in their article Taking the naturalness out of natural disasters on the need to generate relevant, continuous and comparable statistics and information on disasters and their associated processes. As has been emphasised since the time of the International Decade for Natural Disaster Reduction, and as was incorporated in the United Nations (UN) Hyogo Framework for Action and later the Sendai Framework for Disaster Risk Reduction (hereinafter referred to as the Sendai Framework), knowledge about disaster risk is the fundamental step towards longer-term and more effective interventions. However, despite initiatives such as DesInventar, developed and promoted by LA RED in the 1990s, the region is currently experiencing a significant delay in updating its databases. According to the information available at www.desinventar.org, for 16 countries, only two, Paraguay and Costa Rica, have their databases updated to 2022; three others have updated information to 2020 (Panama, Colombia and Peru). For the rest of the countries for which information is available on the current page, data availability is up to 2011 or 2015, for the most part. In contrast, in the old DesInventar database, information was available for at least 20 countries in the region.

As a result, it is difficult to have a current and comprehensive picture of the state of disaster risk,

to make comparisons and to delve into the complex details of emergencies beyond the incident count and data on people affected and economic losses. The absence of current, comparable and more complex data limits the analysis of trends and the formulation of policies and actions that are better tailored to countries' needs. There is also a persistent lack of information on the impact of disasters on very specific sectors of development, such as public and private infrastructure or the effect of disasters on ecosystems. This is an area that will ultimately require the support of different actors to fill this gap, which adds a layer of complexity to the conditions of uncertainty that are proverbial in this topic. However, it is possible to appreciate some patterns and trends that tend to persist and that constitute a kind of baseline for estimating possible changes in the impacts that the region could experience in the coming years. For the purposes of this report, the most current information that could give as complete a regional picture as possible was used; however, it is recommended that some variable level of under-reporting be assumed. In itself, this exercise is an example of the urgency to improve statistical recording systems and to place the weight of disasters on national and regional agendas in a different way.

• Regional patterns on types of disasters in LAC

The impact of disasters in the region seems to follow a clear trend from the 1990s to date, although challenges remain in having a robust recording system and comparable data. According to ISDR (2009), the trend in the region shows a decrease in deaths and an increase in property damage. This variation is explained both by the monitoring of hazards and their dissemination, as well as by improvements in emergency preparedness and response. The growing challenge is in the area of protection of economic and social assets, both public and private, which are being affected on a sustained basis.

The UNISDR and Corporación OSSO (2013) report analysed, for the period 1990-2011, 83,000 georeferenced disaster records at the local administrative unit level in 16 Latin American and Caribbean countries. The data shows 42,000 deaths, 121 million people affected, one million houses destroyed, and 5.9 million houses damaged. In order to have a more complete picture of the impact of disasters, the region still needs to improve standardised methodologies for estimating impacts on infrastructure portfolios and better capture the concatenated impact of disasters on labour markets and the performance of public services. Although there are isolated efforts in the region, sustained momentum is still required for governments to make decisions based on more accurate information.

Especially in the face of uncertainty arising from changing disaster risk factors, not only the climate variable but also vulnerability and exposure attributes, systematic recording of disaster risk behaviour will become an increasing priority in the immediate future.

The differences between intensive and extensive risk in terms of impacts are clear: intensive risk tends to generate more deaths, but intensive risk has more serious impacts in terms of systemic and cumulative impacts (Table 1). Although disasters resulting from intensive risk conditions account for only 0.6% of the events, they accounted for 50% of the deaths. In contrast, people affected by extensive risk events accounted for 90% of the deaths. It can be inferred that the impact tends to be greater than the value presented in view of the problems of registration and the methodological differences in each country when recording damage; however, evidence suggests that the impact on productive chains and the functioning of public services is also greater in the context of extensive risk. First, because service systems are comparatively less affected, albeit more frequently, but also because many recovery mechanisms are designed to address large-scale and intensive risk tasks, where special financing mechanisms, budget mobilization or the acquisition of debt or international cooperation are activated. In extensive risk events, on the other hand, the recovery processes fall on the institutions in charge of the services, and the tendency is that regular resources are not usually sufficient to recover pre-impact levels.

Table 1. Group of 16 LAC countries*. Damage and losses by type of risk (1990 – 2011)

Type of risk	Records (%)	Deaths (%)	People affected (%)	Dwellings destroyed (%)	Dwellings damaged (%)
Extensive	99.4	50	90	37	86
Intensive	0,6	50	10	63	14

*/ Countries: Plurinational State of Bolivia, Chile, Costa Rica, Colombia, Ecuador, El Salvador, Guatemala, Guyana, Honduras, Jamaica, Mexico, Nicaragua, Panama, Peru, Uruguay and the Bolivarian Republic of Venezuela. Source: Adapted from UNISDR and OSSO (2013).

The regional trend for the period 1990 - 2011 showed an increase in extensive disaster risk that seems to be maintained at present, as confirmed by experts consulted for the development of this report. In particular, and given the characteristics of hydrometeorological risk, its weight within the domestic agenda of the countries is increasing, not only because of the concrete damage in terms of deaths and damage to specific infrastructure portfolios, but also because of the slow erosion effect that it is generating in some economic activities and the performance of strategic public services. The weight of hydrometeorological events is steadily increasing and their impact in macroeconomic terms is significantly greater than 20 years ago: according to estimates by Guerrero (2018), on average, the region loses US$ 1.2 million every hour as a result of a disaster; this is equivalent to six times the budget of Belize, 35 times the budget that Mexico allocates to development policies for indigenous peoples or to cover and increase by 39% the public expenditure of all prison systems in the region. Given the impending global recession and the distortions resulting from the pandemic, the situation could become more complex in the immediate future.

In order to increase capacities to reduce disaster risk and the potential impact of its contingencies, it is necessary to redouble and deepen an integral understanding of disaster risk and its structural causes. This involves understanding that they are not phenomena caused by nature but are triggered by nature in the face of conditions of vulnerability and exposure that are socially constructed as a result of the development model. Consequently, it is also necessary to adopt an approach in which disaster risk is consubstantial to the development model (Lavell, 2014), forms an integral part of its

functioning and, therefore, it is from development itself that adjustments must be made to correct the social, economic and political processes that explain why certain sectors, territories and social groups suffer the impact of disasters on a recurrent basis, chronic in the case of several countries in the area. Of course, processes aimed at correction, response and recovery will always be necessary, but as long as the preventive approach is not prioritised from its underlying drivers, the alternatives to address the problem in a structural manner will continue to be insufficient and palliative.

2. The configuration of disaster risk. A reading from its drivers

The approach to disaster risk increasingly requires an emphasis on prospective rather than reactive tasks. There is abundant evidence supporting the thesis of the benefits of preventing rather than responding to emergencies (see Benson and Clay, 2004; and Bello et al., 2020). In addition to avoiding the tragedy of deaths, injuries and casualties, societies avoid impacts on their economic activities, infrastructure and the concatenated effects of each disaster. Clearly the levels of disaster risk in some cases are so entrenched that countries will continue to experience disaster situations for the foreseeable future, so preparedness, response and recovery systems must continue to be strengthened; however, this task needs to be complemented by corrective and prospective activities, which operate on other time scales, with other institutional actors and under different metrics. Countries now face the challenge of advancing both agendas, developing capacities to address both the root of the problem and the consequences that will continue to manifest themselves as long as conditions of vulnerability and exposure remain unchecked. Although the notion of natural disaster has been overcome in theory and in many global and national frameworks, in many areas of development the mistaken idea persists that disaster is a phenomenon explained by the forces of nature, alien to the development model and, consequently, a dynamic in the face of which there is no alternative but to prepare, respond, rebuild and wait for the next event. In contrast, the efforts of many institutions dealing with the issue are focused on changing the narrative around disasters and improving the understanding of this phenomenon which, in essence, has a social rather than a natural causality, and which has a concrete and measurable expression in the underlying drivers of disaster risk.

Underlying drivers of disaster risk are features of development that determine the form disaster risk takes (ISDR, 2009). They are attributes of development models that shape the disaster risk contexts for a given territory. Any disaster risk scenario can be analysed by looking at the attributes of its underlying drivers and how they interact in the territory. Thus, if the objective of DRM is to address the cause of the problem and not its manifestation, the intervention route should focus on reducing the weight of the drivers of disaster risk (Table 2).

Tabla 2. Description of the underlying drivers of disaster risk

Driver	Description
Vulnerable livelihoods	Poverty and limited access to productive assets mean that rural livelihoods dependent on agriculture and other natural resources are vulnerable to even small variations in weather and seasonality. This vulnerability is exacerbated by factors such as unequal land distribution, undeveloped markets and trade barriers. Similar is the case in urban settings, where, although there are greater employment opportunities, there are also high levels of segregation and inequality of opportunity and access to both services and decent, disaster-resilient labour markets.
Poor urban and local governance	Most cities in developing countries have managed to absorb urban growth only through the proliferation of informal settlements. Their location in hazard-prone areas, together with the vulnerability of local housing and services, shape disaster risk in urban areas. The translation of poverty into risk is conditioned by the capacity of municipal authorities to plan and regulate urban development.
Ecosystem decline	The capacity of ecosystems to provide both provisioning and regulating services in rural and urban areas is declining. Ecosystem decline increases threat levels and reduces resilience.

