



**ORGANIZATION OF AMERICAN STATES
DEPARTMENT OF SUSTAINABLE DEVELOPMENT**

Recommendation of Experts' Workshop:

Development Policies and Practices to Reduce the Impact of Natural Disasters:

Managing risks of natural hazards workshop for the
First Inter-American Meeting of Ministries and High-Level Authorities on Sustainable
Development

May 2006



Contents

A. Introduction

B. Context of the meeting

Agenda

C. Workshop Discussion

1. SESSION ONE: MAINSTREAMING RISK REDUCTION: SIGNS OF PROGRESS OR STATUS QUO?
2. SESSION TWO: SECTOR-SPECIFIC: BEST PRACTICES AND OBSTACLES TO RISK MITIGATION
3. SESSION THREE: REGIONAL COOPERATION PRIORITIES IN RISK MITIGATION
4. SESSION FOUR: REGIONAL COOPERATION OPPORTUNITIES IN RISK MITIGATION
5. SESSION FIVE: GOVERNANCE IN RISK MITIGATION

D. General Conclusions

E. Annex

- D. 1 Agenda
- D. 2 Participants



A. Introduction

The Santa Cruz Summit on Sustainable Development, held a decade ago, established an agreement among OAS Member States to advance sustainable development policies, programs and projects in the region. Support for sustainable development has been reiterated at various Summits of the Americas, most recently at the 2005 Summit held in Mar del Plata (2005). In order to build upon the foundation established a decade ago, the OAS will play host to the Inter-American Meeting of Ministries and High-Level Authorities on Sustainable Development, to be held in Santa Cruz de la Sierra, Bolivia on October 05-06, 2006.

Responding to this mandate, the OAS Department of Sustainable Development (DSD) helped organize a number of preparatory workshops, to provide technical and expert recommendations to address the three main themes to be addressed at the October 2006 Bolivia meeting:

- a) Integrated Water-Resource Management;
- b) Sustainable Agriculture, Sustainable Forestry and Tourism
- c) Managing risk of natural hazards, risk sharing and risk transfer arrangements of Natural Disasters

Each topic will be examined during three technical workshops, organized by the DSD. The main objective of each workshop is to create a series of proposals and recommendations to be considered by OAS Member States during the preparatory phase of the meeting, as well as during the October 2006 Ministers and High-Level Authorities meeting.

This report summarizes the technical discussions and recommendations forwarded during the second technical workshop held to address **Managing Risks of Natural Hazards**. The workshop was held in Kingston, Jamaica, on April 18 and 19, 2006 with the local support from the Office of Disaster Preparedness and Emergency Management (ODPEM) of Jamaica.

At the workshop, a group of experts and specialists contributed to this report, by sharing their knowledge and expertise in order to bring forward policy guidelines, strategies, and priority actions in order to reduce natural hazards effects. The workshop preparation process emphasized the importance of governance-related initiatives, including broad representation from the public and private sectors, gender equality, and inclusion and respect of indigenous people. The discussion highlighted the following priority areas in relation to reduce the risks of natural disasters:

- (i) Identify projects, policies and cooperative partnerships that make progress in both risk mitigation and risk transfer, in particular, governance-related building codes and standards adaptation, monitoring, and enforcement, and land-use planning and zoning;
- (ii) Strengthen economic analysis associated with the benefits and costs of risk mitigation and risk sharing, and mainstream risk mitigation and expenditures in development and economic planning;
- (iii) Identify best practices in the adoption of risk mitigation technical standards;
- (iv) Identify specific risk sharing and risk transfer initiatives at the regional and sub-regional levels, including through insurance pooling.
- (v) Integrate a perspective of environmental protection, social equality and sustainable development with a gender perspective in natural disasters risk management.



This report summarizes the discussions and conclusions that reflect hemispheric and regional disasters reduction recommendations immersed in broader political and economic issues that shape the policy dialogues and technical actions.



B. Context of the Meeting

In recent years, the countries from the American hemisphere have encountered serious levels of vulnerability regarding such natural disasters as hurricanes, floods, earthquakes, landslides, droughts, among others. Since the decade of the 1960's, natural disasters in Latin American and the Caribbean have affected more than 40 million people, caused more than 45,000 fatalities and caused more than \$100 billion in economic losses.

During the IV Summit of the Americas in Mar del Plata (2005), in which the main focus was "Creating Jobs to Fight Poverty and Strengthen Democratic Governance", several actions were established through the Declaration and Plan of Action of Mar del Plata (2005) related to natural disasters. In the Declaration, the Member States expressed their concern over risks associated with natural disasters, and the devastating impact of such events on the lives, infrastructure and economies of the hemisphere. The Declaration calls for "action at the national, regional, and international levels to strengthen disaster management programs."

