



Quito renace.



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Alcaldía Metropolitana



CISS
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DE SEGURIDAD SOCIAL

Rapporteur's Report

Social Development

*Workshop on disaster risk management with a social protection approach
Quito, Ecuador
12 and 13 August 2025
SP/TGRDEPS/IR-25*

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I. SUMMARY

On 12 and 13 August 2025, the [Workshop on disaster risk management with a social protection approach](#) was held in person in Quito, Ecuador. It was organised by the Permanent Secretariat of SELA, in conjunction with the Inter-American Conference on Social Security (CISS). On this occasion, once again, the Economic Commission for Latin America and the Caribbean (ECLAC) and the Network of Social Studies for Disaster Prevention in Latin America and the Caribbean collaborated in delivering the content. This activity forms part of Project A. Comprehensive Disaster Risk Management in Latin America and the Caribbean under Programme II: Comprehensive Disaster Risk Management and Climate Change, included in the Social Development Thematic Area of SELA's [Work Programme for 2022–2026](#). This is the fourth edition of this workshop, making it a benchmark in the region and demonstrating the commitment of SELA and its partners to a better and more effective approach to the challenges posed by disasters in Latin America and the Caribbean. Previous editions were held in Honduras, Belize and the Dominican Republic in 2022, 2023 and 2024, respectively.

The workshop focused on strengthening participants' knowledge and skills in Comprehensive Disaster Risk Management (CDRM), with an emphasis on social security and protection policies—understood as a broad range of policies and programmes such as cash transfers, subsidies, employment programmes and access to basic services, designed to reduce vulnerability and social exclusion and strengthen the resilience of individuals and communities. It was based on the premise that, within the context of CDRM, social security and protection play a key role in disaster preparedness, response and recovery, ensuring timely and effective support mechanisms.

This training workshop was attended by officials from public institutions involved in social security and protection. It was structured around four modules that combined theory on CDRM and social security and protection; analysis of best practices; case studies; an exploration of the interrelationship between CDRM and social security and protection; and the role of public-private partnerships in scaling up these systems. Participants had the opportunity to undertake practical exercises to ensure the relevance and immediate applicability of Knowledge in local contexts.

The workshop successfully fostered effective dialogue among those working in disaster risk management, social security and social protection, promoting joint strategies to strengthen the resilience of the target populations. Through a lively exchange of knowledge and experiences, the specialists and participants in general reflected on and discussed possible inclusive, sustainable solutions aimed at optimising the emergency response and facilitating regional adaptation to climate change, using social security and protection networks as fundamental pillars in this process.

2 Specifically, the organisers proposed two objectives for this workshop, namely:

i) To promote and share knowledge regarding CDRM with an emphasis on social public policies relating to social security and protection systems, in order to support the sustained recovery of communities and individuals affected by disasters in LAC, and ii) To strengthen the participating officials' skills and competencies in CDRM, with a focus on social security and protection policies.

As in previous editions of the workshop, this event also benefited from the participation of leading experts from the region. They were Omar Bello, Economic Affairs Officer and Disaster Assessment Focal Point at ECLAC; Alonso Brenes, from the Network of Social Studies on Disaster Prevention in Latin America and the Caribbean (LA RED); and Verónica Zamudio, a researcher at the Inter-American Conference on Social Security (CISS). Also participating as speakers were specialists Jonathan Rivadeneira, National Coordinator for Pre-hospital Care at the Ecuadorian Social Security Institute (IESS); and José Collago Pulupa, Specialist in mobile units and care at the Ministry of Public Health (MSP) of Ecuador.

For further information about the workshop, please visit <https://sela.org/en/agenda/workshop-on-disaster-risk-management-with-a-social-protection-approach/> on SELA's Web site (www.sela.org).

Tuesday, 12 August 2025

II. OPENING CEREMONY

The opening remarks at the workshop were delivered by the following speakers:

Patricia Carrillo, Metropolitan Director of Risk Management for the Municipality of Quito.

After greeting and welcoming the audience, she expressed her conviction that this workshop would serve as a forum for discussion and learning, and an opportunity to forge productive partnerships for risk management, as well as to gain a better understanding of both social vulnerability and the most appropriate mechanisms for reducing it. She noted that the municipal officials present are in charge of risk management for the city of Quito and are responsible for translating the outcomes of this work into the design and implementation of effective public policies, as well as ensuring efficient action across all bodies involved in risk management.

She concluded by reaffirming the commitment of the Metropolitan Directorate of Risk Management for the Municipality of Quito to work in a coordinated manner with a view to building safer, better-prepared and more resilient communities, and expressed her confidence that the two days of workshops planned would be of great benefit to the participants and to the Municipality of Quito, as well as to the other government bodies represented at this training event.