Source: Adapted from ISDR (2009).

• Status of disaster risk drivers

Underlying drivers of disaster risk ultimately set the boundaries for disaster risk management actions: if drivers are left unchecked, disaster risk will continue to entrench itself in all development activities. Drivers are a point of confluence between DRM and the other strategic sectors of development. It is clearly not part of the mandate of national disaster risk management systems to eradicate poverty or curb environmental degradation; the institutional scaffolding in DRM is designed with other mandates and resources. However, the relevance of these processes within disaster risk formation enables institutions to interact, coordinate and generate value added simultaneously to address processes that do not obey a sectoral logic, but rather permeate transversally to other issues in the development agenda that have systemic responses. The result of coordinated efforts that have an impact on *primary and secondary* agendas is what has become known as the triple dividend (Tanner et al., 2015): a positive and multiplying effect on social policy that reduces the population's poverty levels, and facilitates activities in environmental management, competitiveness or risk management to be enhanced and more sustainable over time. DRM becomes an additional argument to reduce environmental deterioration (Box 3) or contributes to improving the performance of economic activities that could be affected by natural hazards. Hence the importance of knowing the trend of the underlying drivers in the region in recent years, since from this panorama it will be possible to design more realistic DRM public policies adjusted to the fundamental challenges of development in the countries of the area.

Box 3. Multiple benefits of mangroves from tsunami impacts.

The 2004 Indian Ocean tsunami generated compelling evidence of the protective effect that mangroves and other coastal ecosystems have on people and their assets; it also showed how the damage was greater in areas where mangroves had been destroyed or replaced by other vegetation: waves were able to penetrate further inland, and coastal erosion was more severe. Given the recurrence of similar events and others such as hurricanes, storm surges, coastal erosion and sea level rise, the restoration of coastal wetlands is an urgent task that would reduce protection and reconstruction costs, but also generate additional benefits.

Mangroves have the ability to serve as shields against tsunami waves, wind and at the same time capture sediments that maintain shallow depths on the coast, which de-energises the waves as they approach the shoreline. In the event of a tsunami, mangroves significantly reduce wave height and speed and distribute water volumes among their natural channels, preventing inundation levels. In addition, these ecosystems play a central role in controlling pollution deposited in the sea, restoring fish populations for human consumption and enhancing tourist attractions, as well as contributing to the sequestration of carbon dioxide (CO_2).

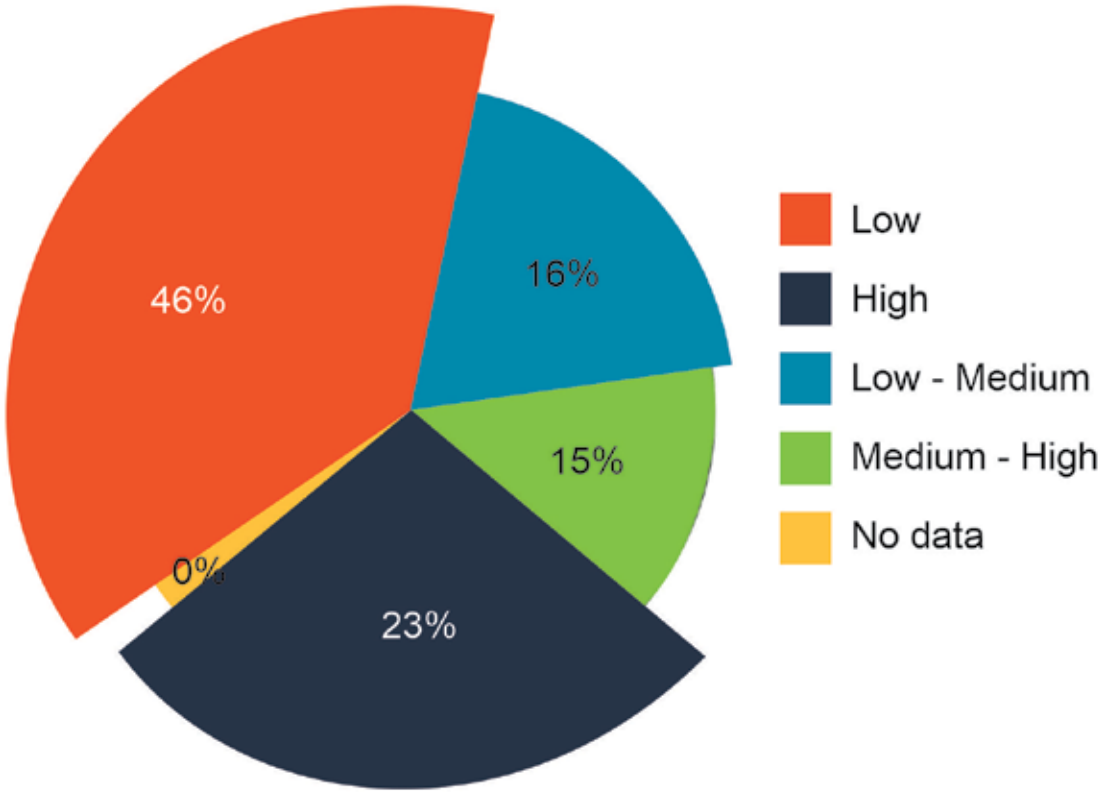
Source: Adapted from EJF (2006).

• Regional status of environmental degradation

The debate and concern about environmental protection has been raging in the region since the 1970s; however, the deterioration of ecosystems persists on various fronts. The effect of public policies in this area does not generate structural changes; and the weight of the productive agenda is imposed on the collective urgency of preserving global public goods that are the basis for the wellbeing of millions of people. The rate of use and abuse of the region's environmental heritage is threatening people's quality of life and the very sustainability of the economic model. Latin America and the Caribbean continue to base much of their economy on low value-added schemes, with low rates of investment in research and development at the expense of aggressive resource extraction models, and with low competitive advantages in the medium term within an international environment that increasingly values sustainability as a pillar of economic growth (Hofman et al., 2017).

The different manifestations of environmental degradation have a direct correlation with levels of disaster risk. Not only do they have implications in terms of affecting natural hazard patterns, but they also undermine the capacity of families and territories to cope with disaster risk patterns. The degradation of water sources, whether through contamination or alteration of the hydrological cycle, increases the risk of crises during drought episodes, as well as critically affecting the right of access to safe drinking water for millions of people (Figure 3). Similar is the case with deforestation rates, which distort water runoff patterns and increase the likelihood of flooding. Agro-industrial activities are the direct cause of much of the disappearance of forests in the region (Vergara et al., 2016): there are currently around 400 million hectares of forest in the region that are classified as highly degraded. In urban settings, inadequate solid waste management compromises the functioning of sewerage systems, which is increasing the severity of urban flooding. As shown in Box 3, the design of development strategies based on adaptation with natural dynamics is a practice that proves beneficial both for the protection of ecosystems and for people and their economic activities; however, viewed through the lens of some critical indicators, the outlook for the region seems unlikely to change significantly in the near future unless public policy efforts are redoubled.

Figure 3. Latin America and the Caribbean. People living with some level of water stress



Source: Adapted from Gligo et al. (2020).

• Regional status of livelihoods

At the regional level, a significant portion of livelihoods is compromised by the constant increase in structural inequality and the global economic slowdown. According to ECLAC (2016), the inequality matrix in Latin America and the Caribbean is strongly conditioned by its productive matrix and the socio-economic stratification of households. The combination of both aspects largely determines access to services and fundamental citizenship rights, which prevents many sectors of the population from breaking the cycle of social exclusion and enjoying conditions of full citizenship. Complementarily, the determinants of inequality are nuanced by aspects related to ethnicity, gender, age group and territoriality.

This combination of elements has a direct impact on the ways in which people live together and protect themselves from disaster risk. The economic solvency of households allows them to have access to quality housing in safe areas; as has been analysed by (Fernández, 1996), a significant percentage of people living in high-risk areas (e.g., steeply sloping areas prone to landslides in river canyons) settle there as a last resort to access housing or labour markets, usually informal. The socio-economic profile also reduces the advantages of families who depend on fragile, informal or low value-added livelihoods by reducing their capacity to save in the face of interruptions to their work, be it their own activity, in the case of drought or floods that affect agriculture, or when access to labour markets is paralysed by a major disaster that has an impact on critical infrastructure. Similarly, the precariousness of households prevents them from acquiring financial protection instruments in the face of disaster risk, such as insurance for their homes and assets, or the acquisition of insurance to protect their businesses or agricultural activities.