In the Action Plan, the Member States called for the unity of efforts to "substantially improve the capacity at the national, regional and hemispheric levels for risk mitigation, to implement cost-effective and robust early warning systems, and to enhance disaster recovery and reconstruction capabilities in collaboration with relevant international and regional institutions and the coordinated development of effective public-private catastrophic risk insurances systems".¹

These actions were implemented through several initiatives and developed in the Managing Risk of Natural Hazards Workshop with the goal of reducing the impact of natural disasters in the region and increasing support in the sharing of information.

Initiative 1	Calls to increase capacity for disaster preparedness
Initiative 2	Development of early warning and risk mitigation systems
Initiative 3	Development of post-disaster recovery and reconstruction
Initiative 4	Financial assistance as appropriate, particularly for disaster-prone countries, to reduce the impact of disasters.
Initiative 5	The Member States also support efforts under way to explore private and public sector involvement in comprehensive approaches to catastrophic risk insurance

¹ Action Plan. IV Summit of the Americas, Mar de Plata, Argentina, 2005.



Agenda

A particular focus of the Inter-American process is to identify partnerships at the regional and sub-regional levels, including identifying specific priorities, gaps and opportunities in capacity-building, information exchange and technical cooperation in relation to risk reduction. Given that the overarching focus of the OAS Ministerial Meeting will be sustainable development, a key priority of the April 2006 is to identify ways in which risk reduction measures can be mainstreamed into sector-specific planning, as well as cross-cutting fiscal, developmental and economic planning approaches.

Given the need to integrate risk reduction measures into specific sectors, the workshop agenda included the discussion of a limited number of sectors within which risk reduction efforts are underway. These included the tourism, education, and water management infrastructure sectors. The workshop agenda also included the discussion of how best practices in sector-specific risk mitigation can be extrapolated into other sectors.

Finally, the workshop agenda included the discussion to recommend opportunities for collaboration among OAS Member States in the area of risk reduction. This included opportunities to enhance the exchange of information and related coordination among different regional organizations, such as the recently-launched Comprehensive Disaster Management Plan under CDERA and other examples from North, Central, and South America.

C. Workshop Discussion

MAINSTREAMING RISK REDUCTION: SIGNS OF PROGRESS OR STATUS QUO?

The Socio-Economic impacts of Natural Disasters and Mainstreaming Hazard Risk Mitigation approaches

BACKGROUND

Mainstreaming risk reduction refers to different sets of interventions and practices depending on the focus of the institutions and entities being considered. To be successfully achieved, mainstreaming requires more pertinent economic cost-benefit analysis, so as to engage ministries of finance and planning, as well as sector-specific agencies and ministries; existence of responsible focal points at the national level, implementation tailored to capacity building efforts, establishment of efficient information sharing mechanism, continuity in international and national interventions, and the existence of sustainable funding mechanism that take into account the private sector. It is mostly an acknowledgment of the fact that natural hazards are an important developing issue; hence it needs to be considered and integrated at all levels of the national and regional planning processes.

Recurring disasters pose a significant development challenge for all countries in the Americas. The impact of disasters is on the rise, and the need for relief assistance is increasing. Rising expenditures towards emergency relief assistance diminishes resources available for development priorities, thereby creating both direct and secondary costs that dampen development. Moreover, disaster events push socio-economically marginalized people further into poverty: indeed, numerous reviews of past episodes confirm that the poorest and particularly the women within communities are the worst affected by natural disasters. For many communities, the loss of livelihoods related to disasters forces people to utilize already pressured



natural resources, thereby creating further environmental pressures on water, forests, marginal lands and other resources.

There are two reinforcing trends that make urgent the need to reduce disaster risk in Latin America and the Caribbean. The first trend is that disaster losses are rising due to growing vulnerability and increase in incidence and strength of weather related hazards. The second trend is the existing gap between potential losses and the capacity of many countries to finance reconstruction has reached alarming levels. To break such a negative cycle and to sustain socio-economic development, disaster risk reduction should become an integral part of economic and development planning.

There is now a clear understanding that the Millennium Development Goals (MDGs) cannot be achieved without consideration of disaster risk, and that sustainable development cannot be achieved unless disaster risk reduction is mainstreamed into development policies, planning and implementation. It is widely acknowledged that disaster reduction perspectives should be incorporated into every country's national development plans and related implementation strategies. The welcome news is that communication and other technologies provides the capability and the opportunity for a better understanding of disaster risks that allows to take proactive actions to reduce disaster losses before they occur.

As one more step towards reducing disaster risk and attaining sustainable development, the countries of the Americas are encouraged to achieve tangible results of the following activities, which are of immediate concern to all countries in their pursuit of poverty reduction and sustainable development:

1. Ensure that disaster risk reduction is a national and local priority with strong institutional basis for implementation
2. Identify, assess and monitor disaster risks and enhance early warning
3. Use knowledge, innovation and education to build a culture of safety and resilience at all levels
4. Reduce underlying risk factors, and
5. Strengthen disaster preparedness for effective response at all levels

The Risk identification means different faces, such as: Hazard assessment, vulnerability assessment and Hazard monitoring.