Ambassador Lesly David, Permanent Secretary of the Latin American and Caribbean Economic System (SELA).

In a video message, he welcomed the audience and stated that this event aimed to explore "a crucial perspective on how we approach disasters;" he added that, in this regard, the infrastructure-focused approach – important as it is – must not "overlook the most vulnerable and fundamental element in any crisis: people." What matters is ensuring that there is a social network made up of assistance programmes focused on health, education and food, capable of protecting the most vulnerable populations.

He added that it is necessary to promote the greatest possible resilience in communities so that

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"no one is left behind" and that, with this aim in mind, SELA has decided to maximise its impact by encouraging the participation of local government institutions. He then highlighted some of the benefits that participants would derive from this training programme: a deep understanding of key aspects such as the interconnection between disasters and society; the impact that disasters have on the most vulnerable groups; and the potential of social protection as a tool to mitigate inequalities, beyond the immediate emergency, and to identify the root causes of vulnerability. He also stated that participants would become familiar with the use of specific tools and methodologies that would enable them to integrate the social protection approach into their plans and strategies; identify at-risk populations; design assistance programmes; and strengthen community resilience by broadening their understanding of how social protection can cushion the impact of disasters.

Finally, he pointed out that these benefits would be felt at a local level, close to the people, through contact with colleagues from various institutions and regions, and that "this training will enable them to be more effective, more strategic and more compassionate in their work."

Emmanuel Ramírez, Chief of Cabinet for the Inter-American Social Security Conference (CISS). Speaking on behalf of Mr Pedro Kumamoto Aguilar, Secretary-General of the CISS, he expressed his conviction that risk management must be approached from a broad perspective that incorporates social protection as a highly effective tool for prevention, response and recovery, and that "when we talk about social protection, we are also talking about health systems, employment, pensions, social care programmes and people's economic security". That is why, he asserted, the management of socio-environmental risks occupies a strategic and central place amongst the CISS's priority areas for research and action.

He continued by pointing out that it is precisely this line of research that has enabled the CISS to analyse how social, economic and environmental policies could be further integrated in the context of increasing vulnerability and climate-related threats. Above all, he emphasised, it has also facilitated dialogue with public institutions, community organisations, international bodies and academic stakeholders with the aim of collectively creating more robust and sustainable strategies by building a common language that articulates and facilitates convergence among different institutions involved in social security, social protection and risk management.

He noted that the inclusion of the local level in this dialogue is not only relevant but also essential, as it is at this level that response networks are activated, immediate decisions are taken and care arrangements are organised. He also pointed out that the participation of the Metropolitan District of Quito, with its experience and capabilities, would enrich the technical exchange, helping ensure that this workshop remains true to its purpose as a practical, applied and useful forum for institutions.

Finally, he reiterated that the CISS is an organisation open to dialogue and cooperation among the countries of Latin America and the Caribbean, and that it will continue to enthusiastically support initiatives of this kind.

III. DEVELOPMENT OF THE WORKSHOP

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Following is a summary of the contributions made in each of the modules. The most significant points raised during the discussion of the content have been, either verbatim or paraphrased, condensed and grouped under point V. Highlights.

MODULE 1. COMPREHENSIVE DISASTER RISK MANAGEMENT AND AFFECTED POPULATION**Facilitator:**

Omar Bello, Economic Affairs Officer and Disaster Assessment Focal Point at ECLAC, presented the topic *Disaster risk and its territorialisation* and covered the following points: definitions, disasters in Latin America and the Caribbean, disasters in Ecuador, basic concepts for estimating the effects of a disaster, and an exposure model for measuring disaster risk.

With regard to definitions, he pointed out that disasters result from a combination of natural phenomena that trigger processes affecting heritage assets and the built-in vulnerability of human settlements. He then outlined the three components of disaster risk: hazard, exposure and vulnerability. He emphasised that natural hazards have been the most studied of these, and clarified that, for each sector, exposure is the sum of the replacement value of each asset that could potentially be damaged as a result of a disaster.

He then cited some international statistics relating to disasters in Latin America and the Caribbean between 1970 and 2019, with particular reference to those recorded in Mexico and Central America, the Caribbean and South America, before moving on to data on disasters in Ecuador between 1970 and 2024, highlighting that storms and floods accounted for 54% of events and were responsible for 81% of deaths, 98% of the directly affected population and 88% of the damage during that period.

He referred to the estimation of effects and impacts, noting that disaster assessment involves estimating, in monetary terms, the effects and impacts caused by the event, with the aim of guiding recovery and reconstruction processes so that the community in the affected area can return to its pre-disaster state. He then explained the components of the impact assessment: i) Damage; ii) Losses; and iii) Additional costs, as well as the financial requirements for recovery and reconstruction, the latter being viewed as part of a disaster risk reduction (DRR) strategy that includes preparedness, response, mitigation and sustainable development.