During the Regional Conference on Social Development in Latin America and the Caribbean, held in 2015, the countries of the area highlighted as regional achievements the notable decrease in poverty and indigence; the reduction of income inequality; improvements in the labour market, especially in terms of unemployment and informality, women's participation and respect for the minimum wage; and progress in health and education. All these gains began to deteriorate shortly after the end of the commodity cycle; and after the impact of the COVID-19 pandemic, in many areas the setbacks are alarming. While it is true that the conditions of demand for raw materials during the boom in the early 2000s had very particular features that do not exist today, the political decision of governments to strengthen their social policy was a decisive aspect that today could anticipate several of the potential crises, not only in terms of disaster risk, but in a broad spectrum of the development agenda if protection measures for the most vulnerable sectors of the population are not emphasised.

• Regional status of local and urban governance

Disaster risk governance is for many sectors the main challenge in this area. The countries of the region have developed a significant body of information for decision-making, regulations, norms, land management mechanisms, hazard identification and zoning, and methodologies for the development of sectoral activities that consider disaster risk management elements if there were compliance with technical and normative provisions, the impact of disasters would be much less than it is today. However, compliance with these instruments remains minimal in the vast majority of cases. Mainly due to a lack of institutional capacity to enforce the regulations or the direct action of corruption, zoning provisions or the construction public infrastructure are not complied with by the implementing entities, with the expected consequences at the time of the emergency.

The discussions that are taking place in various forums on the fulfilment of the goals set by the Sendai Framework coincide in the importance of improving disaster risk governance mechanisms in the region, as this is one of the limits to progress in the rest of the disaster risk management agenda. Little progress remains in some countries where analyses have been developed and regulations adjusted, but where compliance remains a pending and openly dodged task.

According to Fernand and Pastás (2022), corruption has direct impacts on the economic growth of countries and concrete manifestations on physical capital and the performance of institutions. The countries of the region face the common challenge of reducing an increase in practices associated with corruption, both at the central levels of administration and at decentralised levels, such as subregional governments, where enforcement capacities are insufficient. As Malagón (2021) and Pérez (2022) point out, the penetration of corruption is increasing and diversifying in the region, a situation in which there are some mechanisms aimed at making public administration processes transparent.

II. FUNCTIONING OF MULTILATERAL DISASTER RISK MANAGEMENT FRAMEWORKS

Without multilateral action, reducing the impact and number of disasters will only be slower, more costly and inefficient. Disaster risk has a fundamental management facet at the multilateral level. This is not only because of the dynamics of natural hazards that do not contemplate the boundaries between states, such as a hurricane or a tectonic fault, but also because there are global processes that affect several neighbouring countries in a similar way. Multilateral action, guided by principles of cooperation, complementarity and subsidiary action, has a transformative potential that is only just being discovered. In fields such as scientific exchange or joint monitoring of threats, the countries of the region have learned important lessons on the optimisation of resources. Similar is the case with multilateral initiatives for the financial transfer of disaster risk, such as the Caribbean Catastrophe Risk Insurance Facility (CCRIF) (Box 4). Given that a substantial part of the substantive actions of DRM must be implemented directly in development sectors, the agenda can build on the region's long tradition of sectoral cooperation in areas such as agriculture, trade, social development or environment.

Box 4. Regional action for parametric insurance against the impact of disasters in the Caribbean.

The CCRIF SPC is a segregated holding company owned by Caribbean countries. It limits the financial impact of hurricanes, earthquakes and excess rainfall events on Caribbean and, since 2015, Central American governments by providing immediate liquid resources when a parametric policy is triggered. It is the first regional catastrophe risk pooling fund in the world to issue parametric policies, providing member governments with the unique opportunity to purchase earthquake, hurricane and excess rainfall catastrophe coverage at the lowest possible price.

The CCRIF functions as a pooled reserve mechanism and strengthens the financial resilience of member countries to disasters associated with natural events by providing financial liquidity quickly when a policy is triggered. In April 2015, it signed a memorandum of understanding with the Council of Ministers of Finance of Central America and the Dominican Republic (COSEFIN) to enable Central American countries to formally join the Facility.

CCRIF helps mitigate the short-term liquidity problems experienced by small developing economies after major disasters. CCRIF's parametric insurance mechanism allows it to offer prompt payment to help members finance their initial disaster response and maintain basic government functions after a catastrophic event. Since CCRIF's inception in 2007, the mechanism has made 54 payments for hurricanes, earthquakes and excess rainfall to 16 member governments for more than US$ 244 million.

The Caribbean Catastrophic Risk Insurance Facility was developed under the technical accompaniment of the World Bank and with a grant from the Government of Japan. It was capitalised through contributions to a Multi-Donor Trust Fund (MDTF) by the Government of Canada, the European Union, the World Bank, the governments of the United Kingdom and France, the Caribbean Development Bank, and the governments of Ireland and Bermuda, as well as through membership fees paid by participating governments.

Source: Adapted from https://www.ccrif.org/

The Sendai Framework (UNISDR, 2015) encourages multilateral coordination within the different regional and subregional forums. In this regard, it highlights the following strategic actions:

a) To reaffirm that developing countries need enhanced provision of coordinated, sustained and adequate international support for disaster risk reduction, in particular for the least developed countries, small island developing States, landlocked developing countries and African countries, as well as middle-income countries facing specific challenges, through bilateral and multilateral channels, including through enhanced technical and financial support and technology transfer on concessional and preferential terms, as mutually agreed, for the development and strengthening of their capacities.

b) To enhance access of States, in particular developing countries, to finance, environmentally sound technology, science and inclusive innovation, as well as knowledge and information sharing through existing mechanisms, namely bilateral, regional and multilateral collaborative arrangements, including the United Nations and other relevant bodies.

c) To promote the use and expansion of thematic platforms of cooperation, such as global technology pools and global systems to share know-how, innovation and research and ensure access to technology and information on disaster risk reduction.

d) To incorporate disaster risk reduction measures into multilateral and bilateral development assistance programmes within and across all sectors, as appropriate, related to poverty reduction, sustainable development, natural resource management, the environment, urban development and adaptation to climate change.

This section describes the general aspects of multilateral organisation in Latin America and the Caribbean. It considers both the regional sphere and the different subregional forums. This analysis is considered relevant because it highlights some elements that must be taken into consideration if multilateral actions are to achieve their objectives and be sustainable over time.

1. Multilateral organisation in the region

Multilateral initiatives in Latin America and the Caribbean are organised into hemispheric and subregional instruments. This report analysed the Comprehensive Disaster Management Strategy and Programme Framework (2007-2012 and 2014-2024) of the Caribbean Disaster Emergency Management Agency (CDEMA); the Andean Disaster Risk Management Strategy (EAGRD) of the Andean Community; the Strategy for Disaster Risk Management of the Common Market of the South (MERCOSUR) countries; the Central American Policy on Comprehensive Disaster Risk Management (PCGIR) of the Coordination Centre for the Prevention of Natural Disasters in Central America (CEPREDENAC); and the Regional Action Plan (RAP) for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in the Americas and the Caribbean.

The decision of countries to join multilateral bodies dealing with disaster risk is motivated by the need for a multilateral approach and action, which recognises the advantages of addressing certain processes in a collective manner by optimising resources and increasing reciprocal learning between states that share common disaster risk contexts. Among the main motivating aspects are:

- The recognition that in addition to sharing geographical borders, they also share contexts of different complexity in the face of natural hazards, as well as the existence of high levels of vulnerability of some sectors of the population that have common causes within the subregional sphere. In this sense, the recent impact of hydro-meteorological events and the media attention given to climate change have been elements that accelerate and justify a joint approach among the countries.

- Another motivating aspect has been the need to establish agreements that allow for the creation of spaces to share experiences, learning and

opportunities, through regional mechanisms for open communication. There are tasks associated with knowledge and analysis of disaster risk that are more effective to propose and execute at the subregional level and that can then be incorporated into each of the national agendas. An example in the case of Central America is the Climate Applications Forum, which is developed jointly with the Regional Committee for Water Resources (CRRH), and which provides sectoral recommendations based on an analysis of weather forecasts for the whole of Central America.

- Humanitarian assistance will continue to be an area that requires permanent strengthening and where multilateral action is central, especially given the dynamics of crises associated both with

disasters and other types of contingencies, such as the different migratory flows that are spreading throughout the continent. In the case of the Andean Community, assistance mechanisms and protocols have been developed for Venezuelan migrants who are settling in neighbouring countries; similar is the case in Central America, where the Venezuelan population is also arriving, in addition to the constant flow of migrants from Nicaragua, El Salvador, Honduras and Guatemala seeking to reach the United States. Especially during the pandemic, the migratory situation particularly stressed the capacities of the reception systems in the countries, so that cooperation and coordination between the countries of the subregions facilitated a more timely and cost-efficient approach.

Although varied, diverse and designed for different time periods, the objectives of the frameworks reviewed revolve around four priorities:

a) To promote knowledge of disaster risk for better management in terms of disaster mitigation, management and response.

b) To serve as a guiding framework for comprehensive risk management.

c) To contribute to disaster risk reduction through the establishment of policies, strategies, programmes, recommendations and actions that address the issue in a comprehensive manner, including social, economic, environmental and multi-systemic aspects.

d) To encourage and facilitate participatory spaces for the exchange of experiences and the creation of networks.