DISCUSSION POINTS

As disaster risk reduction is a cross-cutting issue with great complexity and requires understanding, knowledge, commitment and action it should be addressed systematically with the active participation of all stakeholders, especially national governments.

In relation to mainstreaming risk reduction, the role of the local government is crucial. At the local level, the government should develop more politics and regulatory frameworks that bring guidance to deal with disaster prevention, preparedness, and response to the society, including the public and private sector. Risk management is an important element in the development planning but presently it is not an integral and permanent part of that planning.



Disaster reduction has become a development issue in the hemisphere but the governments need to make efforts linking risk management policies to development plans and local governments should create policies that may be implemented by laws and codes.

The international and national agencies need to develop mechanisms to reduce the lack of consensus on the risk management of natural hazards, making definitions of their roles, goals and how to achieve them.

Each country must quantify the budget allocated to risk management and get them to commit to increase the amount for the next year to reduce the vulnerability of populations and their economic and social infrastructure to natural disaster. Countries must coordinate with regional groups to concrete and promote programs that apply to the state policy.

Trained personnel equipped to deal with disaster reduction issues must be a priority in the region, for investing in vulnerability reduction and mitigating the impact of damage of natural disasters. Training is a key element to develop the structural mitigation in the region.

Some International Development Banks limit the discussion on disaster risk management only in "highly vulnerable countries" and that might leave out important and necessary work in countries that are not considered highly vulnerable but may have some disaster prone regions. In reality most, if not all, countries in the region are to some extent vulnerable and the Banks ought to incorporate disaster risk management in its discussion with all its borrowers.

RECOMMENDATIONS AND PROPOSAL:

- Identify a clear body (champion) responsible for mainstreaming disaster risk management in each country.
- Each country should review their investment in disaster risk management, quantify how many proposed action items have been implemented or not and then prioritize what has received no action.
- Establish national and local policies to guide communities to deal with risk management.
- Promote concrete programs that apply state policies, in particular, the adoption of on-going programs for monitoring and enforcement of building codes and standards that reduce risk in a cost-effective manner.
- Supporting governance covenants, such as land-zoning and training of inspectors, coupled with high levels of transparency, should accompany governance-related actions.
- Risk reduction measures are best supported by high levels of public participation and institutional transparency.
- Equip education and training personnel to deal with disaster reduction issues.
- Strengthen communication and diffusion of information.
- Incorporate a gender perspective in natural disasters prevention.

SECTOR-SPECIFIC: BEST PRACTICES AND OBSTACLES TO RISK MITIGATION

Tourism

BACKGROUND



Tourism is an important economic driver for most countries in the region (locally an economic driver in all countries in the Caribbean region), thus essential to sustainable development. Costumers (tourists) demand reasonable levels of safety (risk management).

Governments (local and national) have a common interest with the private tourism sector in assuring reasonable levels of safety. The government will have to enforce reasonable safety standards for the tourism sector and related providers in order to comply with their demands, this includes:

- a. Critical infrastructure (airports, ports).
- b. Physical safety (shelters in place).
- c. Food safety.

DISCUSSION POINTS

The general issues discussed under the tourism sector were that the hemispheric and regional levels have a necessity to bring safety to the tourism industry and the private sector has an important role in integrating within their operations risk reduction measures that mitigate the vulnerability of their infrastructure and operations.

Many local economies in the hemisphere depend on tourism. Therefore, each country must develop a strategy to promote and address safety and security to the tourists, providing them the minimum standards of safety and security. Safe tourism presents a comparative advantage since tourists look for security as a major priority.

It is important to develop a regulatory framework, codes, designs, and build up standards and certifications focused on risk reduction of natural hazards.

It is also important to diversify the safety and security in the tourism sector in each country, because most of their services are significantly exposed to natural hazards. Also, the insurance companies and governments must seek mechanisms to promote risk reduction incentives.

There is a lack of awareness of risks reduction in the tourism sector. Therefore, it is important to create information networks at the hemispheric and regional levels to share information among government, tourist operators and consumers to be aware of present risks; education is a crucial element.

RECOMMENDATIONS AND PROPOSAL:

- New approaches in tourism: Strengthen community tourism councils.
- Create formal policies and regulatory frameworks for risk reduction.
- The tourism sector must have an integrated vision incorporating multiple hazards.
- A priority for public and private sector must be "safety and security tourism": securing their infrastructure and their contingency plans are the first steps.
- The government and insurance companies play an important role in promoting risk reduction incentives.
- Promote education and network information as crucial elements for tourist operators and consumers to be aware of present risks.