The diagnosis shows that there is also a coincidence between the different instruments in terms of:

- Improving the understanding of disaster risk as a starting point for comprehensive disaster

risk management at different levels of political administration: local, national, subregional and regional. The instruments highlight the importance of disseminating these training and advocacy activities in development sectors that were not traditionally conceived as critical in terms of DRM, such as finance ministries or institutions in charge of development and development planning.

- Preparedness to respond to events and build back better, which implies increasing measures for effective responses and for improved rehabilitation and reconstruction. Concepts such as recovery with transformation have been embedded in these instruments and have permeated the way countries are managing their preparedness and response operations. In addition, intensive work has been done to modify public infrastructure reconstruction processes so that mistakes that increased vulnerability or exposure to hazards are not repeated in their design and localisation.

- A third area for action in the frameworks reviewed emphasises the need to strengthen disaster risk governance mechanisms. This call is generally complemented by a consideration of issues that have been shown to be determinants of the distribution of disaster risk within a society, such as the potential effects of climate, gender, poverty and education levels, among others.

However, although the instruments' approaches are comprehensive, in operational terms there is still a bias towards reactive disaster risk management activities. Given the organisational structure of the member institutions at the subnational level, it is understandable that the main orientation continues to be towards preparedness and response. Existing subregional instruments enable action in other areas that are more linked to the intervention of the underlying drivers; however, concrete actions remain fewer in comparison to reactive initiatives and have a particular emphasis on hazard rather than vulnerability and exposure aspects. Post-disaster recovery is another area that is receiving much attention within the framework of these multilateral forums, where discussions are taking place on ways to innovate in terms of funding mechanisms for reconstruction and assistance to disaster-affected communities to reduce their risk in the face of a potential next event. In this regard, interviewees highlighted the need to balance the emphasis and redouble efforts on forward-looking disaster risk management.

New players at the table

If one compares the diversity of actors participating in these multilateral bodies today with those of the 1980s, it is clear that the issue has benefited from the arrival and participation of new interlocutors who are generating a critical mass with high potential to transform DRM in the necessary direction. Traditionally, disaster risk management focused mainly on emergency response and post-disaster recovery; consequently, the main actors were civil protection or humanitarian aid agencies. The evolution of the issue since the 1990s has brought other actors into the discussion, many of whom are now leading actors because of their institutional weight, their transformative role and their ability to bring the issue to forums where it was not usually considered. A notable example is that of the ministries or agencies of planning or public investment, which have adopted DRM as an own and neuralgic topic as part of their ordinary tasks within the national public investment systems (SNIP) in many countries of the region: the participation and openness of SNIPs to consider aspects linked to disaster risk within their ordinary activities, puts countries on the road to transform their planning, design and construction processes of public works, using management criteria that make infrastructure portfolios more resilient to disasters. Similarly, ministries of finance are increasingly active in DRM activities, particularly those related to the fiscal impact of disaster risk and the implementation of mechanisms for the financial protection of countries from disasters.

In addition to new institutional actors belonging to development sectors that were not usually convened, the current multilateral instruments mark another notable difference with respect to the previous ones by involving a wider range of social representation: citizens, in their different levels and forms of organisation, have a space at the table. Unlike the organisational tradition of civil defence agencies, which is naturally narrow and highly hierarchical in its forms, the new multilateral DRM instruments open spaces for many other sectors of civil society to present their views, propose alternatives and pool resources. The current frameworks have done an important job in democratising the spaces for discussion and decision-making towards institutions, sectors or communities that usually did not have the option of participating. Grassroots communities organised around productive issues, environmental protection or the vindication of women's and indigenous peoples' rights stand out. Also noteworthy is the participation of representatives of subnational governments (regional, provincial and municipal), who play a decisive role in controlling the dynamics that generate disaster risk in their territories, but who require support to strengthen their management capacities. The private sector has also heeded the call and has organised itself through bodies such as ARISE to align its activities with the approaches of sustainability, resilience and adaptation.

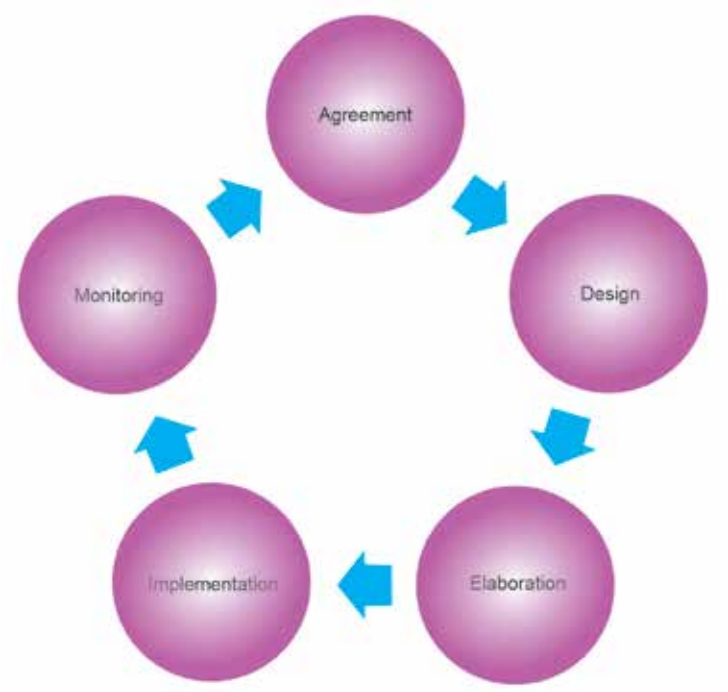
Multilateral development cooperation agencies and cooperating countries have also been a central pillar in guaranteeing the continuity of the processes, through different technical assistance initiatives and direct budgetary support. The role of academic institutions has also been of utmost importance, not only because of their critical participation from a space of confluence between society and governments, but also because they are recognised as key institutions in the development of research, science and technology at the service of DRM tasks.

2. Functioning of existing frameworks: features, design

The operation and implementation of the different frameworks is not uniform and varies from instrument to instrument; however, the set shows more convergences than divergences. In some cases, they serve as a reference for countries to align their disaster risk management priorities and efforts; in these cases, the responsibility for their implementation and operation depends entirely on the level of commitment each country has to the issue. Moreover, some frameworks, such as the CDEMA, provide more than guidance, offering specific plans of action to be implemented through different actors, such as working committees, institutional mechanisms, secretariats or *pro tempore* chairs.

Similarities were also identified in the steps followed to design each of the instruments analysed. Although the order varies slightly according to each experience, a generic route can be seen that is part of the institutional practice of these subregional forums, and that also draws on similar experiences emanating from the formulation of other similar frameworks dealing with other issues on the development agenda (Figure 4).

Figure 4. Cycle of formulation of multilateral instruments on DRM at subregional level



2. ARISE is an initiative from and for the private sector, with the participation of different companies and organisations around the world, working with the United Nations Office for Disaster Risk Reduction (UNDRR) to promote the comprehensive inclusion of disaster risk reduction in areas such as private investment planning, short and long-term investments with greater resilience, among others. (https://www.ariseglobalnetwork.org/).

- **Agreement**. This corresponds to the definition of a political agenda that positions the issue and justifies a multilateral effort around the impact that disasters generate. At this stage, a space is usually opened for different institutions and actors to contribute information, arguments, examples and data that allow for the best possible outline of disaster risk characteristics for the subregional sphere.
- **Design**. A mixed group, both technical and political, is brought together to define the features of the agreement, as well as its scope and areas of implementation.
- **Drafting**. The drafting group works on different versions of the text, which is consulted with previously defined key actors. In this process, the different agencies have learned the paramount importance of stakeholder consultation as a way of ensuring that the following stages achieve their objectives.
- **Implementation**. This is where the most notable differences exist: in cases such as CEPREDENAC, there is an executive secretariat that deals exclusively with the implementation of the PCGIR; in the case of the Southern Cone countries, implementation tends to fall to the signatory countries and the delegated agencies, which generally have overloaded agendas and little time and resources for implementation.
- **Monitoring**. Although still incipient, progress monitoring is becoming a necessary exercise to correct and adjust the implementation process. Accepting that the DRM process will become increasingly relevant, multilateral forums will need to renew their instruments, an activity for which monitoring results will be fundamental to capture learning and new needs.

3. Challenges to the functioning of multilateral frameworks for DRM

Like any multilateral instrument, DRM instruments are not exempt from the challenges of state-to-state interaction and its vicissitudes. The success of existing strategies depends on a high degree of political will on the part of members, which needs to be translated into active participation, technical and budgetary support, and a willingness to generate consensus around objectives relevant to all parties. This section summarises the main challenges that, in the opinion of the experts consulted, persist on the road to materialise the intentions of the multilateral instruments for DRM into concrete results, which complement the efforts made in the domestic sphere of the states and which, ultimately, generate a measurable reduction of disaster risk, which is also palpable for the communities, sectors and territories that suffer the most from the impacts of disasters.