Education

BACKGROUND



Education is a vehicle for knowledge sharing concerning hazards, vulnerability, and contingency planning. It is a central component in creating a culture of prevention. The risk management activities for the education sector related to policies, planning processes, mitigation projects, and preparedness programs are as follow:

Policies:

- Definition of objectives and goals for vulnerability reduction by the relevant agencies
- Definition by the education sector of an acceptable level of vulnerability of its buildings to natural hazards
- Coordination among the organizations responsible for the sector's infrastructure to carry out vulnerability reduction actions. These organizations fall into four groups:
 - The ministries of education
 - Government agencies in charge of public projects, such as ministries of public works, Social Investment Funds, local governments, municipalities and local and national non-governmental organization (NGOs)
 - Regional organizations
 - International organizations that provide financial and technical assistance

Planning Processes:

- Planning the school physical plant on the basis of assessment of vulnerability to natural hazards. To achieve this objective it is necessary to:
 - Develop the planning capacity of the sector
 - Train the technical personnel responsible for school infrastructure and the education community in the management of information and natural hazards
 - Provide support to the sector for the creation and/or updating of information systems on school infrastructure that include data on natural hazards
 - Ensure that these information systems are the key instrument for decision-making on vulnerability reduction
 - Include the identification of natural hazards, the assessment of vulnerability and risk, and the selection of mitigation measures in the planning process

Mitigation Projects:

- Preparation of mitigation projects based on vulnerability assessments, and their implementation as part of construction, reconstruction, rehabilitation, repairs, and maintenance. To achieve this objective it is necessary to:
 - Design school building projects that include structural mitigation measures to reduce vulnerability
 - Obtain financing for mitigation projects, including the repair, expansion, and replacement of existing buildings and the construction of new ones, that follow vulnerability reduction criteria
 - Establish methods of supervision and control for all phases of school construction projects in areas prone to natural hazards in order to achieve acceptable levels of mitigation

Preparedness Programs:

- Identification of school buildings currently most prone to damage caused by natural disasters
- Support for programs of disaster preparedness and response based on the dissemination of information on natural hazards to the education community, with a view to preparing plans for emergency response



DISCUSSION POINTS

The structure and function of the education sector is essential to address the reduction of natural disasters.

Firstly, it is important to protect the educational infrastructure to avoid disruptions and to ensure that it will resist the impact of natural hazards. The infrastructure of education centers can be part of most contingency plans. The experience from many catastrophes has shown that education centers are important as a space for local communities to meet and initiate processes of rehabilitation and reconstruction to return to normality in the aftermath of a disaster.

Secondly, the environmental education plays an important role in promoting risk related education programs. Therefore, it is necessary to include disaster risk reduction considering a gender perspective in the curricula across the different levels of formal and informal education. It is also important to include efforts to educate children in order to ensure future changes; education is a vehicle to exchange information. In Latin America and the Caribbean there are a lot of best practices in the educational sector.

Finally, in order to reinforce the educational sector it is necessary to identify and commit the local authorities, the access to appropriate resources and a comprehensive legal framework.

RECOMMENDATIONS AND PROPOSAL:

- At hemispheric and regional levels it is necessary to include risk management in the educational programs across the different levels of formal and informal education.
- In order to reinforce the educational sector it is necessary the identification and commitment of a champion, the access to appropriate resources and a comprehensive legal framework.
- Create a regulatory framework, codes, design and construction standards and certification to evaluate and reduce the vulnerability of the educational infrastructure.

Water Infrastructure

BACKGROUND

One of the sectors most vulnerable to the impacts of natural disasters is the water sector. In addition to post-disaster flooding related to extreme weather events, as well as drought, communities often face high levels of water contamination and pollution in the aftermath of events, leading to immediate human health risks (such as cholera), as well as longer-term clean-up costs. Therefore, local and national governments need to integrate cost-effective risk mitigation measures into different aspects of the water sector, including means to safeguard drinking water sources from storm surges and contamination, as well as more general investments to upgrade the resilience of water infrastructure to natural hazards.

DISCUSSION POINTS

Infrastructure like irrigation canals, dams, and others that are used for natural hazards mitigation such as droughts or floods alleviation can be vulnerable to the same natural hazards they help to mitigate, and can also be vulnerable to other non-water related natural hazards.



The sectors in charge of water infrastructure should be aware of the vulnerability of the infrastructure designed for disaster mitigation purposes. However, this is not always the case, and this leads to inefficiencies when dealing with natural hazards.

Latin America and the Caribbean lag behind other region, when talking about awareness of vulnerability of water infrastructure. In addition, countries of the region are slow in taking action with respect to vulnerability reduction or in requesting financing for this purpose, the later because development financing and donor agencies are unenthusiastic to finance this kind of projects, and when a donation is done is usually for reparation purposes and most of the time there are no funds directed towards vulnerability reduction efforts.