• Design of instruments

Regarding the design of instruments, the experts consulted mentioned common challenges in all cases. Firstly, the asymmetry and differences between countries in terms of geographic extension, capacities, challenges and resources, among others, is a challenge when defining joint lines of work and establishing common goals; as a general rule, subregional units bring together states with dissimilar levels of development, which implies articulating processes for levelling capacities and in many cases offering focused support so that collective progress is beneficial for all members, and where all the priorities of the states can be reflected. Secondly, it highlights the volatility that can exist between two or more states belonging to different forums, which can be a setback or, at best, an additional stress in the search for agreements; it is vital that discussions on the subject can move beyond differences of this nature and focus on aspects of common interest. Thirdly, despite the great progress in the understanding of disaster processes in the region, there may still be different appreciations regarding the different approaches to disaster risk: for many institutions or technical representations, the notion of natural disasters persists, with the programmatic and operational implications that this implies, and

which focuses the discussion on civil protection and emergency response activities to the detriment of promoting a more comprehensive approach. Finally, in a more technical dimension, the lack of standardised platforms for the collection of data and other types of information that would allow countries to dimension key aspects of the social construction of disaster risk stands out; without detracting from the national mechanisms for the collection of data and inventories on the impact of disasters that each country defines, it is advisable to establish unified and standardised systems that serve as a common reference for all member states.

The search for consensus in democracy requires great effort, diplomacy and patience. Therefore, reaching a regional consensus on disaster risk management is an important challenge to be faced, as it requires hard work and different negotiation processes to assure each country that the agreements to be reached will be beneficial for all signatories. Some aspects to consider are political differences between countries, historical or current conflicts, and political volatility and instability, among others.

One aspect that is necessary for consensus building within countries is open and two-way communication. Institutions and countries must establish and ensure clear communication mechanisms that are accessible to all participating members, designating means, methods, institutions or persons who can be responsible for good communication. It is also necessary to standardise the communication and data exchanged between them to ensure that concepts, definitions, variables and the like are the same between countries to ensure consistency of message. The subregional experience has several examples of how minor differences in the understanding of DRM terms or procedures can generate important delays in the search for agreements.

• Implementation of instruments

The implementation of existing instruments is not progressing at the expected pace; nor does it seem to generate impacts that can be clearly traced to the processes derived from the existing frameworks. Both aspects are closely related to the implementation pathways of the instruments analysed. In order to adjust these processes, interviewees identified a series of implementation challenges that need to be addressed, both for the remaining life of the instruments and also to be considered as lessons in the design of the agreements to be designed after 2030. The main ones include:

✓**Political will is central**. Although this may seem like a truism, it remains an issue of concern for those at the forefront of the implementation processes of existing frameworks. After the signing of the strategies, some states lose participation in the agreements, which generates an imbalance within the group of signatory countries. Moreover, it is common to identify little support or promotion of the agreements generated at the subregional level in the countries' concrete agendas: most of the supranational processes are designed so that they can be implemented at the sectoral level within the countries; however, this interface tends to break down or not have the necessary level of priority. Another way in which political will is felt is through the allocation of personnel or financial resources to implement agreements at the domestic level; this is another point that needs to be reinforced through mechanisms that allow governments to balance the situation of limited fiscal space with the fulfilment of the commitments acquired within these multilateral forums.

✓**Political and technical leadership**. It is important that there is a political and technical coordination unit to follow up on the activities of the subnational frameworks. Experience has shown that when implementation tasks fall to a government or an institution that already has other responsibilities assigned to it, the options for dealing with the necessary time, staff and resources tend to be minimal. Cases such as CDEMA or CEPREDENAC stand out as examples of good governance, monitoring and implementation of their respective frameworks, as they have independent structures, linked to the rest of their respective regional

coordination systems and with a clear mandate to promote agreements on the matter.

✓**The participation of multilateral development cooperation agencies is a critical catalyst**. Given the development and economic conditions of many countries in the region, international cooperation, both from countries with a tradition of cooperation in the region and from international organisations, has been decisive for the existence of the frameworks and their implementation processes. Organisations such as the World Bank, the Inter-American Development Bank (IDB), the United Nations Office for Disaster Risk Reduction (UNDRR), or cooperating governments such as those of Norway, Switzerland, Japan, the United States or the European Union, have supported these processes from the very beginning. Certainly, if it were not for the support provided since the 1990s, the multilateral coordination scenario would not have advanced to the current levels.

✓**Identifying and working on issues and niches of interest**. It is important that existing frameworks are able to articulate activities around the development priorities of member countries, and not only within the traditional DRM agenda. The vagueness that still surrounds disaster risk, which is constantly evolving and largely anchored to its old meaning of preparedness and response, makes it difficult to increase impact at the prospective level. Nor does it allow for the opening of adequate channels to work with strategic sectoral agendas that would enable a more forceful impact on deepening the underlying drivers of disaster risk. One route that has shown promising results is to work on concrete development issues and discuss the performance of this agenda from a disaster risk perspective; in the process, issues that are national or regional priorities, such as public infrastructure development, poverty alleviation or the stability of public finances, are identified and analysed in the light of increased disaster risk. This shift in approach facilitates new actors to engage and incorporate specific aspects of DRM into their regular plans and streamlines processes across sectors, while generating a more diverse multi-sectoral community of practice.

• Monitoring and measuring impact

Measuring the impact of policy instruments and frameworks for action is increasingly seen as a critical activity. Not all mechanisms use the same approaches, metrics or systems because the nature of the instruments varies. Nevertheless, experts consider that measuring the impact of actions stemming from multilateral forums is a task that is receiving increasing attention and will become much more important in the future. Impact measurement is central to disaster risk governance as it builds trust among parties that invest resources in these approaches, makes the development of processes transparent to all stakeholders, and allows actions to be adjusted and course-corrected to increase their effectiveness. This section summarises the main monitoring, follow-up and evaluation challenges identified in the instruments analysed.

The main challenge in some of the instruments corresponds to the novelty of this practice, which in previous editions or in general terms was not so widespread. Some instruments do not consider monitoring activities as they were designed as frameworks and their non-binding character was established from the beginning. Other instruments have indirect monitoring and accountability systems, as there is no governing body that audits the actions and scope of the measures implemented; however, they do create spaces for participation in which the progress achieved over a certain period of time can be presented. This is done both at the multilateral level and within each country. There are also measurement processes that are developed by agencies or institutions that participate in implementation and carry out these exercises for the internal purposes of their organisations; although they are not widely disseminated products, they have been generating practice and capacities among the communities, which feeds into the permanent debate that, at least informally, is developed within the institutional ecosystems that are formed around each instrument.

Other instruments do incorporate review and evaluation mechanisms; and by convening states participating in subregional initiatives, a cascading effect begins to emerge regarding the ways in which impacts can be measured in future versions of multilateral mechanisms. In the case of the RAP, for example, formal and specific performance measurement and monitoring frameworks were established and are carried out from time to time to assess performance and the achievement of proposed and agreed objectives and targets. The

regional platforms for disaster risk reduction in the Americas, held every two years, have review sessions where progress is discussed. In parallel, the mechanism develops tools and computer platforms where parties can upload progress reports.

In the future, four aspects are identified that should be considered in the instruments that will be defined when the current ones end their period of validity, and which are derived both from monitoring needs and from the learning that has taken place in the region:

1. In the first place, there is the decision to include these monitoring and evaluation systems in the instruments that currently do not consider them. Such systems can be adjusted to the different types of instruments and how binding they are.

2. The design of monitoring systems requires the establishment of governing bodies to carry out the management of progress monitoring. Preferably, these should be institutions of a controlling nature and not directly dependent on the bodies that develop and implement the instruments.

3. It is necessary to define standardised mechanisms for the collection and management of information, so that the data collected to carry out the evaluations provide the same parameters regardless of the country. This allows, rather than comparing progress between countries, to aggregate results at the subregional level. It should be noted that monitoring processes do not seek to compare one country with another, since the contexts of each country are particular and unique. Here, comparison is an exercise that should focus on understanding the factors that catalyse progress towards certain objectives within more or less similar contexts and institutions, so that the exchange of experiences and triangular cooperation can be enhanced.

4. Finally, it is clear that disaster risk management work goes beyond the mandate and capacities of civil protection agencies. Consequently, it is crucial that multilateral coordination is based on collegial representation at the country level. This will generate greater capacity to advance a balanced agenda that is always aligned with the development priorities of both countries and the consensus of Member States.

It is important to highlight that, as part of the consultation process of this project, SELA's focal points' knowledge of the instruments (strategic frameworks, action plans, agreements, policies, protocols or similar) on DRM applied in the region was explored through a brief survey. Based on the response of 20% of the respondents, it was observed that all of them know not only global instruments such as the Sendai Framework and national policy instruments, but also various protocols of action or coordination linked mainly to the different threats and plans for adaptation to climate change. In addition, they have been particularly involved in the design and implementation of these instruments and to a much lesser extent in their monitoring. All the focal points that responded to the survey state that in order to participate more in SELA's initiatives, institutions require training, beyond the definition of legal frameworks or institutional policies, to reinforce the work on DRM as part of their institution's tasks.