It is important to point out that when public or private entities conduct vulnerability studies on water infrastructure attention is mostly given to large dams. Thus, smaller dams and other kind of infrastructure are usually not taken into account in these assessments.

RECOMMENDATIONS AND PROPOSAL:

- At the hemispheric and regional level, it is necessary to establish legal frameworks for water in irrigation, industrial and domestic usages.
- It is necessary to open water reservoir strategies for protection.
- Conduct a study on the vulnerability of the water infrastructure to natural hazards that include the water infrastructure management, the role of water infrastructure in natural hazards mitigation, and the own vulnerability of water infrastructure to natural hazards.

REGIONAL COOPERATION PRIORITIES IN RISK MITIGATION

BACKGROUND

In the Americas, there have been a number of regional mechanisms and capacities available to support and facilitate disaster risk reduction and response at national and community levels. It has been acknowledged, accepted and appreciated in all regions that these mechanisms contribute to the promotion of the concept of disaster risk reduction and enhance the capacity of National Government officials and community leaders. Specialized disaster reduction oriented mechanisms have also been established and are working and willing to support national efforts in disaster risk reduction, i.e. the Caribbean Disasters Emergency Response Agency (CDERA), the Centro de Coordinación para la Prevención de Desastres Naturales en América Central (CEPREDENAC), and the Comité Andino para la Prevención y Atención de Desastres (CAPRADE).

The vulnerability identification process consists of determining the chances of susceptibility to harm or damage caused by the threat posed by a natural hazard considering the circumstances of a given population, and its environmental, social, cultural, and political factors, among others. The level of development of a given community is linked to this concept, as well as the manner in which its response to natural hazard systems is organized, as well as its capacity to recover. In regard to the women for example, it is more probable that they live in poor houses and frequently they work in the non structural economic sector or at home, exposing to a higher risk their livelihood when disasters strike. Henceforth, this is the key process in the management of natural hazard risk reduction.

According to the UN/ International Strategy for Disaster Reduction, "The degree of vulnerability is determined by a combination of several factors including hazard awareness, the



condition of human settlements and infrastructure, public policy and administration, and organized abilities in all fields of disaster management. Poverty is also vulnerable in most parts of the world".²

There are several factors that increase vulnerability to natural hazards in Latin-America and the Caribbean region, such as: population growth and density, rapid urbanization and unplanned human settlements, poor construction engineering, lack of adequate infrastructure, inequities in social structure, poverty, and inadequate environmental practices.

According to a working paper prepared by a team of the Regional Operations Department 2 of the Inter-American Development Bank (IDB), called "Reducing Vulnerability to Natural Hazards: Lessons Learned from Hurricane Mitch: A Strategy Paper on Environmental Management", reducing social and economic vulnerability to natural hazards requires attention at two levels: "Analysis and characterization of hazards, which entails the assessment of the most vulnerable production areas, settlements and infrastructure, and adoption of risk reduction measures; and an institutional framework for implementing risk reduction measures using development policy instruments, contingency plans and environmental management tools"³ In another IDB document "Hurricane Mitch: Women Needs and Contributions" describe Mitch different effects on the women vulnerabilities and capacities in regard to aid and rehabilitation.

This is why it is important to identify the levels of vulnerability present in disaster prone areas. Analyzing each of the environmental factors and social, economic, political and cultural context might help determine the level of threat that a natural hazard might present. This was one of the main topics of the workshop; exploring a holistic, global and up to date visions about the process of vulnerability identification so that recurrence and magnitude of disasters can be foreseen and diagnosed.

DISCUSSION POINTS

Risk Identification (i.e. Hazard Mapping, Vulnerability Risk Assessment) and Mainstreaming Hazard Risk Reduction

The general issues discussed under this topic were the generation and use of information; there is a lack of exchange of information and particularly there is a lack of capacity of local governments to generate and/or access needed information for disaster reduction.

The establishment of common tools to manage risks that can promote regional cooperation, especially hazard mapping as it relates to its use at the local level, could also assist with regional cooperation.

Land-Use Planning and Zoning

² Web ISDR/UN, Framework for Action for the implementation of the International Strategy for Disaster Reduction, 2001, <http://www.eird.org/fulltext/marcoaccion/framework%20english.pdf>,

³IDB, Regional Operations Department II of the Inter-American Development Bank "Reducing Vulnerability to Natural Hazards: Lessons Learned from Hurricane Mitch: A Strategy Paper on Environmental Management 1999,

http://www.iadb.org/regions/re2/consultative_group/groups/ecology_workshop_1.htm#2a



The discussion in this topic began with important emphasis on the difference of the scale of national and local levels on land use planning, because there are a lot of gaps between them.