III. RECOMMENDATIONS FOR STRENGTHENING SELA'S MULTILATERAL AGENDA ON DRM

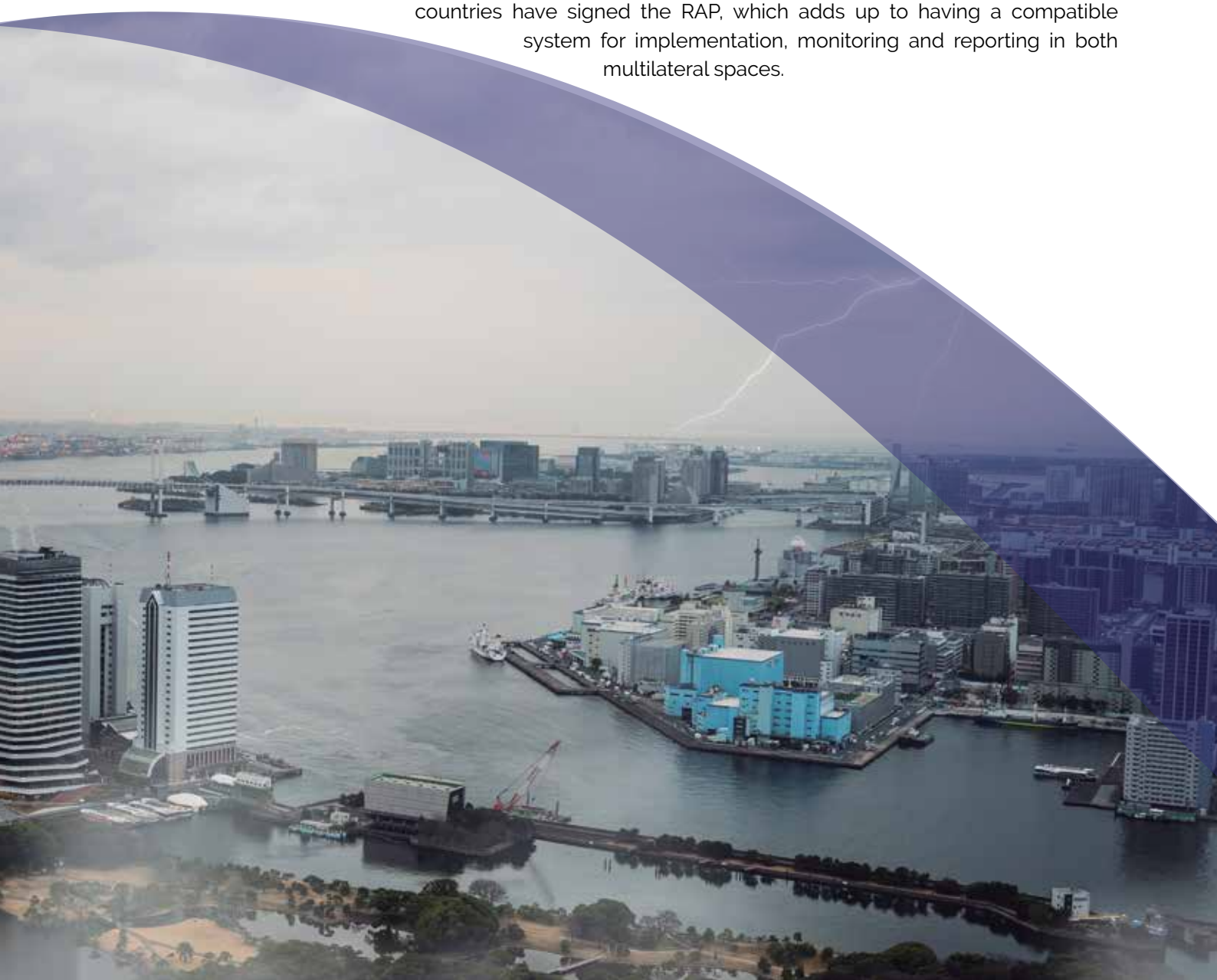
Under the contemporary approach to disaster risk, SELA's proposed activities for its programme period 2022-2026 have an appreciable potential to positively influence different areas of disaster risk management. Given that the comprehensive approach to disaster risk management goes far beyond emergencies, the areas of confluence between this area of development and the WP-SELA go beyond its Programme II, which is specific to disaster risk; in fact, it transcends into other thematic axes, such as Economic Recovery (Area I) or Digitalisation and Infrastructure (II The urgency of the recovery and strengthening of the economic matrix requires resilience conditions that not only allow them to start up the activities that generate prosperity and well-being in safe conditions in the face of the impacts of natural hazards; it must also guarantee the appropriate conditions so that the service systems have redundancy in the face of future impacts. This also connects with Thematic Area II, especially in the field of energy infrastructure: the region's challenge to change its energy matrix towards a more sustainable and profitable one requires, as one of its pillars, public policies that protect these portfolios. Solutions to the region's economic and social challenges will bear fruit faster and be more cost-efficient if they are developed in more balanced natural environments and where there is substantial investment in adapting to the natural processes that will prevail in the immediate future.

This section focuses on two areas: an analysis of the overlaps and opportunities for linkages between the WP-SELA and the RAP and a series of recommendations for the design of SELA's Strategic Guidelines on disaster risk management (hereinafter referred to as SG-SELA). The first part aims to show how SELA has internally identified a series of activities that are also contemplated in the RAP, and which, together with other additional activities, could form a solid point of coordination and synergy between the two instruments. The second part seeks to synthesise the lessons learned in the subregions regarding the work on multilateral frameworks for action on disaster risk, so that they can be taken into consideration when designing, implementing and measuring SG-SELA results. Strategic guidelines have been selected as an instrument because they are the highest-level elements of the organisation, whose purpose is to align members towards a shared horizon and vision, in this case on DRM and its role in development management. Considering that the countries are part of the already established subregional structures with which SELA is linked, it is also considered important that the definition of the strategic guidelines and their subject matter could be agreed upon in accordance with these subregions. The diversity of situations and priorities makes it more feasible to implement at the subregional level some issues on which it is easier to generate consensus among neighbouring countries.

1. DRM priorities in the region and their correlation with the Sendai Framework for Action and the WP-SELA

Although the WP-SELA has a specific section on comprehensive disaster risk management and climate change (Thematic Area III / Programme II), its potential contributions to advancing the regional agenda are in fact embedded throughout the document. Formally, DRM-oriented activities comprise 9% of the total activities; however, viewed through a more integrative lens of DRM with development processes and underlying drivers, more than 60% of the activities have some effect on disaster risk reduction. For example, gender-sensitive training activities for small and medium-sized industries play an important role in reducing the vulnerability of women who do not have adequate access to labour markets, thus diminishing their capacities to manage disaster risk in their households, especially when they are heads of households. Similarly, working with migrant populations also generates benefits in terms of vulnerability reduction, since many of these populations have been forced to migrate due to the impact of climate variability on their agricultural activities, as has been seen in several Central American countries.

The coordination between the WP-SELA and the RAP has an appreciably organic basis from which multilateral action can be strengthened in a complementary manner and avoiding overlaps and duplication. This is one of the main recommendations of the Seminar "Advances in disaster risk management" (2 August 2022), where a high level of coincidence between both instruments was highlighted. It should be noted that all SELA member countries have signed the RAP, which adds up to having a compatible system for implementation, monitoring and reporting in both multilateral spaces.



The Sendai Framework

The Sendai Framework is the highest-level global agreement that, within the framework of the United Nations System, seeks to address the challenge of disaster risk. In the case of the Americas, the RAP is the reference for action that prioritises the activities that the hemisphere needs to implement in order to achieve the goals subscribed to in the Sendai Framework.

The Sendai Framework was adopted at the third United Nations World Conference in Sendai, Japan, on 18 March 2015. It constitutes a global agreement on the subject on which most countries in the area have aligned their national disaster risk management agendas. Its main objective is to help countries consider disaster risk in development planning, in order to achieve sustainability.

Compared to its predecessor, the Hyogo Framework for Action, the Sendai Framework places greater emphasis on ***disaster risk management*** rather than disaster management, i.e., it focuses its actions on reducing existing risks and preventing new risks from building up, considering not only natural hazards but also environmental, technological and biological hazards. This framework seeks to strengthen disaster risk governance by recognising the roles of stakeholders and including existing national platforms; working to make investments disaster risk-sensitive and accountable; recognising the need to rebuild safely; and strengthening international cooperation, global partnerships, policy development and donor programmes, including loans and financial support from international financial institutions. This translates into the following four priorities:

1. Understand disaster risk.
2. Strengthen disaster risk governance to manage disaster risk.
3. Invest in disaster risk reduction for resilience.
4. Enhance disaster preparedness for effective response and to build back better in the areas of recovery, rehabilitation and reconstruction.