At the hemispheric level, there is lack of government capacity in land use planning and zoning. The gap between national and local levels is related to understanding of technical tools, hazard mapping and information. Local governments need to be involved and participate in the planning done at the national level, and vice-versa. Territorial claiming is essential to link hazards, vulnerability and to establish the local vision of development.

There are two basic challenges related to land planning and zoning: decentralization, and public involvement. Although many countries of the region continue to undergo decentralization, the question is whether local authorities have the technical capability and financial resources to undertake risk management functions previously handled by central authorities? Local risk management deals with planning from bottom up, whereas risk management analysis takes place at the national level and planning is top down.

A related issue concerns the lack of relevant information for planners, as well as the lack of education and training of public officials. At a local and national level, cooperation is necessary to generate information. The hemispheric needs historical data; many countries should have data that can be used regionally. Each country needs education and training in handling resources, technical tools and instruments. The government must develop training programs because small municipalities do not have the skilled people to do the work.

Regulatory frameworks need to be incorporated in all governance levels. It is necessary to promote pro poor policies and social investment policies.

Capacity-Building and Donors Coordination

In relation to capacity-building and donor coordination, the participants noted that national and local governments need to promote stronger coordination and mitigation platforms, formulate guidelines to obtain mutual assistance with donors and to shape actions taken to develop preventive phases in managing risk of natural hazards. Donors should be called for development, which means that they should implement programs for disaster mitigation and disaster assistance.

Also, at the hemispheric level it is important to create a data base to promote the experiences and projects initiated by NGO's. Governments should shape the actions taken by donors and develop a clear plan of action to mobilize international response

On-going information exchange and hemispheric networks

Support good governance-related activities in reducing the risk of natural disasters, by supporting on-going cooperation and collaboration among national focal points, multilateral and regional organizations in risk-reduction programs, and projects and strategies in the hemisphere. Establishing cooperation among relevant organizations involved in natural disaster risk mitigation activities will identify and enhance synergy among programs thereby improving the effectiveness of risk reduction/risk mitigation actions.

RECOMMENDATIONS AND PROPOSAL:



- Development of a multi hazard system that picks up early warning signals.
- Establishment of a system that can communicate effectively throughout the region.
- Ensure a community that is prepared to act on the information it receives.
- Education and training in the use of hazard mapping.
- Ministers of environment should give guidance in the process.
- Have multiple sets of maps for different customers.
- Need to educate decision makers.
- Promote public participation in the decentralization process of hazards mapping and technical instruments.
- The land use planning is needed and crucial to development. The difficulty to match and consolidate the public policies with the interest of the people needs to be address. Support the dissemination of land title information, and support training of land zoning and enforcement mechanisms through training, enforcement, public participation and transparency.
- National governments should coordinate with donors after the natural hazard event, in order to ensure a coordinated response, and create mutual transparency.
- Emphasize the need of better coordination at international, national and local level for cooperation, highlighting the importance of cooperation on disasters more oriented to technology assistance and transference than the traditional limited and weak ability of fresh resources.
- Highlight the efforts of the OAS to create an Inter American Mechanism of disaster reduction on the need of reinforcing existing networks and the cooperation of agencies, NGOs, and civil society under different scenarios.

SESSION FIVE: GOVERNANCE IN RISK MITIGATION

BACKGROUND

Supportive National Legislative Frameworks

The concept of governance has a diversity of perspectives and scopes that have evolved historically in accordance with societal demand.

Governance may refer to the stability of democratic institutions as a function of public interest, public actor negotiations and social and political institution's capabilities to articulate formal and informal solutions to conflicts that may exist among them to address societal needs. However, among the most common definitions of good governance is its ability to combat corruption, as well as to support effective decision-making through the development and dissemination of information (such as hazard maps), and to ensure high levels of public and local participation.

An ECLAC/UN (Economic commission for Latin America and the Caribbean) document entitled "Gender and Democratic Governance, a possible articulation" states that "despite the variations among the definitions, every author coincides in pointing out that the central issue of governance is the quality of relations between government and civil society."⁴

In this regard, the United Nations, through the Bureau for Crisis Prevention and Recovery, created a World Report in 2004 entitled "Disaster Risk Reduction: a development challenge."

⁴ Virginia Guzmán, (2003), *Gobernabilidad democrática y género, una articulación posible*, ECLAC/UN <http://www.eclac.cl/publicaciones/UnidadMujer/2/LCL1962/lcl1962e.pdf>, p. 11



The Report refers to good governance as the possibility of adding new responsibilities at the different levels of government, emphasizing that “even though governments have the most responsibility for the protection and promotion of the citizens’ rights, the private sector and international organizations are encouraged to participate and commit to the development and implementation of disaster risk reduction projects and policies”.

Also, an OAS/IDB/IMF/World Bank study entitled “The Economics of Disaster Mitigation in the Caribbean” concluded that in Latin America and the Caribbean there is a need for governments to develop and implement policies, laws and technical standards to define acceptable levels of risk in the event of a natural disaster. For this purpose they called on the support of private enterprise and national and international agencies for the design and implementation said policies.