In order to implement this framework for action, States must adopt specific measures in all sectors and at all territorial levels, based on the above-mentioned priorities. It is important to note that the pursuance of the Sendai Framework's goal "(…) l requires the enhancement of the implementation capacity and capability of developing countries, in particular the least developed countries, small island developing States, landlocked developing countries and African countries, as well as middle income countries facing specific challenges, including the mobilization of support through international cooperation for the provision of means of implementation in accordance with their national priorities." (UNISDR, 2015).

The Sendai Framework

The V Regional Platform for Disaster Risk Reduction in the Americas, held in March 2017 in Montreal, Canada, adopted the Regional Action Plan for the implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in the Americas and the Caribbean, which aims to serve as a base document to identify practices and processes to promote the implementation of this Framework in the region. Although the RAP is not legally binding, it encourages stakeholders to become partners to support its implementation, based on the needs of each nation. Following is a general mention of the regional guidelines set out in the RAP, updated at the VII Regional Platform for Disaster Risk Reduction in the Americas and the Caribbean in November 2021 (PR21), framed within the priorities established in the Sendai Framework mentioned above (Table 3).

Table 3. Activities envisaged in the RAP for each of the Sendai Framework priorities

Priority 1

- Strengthen disaster risk information systems.
- Strengthen monitoring and evaluation, as well as the recording of disaster risks and losses.
- Strengthen systems and mechanisms for sharing disaster risk assessments, best practices and
- methodologies across regions and sectors.
- Promote studies on disaster risk considering climate change.
- Promote the incorporation of knowledge on hazards and the use of disaster risk information.
- Strengthen collaboration and interoperability of data across all key sectors.
- Identify and promote, in collaboration with the scientific and technical community, a regional scientific research agenda on disaster risk.

Priority 2

- Strengthen coherence in the approaches to reduce disaster risk and address climate change.
- Ensure the inclusion of biological and health risks in disaster risk reduction plans and strategies.
- Enhance and increase capacity building programs.
- Promote multi-sectoral and multi-level disaster risk governance mechanisms and achieve the commitment of sectors.
- Foster multi-stakeholder and multi-national exchanges for integrating DRR actions in all areas, including climate change adaptation and sustainable development.
- Promote the integration of the joint efforts of international cooperation stakeholders in the field.
- Promote inclusivity across disaster risk governance frameworks.
- Promote public-private partnerships and facilitate the commitment and engagement of the private sector in the implementation of the Sendai Framework.

Priority 3

- Encourage regional studies on good practices in risk financing and risk transfer at different territorial levels and strengthen the cooperation with insurance companies.
- Enhance and mobilize investment in DRR at national and local levels.
- Mainstream disaster risk into public and private investment.
- Strengthen tracking of disaster prevention financing and conduct risk-sensitive budget reviews.
- Collaborate with international financial institutions and regional banks to ensure they align their strategies, operations and activities with the Sendai Framework and national risk reduction priorities and strengthen the capacities of national systems to promote these partnerships.
- Promote the sharing of best practices on business continuity.
- Enhance a systems and resilience-focused approach to post-disaster stimulus and recovery plans.

Priority 4

- Strengthen the coordination, collaboration and participation of Member States, including all stakeholders, in disaster preparedness, response, and recovery.
- Strengthen cross-sectoral, coordinated action to address the diverse and region-specific challenges of human mobility in the context of disasters.
- Promote the exchange of post-disaster recovery knowledge.
- Strengthen knowledge sharing and exchange of experiences/expertise on tools for the improvement of development planning processes that consider disaster risk.
- Develop and share best practices and strategies to improve integrated early warning systems.
- Strengthen social protection systems to be more shock-responsive and reach the most vulnerable in a timely manner.
- Promote recovery planning to facilitate recovery.
- Strengthen international cooperation to better prepare for, respond to and recover from disasters.

Source: RAP.

SELA groups disaster risk within its thematic area of social development. This decision to classify the topic is an auspicious sign regarding the organisation's angles and approach to the challenge of disasters. Traditionally, and precisely because of the misunderstanding of these processes as something natural, they are often placed as environmental issues, which, although in part they are, have their origin in social processes. Practice and evidence have also shown that the most efficient ways to address these challenges are through the reduction of people's vulnerability and exposure; the operative consequence for increasing the impact of public policies is to emphasise the social dimension of risk as the entry point. The possibilities of coordination and synergy of DRM with other areas of SELA's work are many and varied, as can be seen in the exercise presented in Table 4. There, for Thematic Area III, the correlations between the activities proposed (not only for the area of DRM) with activities agreed upon in the RAP are presented.

Table 4. Correlation of activities between the Thematic Area III of the WP-SELA and the RAP

SELA WORK PROGRAMME Thematic Area: Social Development Project - Activity	REGIONAL ACTION PLAN - UNDRR Priority (P)*- Number of initiative (#)
Programme I: Sustainable and resilient development.	
A1. A diagnosis of the vulnerability of the food systems in Latin America and the Caribbean:	P4-28 Strengthen social protection systems to be more shock-responsive and reach the most vulnerable in a timely manner.
Programme II: Comprehensive management of disaster risk and climate change.	
A-1. Public-private partnerships (PPP) for disaster risk reduction in Latin America and the Caribbean.	P2-15 Promote public-private partnerships and facilitate the commitment and engagement of the private sector in the implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030, including in the design of plans and strategies and in recognition of the critical role that this sector can play in the development of tools, approaches and technologies to understand risk, the sector's responsibility to ensure that investments are risk-informed, and considering its capacities to support disaster preparedness, response, and recovery efforts. P3-16. Encourage regional studies on good practices in risk financing and risk transfer at different territorial levels and strengthen the cooperation with insurance companies to promote greater coverage, create incentives, strengthen evidence on the impact of disasters and promote resilient investments. P3-17. Enhance and mobilize investment in DRR at national and local levels, including through linkages with financial provisions for climate change adaptation and mitigation in disaster risk reduction where appropriate. Also further encourage budgetary and multi-lateral support for disaster risk reduction in all sectors at all levels.

A-2. Strengthening continuity of government and operations in disaster situations.	P1-2 Strengthen monitoring and evaluation, as well as the recording of disaster risks and losses, with specific focus on historical data to inform future actions and to facilitate the development of risk scenarios. P3-21. Promote the sharing of best practices on business continuity, including the continuity of government and other vital services, taking into consideration all hazards, as appropriate and applicable. P4-29. Promote recovery planning to facilitate more effective and efficient recovery after a disaster. P4-30. Strengthen international cooperation, including south-south cooperation, to facilitate the flow of tools, technologies and skills to better prepare for, respond to and recover from disasters, building back better and greener.
A-3. A protocol in case of disasters caused by natural phenomena for Latin America and the Caribbean.	P2-8. Strengthen coherence in the approaches to reduce disaster risk and address climate change, promoting participatory and inclusive planning that guarantees that disaster risk reduction strategies are integrated into sustainable development processes at regional, national and local levels.
A-4. Technical support and guidance with regard to social protection.	P2-10. Enhance and increase capacity building programs, both in-person and remote, targeting different sectors, organizations (public and private) and vulnerable groups.
Programme III: An overview of human mobility.	
A-4. Training on the development of national and regional migration data information systems.	P4-24. Strengthen cross-sectoral, coordinated action to address the diverse and region-specific challenges of human mobility in the context of disasters and climate change.

*P1 - Understanding disaster risk; P2 - Strengthening disaster risk governance to manage disaster risk; P3 - Investing in disaster risk reduction for resilience; P4 - Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation, and reconstruction.
Source: SELA (2022) and UNDRR (2021b).

Source: SELA (2022) y UNDRR (2021b).

Structuring issues for SELA in DRM

SELA's potential to influence the disaster risk management agenda in the region also extends to other thematic areas of its work programme and, in general, to areas that are at the core of its mandate. As disaster risk management is a cross-cutting approach to development activities, any specific social or economic development activity can benefit from considering how implementation could be affected by the impact of a disaster or the coexistence with natural hazard patterns that could affect the performance of productive activities or public services. Posing these questions within any process can generate many savings in the future and can contribute to shielding the performance of activities, especially at times when the current situation is tinged by high levels of uncertainty about climate trends, global production flows, the investment outlook and other global dynamics that have direct repercussions on regional markets.

For the purposes of the formulation of the SELA protocol on DRM and based on the regional diagnosis on the state and perspectives of disaster risk in the region, four priority areas were identified and recommended for consideration within the protocol. These topics have a proven potential to bring together efforts from different sectors in concrete processes, where it is possible to measure results while generating benefits for different agendas simultaneously. They are also issues that can address structural lags that have been dragging the region down for decades and that, in addition, can have short-term effects on some challenges arising from the current situation of economic recovery, market re-engagement and strengthening of the 2030 Agenda following the impact of the pandemic. In other words, they address both urgent needs that countries should implement in the next five years to better recover from the crises but without losing sight of the medium and long term, balancing the reaction to the crisis with a forward-looking approach that addresses structural challenges that have persisted since the 1980s. These are issues that will be increasingly important for countries and in which multilateral action will play a fundamental role, given the difficulty for many countries in the region to make solid progress on their own.