How to Enhance Civil Society Participation?

Public participation is a key factor for the effective structuring of a prevention and response system to natural disasters. Institutions such as organized communities, neighborhood organizations and non-governmental organizations, among others, should promote parallel programs in coordination with government bodies to consolidate the efforts directed at addressing and reducing the impact of natural disasters.

According to the ISDR/UN, citizen participation on matters regarding natural disaster management has increased in the last years in Latin America and the Caribbean. These efforts have “contributed significantly to the development of national strategies in each country and represent the basis for sub-regional, regional and international cooperation on matters of natural disaster risk management. These efforts also contributed in the dissemination of the message about disaster risk reduction.”⁵ Nevertheless, the ISDR/UN continues to encourage the intensification of citizen participation and the creation of “networks that may ensure cooperation, coordinated action, synergy and solidarity between governments, the private sector, civil society, academia and international agencies.”⁶

DISCUSSION POINTS

There is a need for governments to develop and implement policies, laws and technical standards to define acceptable levels of risk in the event of a natural disaster. In addition, governments need to support national laws and regulations that enable the private sector, including the insurance and reinsurance sectors, to function in an inclusive and transparent manner.

The creation of legal frameworks with more emphasis on citizen participation is the key to building systems and regulations dealing with prevention, mitigation and the response to disasters. The legal framework governing risk management needs to address current needs, include all sectors, municipalities, institutions and designate responsibilities to all stakeholders.

It is important to create incentives for public participation and cooperation of multidisciplinary efforts in the region, with a system of co-responsibility and coordination for the development of policy and/or technical support. Government authorities shall lead concrete

⁵ International Strategy for Disaster Reduction, United Nations Web http://www.eird.org/esp/acerca-eird/marco-accion-esp.htm#p1_2_2

⁶ International Strategy for Disaster Reduction, United Nations Web http://www.eird.org/esp/acerca-eird/marco-accion-esp.htm#p1_2_2



actions in the management of natural disasters and foster the public's participation in decision making and as observers or executors of risk management policy. Institutionalizing citizen participation is the key in management of natural disaster.

The government should integrate citizen participation into educational and training programs that involve the same governments, the private sector, civil society, academia and international agencies. This will help to change the institutions perceptions and link development with disasters risk management.

RECOMMENDATIONS AND PROPOSAL:

- Promote citizen participation into educational and training programs that involve governments, the private sector, civil society, academia and international agencies.
- Promote the creation of legal frameworks with more emphasis on citizen participation is the key to building systems and regulations dealing with prevention, mitigation and the response to disasters.

D. GENERAL CONCLUSIONS

The comments and areas for action listed below reflect the recommendations and proposal that will be considered in the Declaration and Plan of Action of Santa Cruz by the Ministers and High-Level Authorities on Sustainable Development in their First Inter-American Meeting.

- Promote citizen participation into educational and training programs that involve governments, the private sector, civil society, academia and international agencies.
- At the hemispheric and regional levels it is necessary to include risk management in the educational programs that consider a gender perspective across the different levels of formal and informal education.
- Create a regulatory framework, codes, design and construction standards and certification to evaluate and reduce the vulnerability of the educational infrastructure.
- Create an Inter American Mechanism of disaster reduction. The OAS could lead this instrument, reinforcing existing network and the cooperation of agencies, NGOs, and civil society under different scenarios.
- Develop more policies and regulatory frameworks that bring to the society, public and private sector guidance to deal with disaster preparedness, response, and prevention supported by multidisciplinary economic and social programs.
- Develop a strategy to promote and address safety and security to the tourists, providing them the minimum standards of safety and security.



E. ANNEX

Tuesday, April 18th 2006

Time	Activity	Session Chair
8:30	Opening of the workshop.	<p>Dr. Barbara Carby General Director Office of Disaster Preparedness and Emergency Management (ODPEM) Jamaica</p> <p>Dr. Joan C. Neil Director Office of the General Secretariat of the Organization of American States in Jamaica</p> <p>Pedro Bastidas Natural Hazards Specialist Department of Sustainable Development/OAS</p>
9:00	Workshop Overview, Expected Outputs, and outcomes, and OAS Ministerial background:	Pedro Bastidas and Isis Márquez Department of Sustainable Development/OAS
9:20	<p>SESSION ONE: MAINSTREAMING RISK REDUCTION: SIGNS OF PROGRESS OR STATUS QUO? The Socio-Economic impacts of Natural Disasters and Mainstreaming Hazard Risk Mitigation approaches.</p>	<p>Moderator: Eleanor Jones</p> <p>Reporter: Jean Marc Racine</p>
11:00	Coffee break	
11:30	<p>Session Two: Sector-Specific: Best Practices and Obstacles to Risk Mitigation : Tourism Education</p>	<p>Moderator: Blanca Fiallos</p> <p>Reporter: Lizardo Narváez Marulanda</p>
13:00	Lunch	
14:00	<p>SESSION TWO CONTINUED: SECTOR-SPECIFIC: INTEGRATION IN RISK MITIGATION</p> <ul style="list-style-type: none"> Water Infrastructure 	<p>Moderator: Niels Holm-Nielsen</p> <p>Reporter: Jean N. Weaver</p>
15:30	Coffee break	



Time	Activity	Session Chair
16:00	SESSION THREE: SECTOR-SPECIFIC : REGIONAL COOPERATION PRIORITIES IN RISK MITIGATION : <ul style="list-style-type: none"> •Risk Identification (i.e. Hazard Mapping, Vulnerability Risk Assessment) •Mainstreaming Hazard Risk Reduction 	Moderator: Juan Murria Reporter:
17:15	Wrap-Up of Day One	Reporters
18:30	Close of First Day	

Wednesday, April 19th 2006

Time	Activity	Session Chair
8:30	SESSION FOUR: Sector-Specific: Regional Cooperation opportunities in Risk Mitigation (continued): <ul style="list-style-type: none"> •Land-Use Planning and Zoning •Capacity-Building and Donors Coordination •On-going information exchange and hemispheric networks 	Moderator: Alberto Maturana Reporter: Charmaine Gentles
10:30	Coffee break	
11:00	SESSION FIVE: Governance in Risk Mitigation <ul style="list-style-type: none"> •Supportive National Legislative Frameworks •How to Enhance Civil Society Participation? 	Moderator: Marco Antonio Rodríguez Reporter: Paulette A. Jude
12:00	Wrap-Up of Morning Session and Draft Recommendations	Reporters
13:00	Lunch	
14:30	SESSION SIX: Risk Mitigation Initiative: Inter-American Development Bank (IADB) Consultation on draft Managing Risks of Natural Disaster policy	Kari Keipi IDB
16:30	Coffee break	
18:00	Workshop ends	



B. 2 List of Participants

Participant	Country/Region
Jeremy Collymore , Coordinator Caribbean Disaster Emergency Response Agency CDERA	The Caribbean
Eleanor Jones , Managing Director and Consulting Principal, Environmental Solutions Ltd	The Caribbean
Velda Octave-Joseph , Community Development Officer National Disaster Management Agency NDMA	Saint-Lucia
Dr. Barbara Carby , Director General Office of Disaster Preparedness and Emergency Management ODPEM	Jamaica
Ms. Charmaine Gentles Office of Disaster Preparedness and Emergency Management ODPEM	Jamaica
Eduardo A. Carral García , Director Técnico Dirección Gral. de la Protección Civil de la Secretaría de Gobernación.	Mexico
Marco Antonio Rodríguez Consultor de Desarrollo Sostenible	Bolivia
Juan Murria , Consultor Asesor Fundación Venezolana de Investigaciones Sismológicas FUNVISIS	Venezuela
Lizardo Narváez , Técnico asistente Dirección de Apoyo a la Prevención de Desastres de la Comunidad Andina PREDECAN	Andes Region
Alberto Maturana , Director Oficina Nacional de Emergencia del Ministerio del Interior ONEMI	Chile
Jean N. Weaver , Coordinator U.S Geological Survey USGS	United States of America
Blanca Fiallos Peña Coordinadora de la unidad de gestión de Riesgos de la Secretaría Nacional de Desarrollo y Planificación SENPLADES	Ecuador
Kari Keipi , Senior Natural Resource Specialist Inter-American Development Bank IDB	The Americas
Niels Holm-Nielsen , Environment Management Specialist Inter-American Development Bank IDB	The Americas



Participant	Country/Region
Joaquin Toro , Specialist Natural Disaster World Bank WB	The Americas
Dr. Jean Luc Poncelet , Gerente Organización Panamericana para la Salud OPS	The Americas
Leon Prop , Head of Regional Delegation International Federation of Red Cross and Red Crescent Societies IFRC	The Americas
Dra. Mónica Zaccarelli , Asesora Subregional para el Caribe Organización Panamericana para la Salud OPS	The Caribbean
Michele Matthews , Territorial Disaster Services Coordinator The Salvation Army	Jamaica
Paster Eric Nathan Adventist Disaster Relief Agency ADRA	Jamaica
Paulette A. Griffiths , Project Manager Development Cooperation High Commission of Canada CIDA/ Project Management Office	Canada
Herbert Thomas , Deputy Managing Director Water Resource Authority WRA	Jamaica
Jean Marc Racine , Natural Hazards Specialist Organization of American States OAS	The Americas
Pedro Bastidas , Natural Hazards Specialist Organization of American States OAS	The Americas