Generating information on disaster risk

Any planning exercise that lacks quality information is likely to fail. Currently, regional capacity to generate disaster risk information has declined significantly. Many of the databases that the countries used to feed with information on disaster risk have become outdated; the parameters of compilation make regional analysis difficult, which is critical in an issue that cannot be resolved from a national approach. Furthermore, the evolution of the subject in recent decades has shown that the information packages that must be compiled go beyond the counting of incidents or direct damage from disasters; it is also important to deepen the analysis of damage and losses in the medium term and more focused on concrete sectoral impacts. Similarly, it is important to strengthen the systematisation of information that makes it possible to see the relationships between underlying drivers and disaster risk, which requires a methodological and institutional rapprochement with other development sectors The improvement of data and information recording systems on disaster risk is a central point to improve analysis and, most importantly, to make the impacts of public policies on the population's safety conditions transparent to the public. In addition to the primary effect of improving DRM processes, strengthening this area generates capacities in terms of development, resilience and redundancy of economic activities; in other regions of the world, this is a point in which both the private and public sectors invest as a priority because they have seen the benefits in concrete aspects of productivity.

• Disaster risk considerations in the design of social policy

This issue will be critical to address in the short term given the projections of slow economic recovery that will affect the region and the implications in terms of increased poverty, exclusion and inequality. To avoid a drastic increase in the number of people affected by future disasters, it is urgent that governments focus social protection actions in areas where chronic risk conditions have been identified, i.e., regions where incidents or disasters are reported almost annually, especially those linked to hydro-meteorological phenomena. These areas will face with a high level of security events that will have a greater impact on the population that usually suffers the effects. In this sense, it is important to generate social protection programmes that try to anticipate as best as possible the impacts that will occur in the next two to three years, while communities manage to restructure their livelihoods or reinsert themselves into other value chains. These extensive disaster risk scenarios, although not significant in macroeconomic terms, could be an additional burden for traditionally vulnerable groups, with direct effects on the development of young people. In addition to prioritising social protection for the neediest groups, this type of initiative has the potential to redirect investment in public services that can be better planned and also close part of the access gap that specific territories have suffered for years.

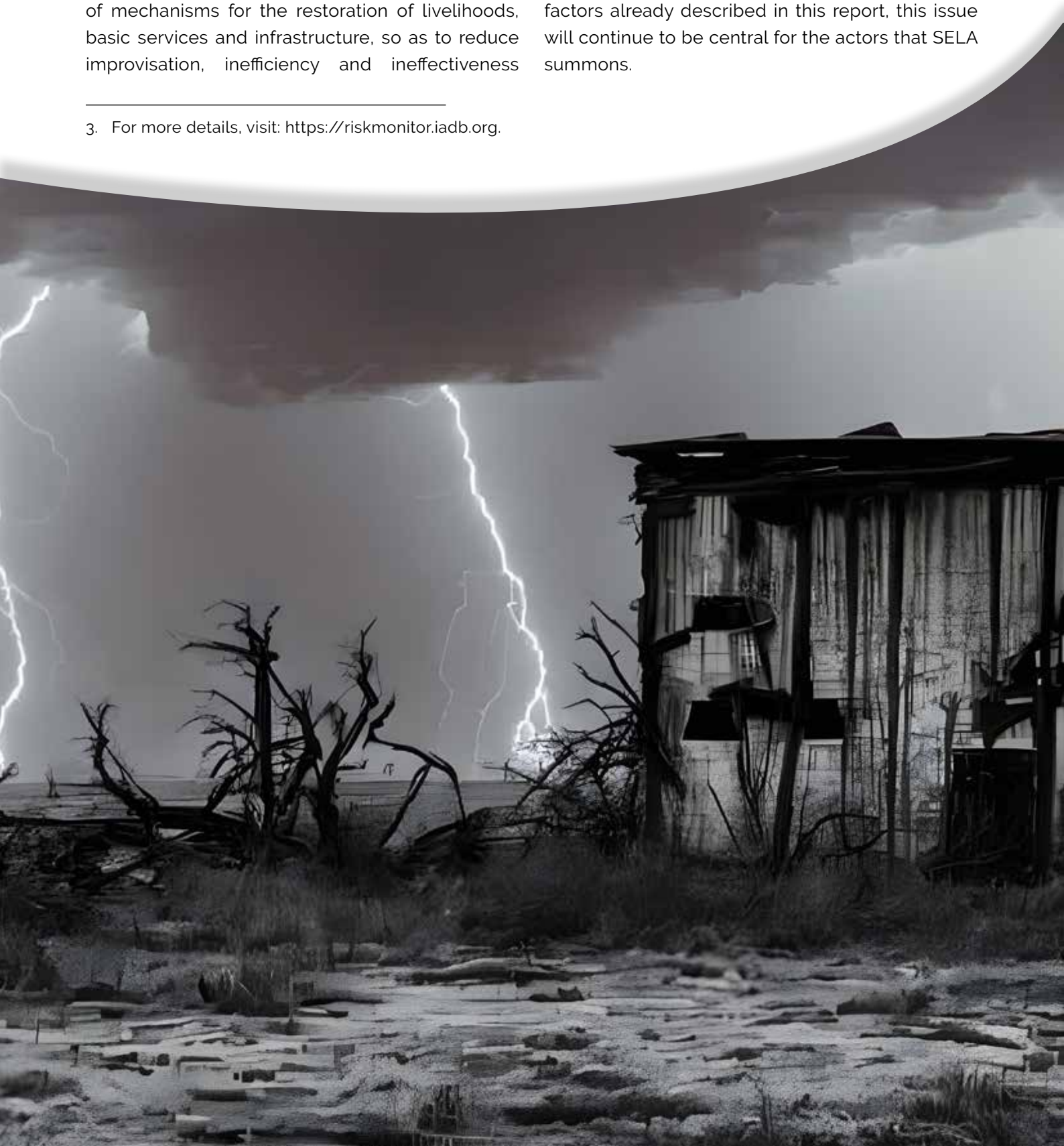
• Financial protection and transfer in disaster risk situations

Since the early 2000s, the possibilities for improving financial and fiscal protection against the impact of disasters have diversified and improved to unprecedented levels; however, this potential remains underutilised in the region despite the benefits demonstrated globally. Financial protection instruments in disaster risk situations have proven to be very useful in protecting fiscal stability and reducing the impact of disasters on public and private budgets for reconstruction and recovery needs. In addition to insurance, there are other mechanisms that governments as a whole, and institutions in particular, can purchase or develop to protect their portfolios, reduce recovery times and transfer portions of shocks to international markets. One of the basic principles here is that the benefits will tend to be greater the more collective the initiative. Examples such as CCRIF and other collective insurance mechanisms have clear benefits in reducing policy and insurance option. In this regard, spaces such as the one convened by SELA have a little-explored potential to improve financial protection in productive activities in the face of disasters.

- ## Planning for continuity of operations and for post disaster recovery

This issue, which SELA has promoted in the past and is still included in its Work Programme, continues to be a priority issue in the region. Only a few countries such as Chile, Colombia, Mexico and Costa Rica have some institutional and budgetary regulatory frameworks that allow for the implementation of mechanisms for the restoration of livelihoods, basic services and infrastructure, so as to reduce improvisation, inefficiency and ineffectiveness in the recovery processes. If to this we add the possibility of being able to insert in these plans measures that allow for the non-reconstruction of the conditions of vulnerability that for decades have been installed in the region, mainly due to aspects of institutional vulnerability among other factors already described in this report, this issue will continue to be central for the actors that SELA summons.

3. For more details, visit: https://riskmonitor.iadb.org.



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Panamá

Official name:
REPUBLIC OF PANAMA
Date of joining SELA:
4 December 1975
Capital: Panama City

Paraguay

Official name:
REPUBLIC OF PARAGUAY
Date of joining SELA:
19 September 1986
Capital: Asunción

Perú

Official name:
REPUBLIC OF PERU
Date of joining SELA:
29 April 1976
Capital: Lima

República Dominicana

Official name:
DOMINICAN REPUBLIC
Date of joining SELA:
04 June 1976
Capital: Santo Domingo

Suriname

Official name:
SURINAME
Date of joining SELA:
27 July 1979
Capital: Paramaribo

Trinidad y Tobago

Official name:
REPUBLIC OF
TRINIDAD AND TOBAGO
Date of joining SELA:
7 June 1976
Capital: Port of Spain

Uruguay

Official name:
ORIENTAL REPUBLIC
OF URUGUAY
Date of joining SELA:
16 March 1977
Capital: Montevideo

Venezuela

País Sede

Official name:
BOLIVARIAN REPUBLIC
OF VENEZUELA
Date of joining SELA:
14 January 1976
Capital: Caracas

CONTACT

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