He drew on data from ECLAC and the Inter-American Development Bank (IDB) to analyse the impact of hurricanes Eta and Iota, which struck Honduras, Guatemala and Nicaragua between October and November 2020. He recalled that, at that time, the sectors hardest hit were agriculture, trade and industry.

Finally, he summarised the Dala Methodology, which is a framework for estimating the monetary value of the consequences of geological or hydrometeorological disasters on the economic and social sectors of a country or region, thereby identifying the recovery and reconstruction needs

required to return to the pre-event situation and strengthen long-term resilience. This methodology is applied through various tools and guidelines developed by organisations such as the UN, ECLAC and the FAO, and considers the value of destroyed physical assets, losses in economic flows and the post-disaster macroeconomic impact.

MODULE 2. COMPREHENSIVE DISASTER RISK MANAGEMENT FOR MULTI-SECTORAL COORDINATION – MODULE 3. SOCIAL POLICY FOR DISASTER RISK REDUCTION AND SUSTAINED SOCIAL RECOVERY

Through these two modules, led by the CISS, the concept of Comprehensive Disaster Risk Management (CDRM) was examined as a multidimensional approach that involves integrating actions across the five phases of the cycle, namely: i) prevention; ii) preparedness; iii) response; iv) recovery; and v) reconstruction. It was also emphasised that this approach involves recognising the interconnections between natural hazards, social vulnerabilities and institutional capacities, as well as promoting multisectoral coordination between institutions, levels of government and civil society, which together tackle disasters.

Facilitator:

Verhonica Zamudio, researcher at the Inter-American Conference on Social Security (CISS), emphasised that CDRM cannot be limited to civil protection, but must be coordinated with security and social protection policies in order to address the economic and social consequences of disasters as well. To illustrate this, examples of social policies were presented for each phase of the CDRM cycle. In terms of prevention, the Resilient Housing Programme in Cuba, aimed at reducing physical vulnerability to hurricanes; regarding preparedness, the IMSS Institutional Emergency and Disaster Plan in Mexico, which establishes advance protocols for action; in the response phase, the immediate actions taken by the Peruvian government and the Red Cross following the 2021 earthquake, such as setting up temporary shelters and providing drinking water; for the recovery phase, the Emergency Bonus in the Dominican Republic during Hurricane Fiona (2022), which provided temporary cash transfers to affected families; and, finally, in the reconstruction phase, the “build back better” principles promoted by PAHO/WHO through the Resilient Hospitals to Health Emergencies and Disasters initiative, which integrate structural safety, energy efficiency and environmental sustainability. These examples highlighted how social protection and social security policies are key tools for reducing vulnerability and fostering sustained recovery following a disaster.

The following experts were present to discuss risk management and social policy in the host country:

Jonathan Rivadeneira, National Coordinator for Pre-hospital Care at the Ecuadorian Social Security Institute (IESS), spoke about national coordination of risk and emergency management within the social security sector and outlined the comprehensive risk management approach at the IESS, the body responsible for administering social security in Ecuador, which is tasked with implementing compulsory universal insurance in accordance with the Constitution of the

Republic, in force since 2008. Its main function, he added, is to protect citizens in various contingencies such as illness, maternity, disability, old age and death, through insurance and benefits. To that end, he began by briefly describing the main components of the institute's

6 organisational structure, highlighting the National Directorate of Institutional Risks, whose mission is to coordinate and manage the implementation of institutional risk plans covering all IESS programmes, projects and units. This includes financial risk management and coordination with other IESS departments, such as the Bank of the Ecuadorian Social Security Institute (BIESS), as well as ensuring business continuity through approved policies, processes, methodologies and procedures, with a view to supporting the Board of Directors in its decision-making. Finally, he noted that the mission of this department is to ensure that the IESS has robust and efficient risk management in place, protecting both its own resources and those of its members.

José Coyago Pulupa, Specialist in mobile units and pre-hospital care at the National Directorate for Mobile Healthcare Services of Ecuador's Ministry of Public Health (MSP), shared the experiences of emergency medical and pre-hospital care teams¹ in disaster situations, emphasising the healthcare provided by these teams during disasters and medical emergencies in general. He referred to the agreements that the Ministry of Public Health (MSP) had with the Pan American Health Organisation (PAHO) and the World Health Organisation (WHO), which, he noted, provided for the use of emergency medical teams. He noted that Ecuador has had mobile hospitals since 2010, but that their structures needed to be improved and that, in 2016, a project was launched that provided valuable experience in the field of mobile health services.

He went on to explain that the mission of the National Directorate for Mobile Healthcare Services is to manage emergency care both within and outside healthcare facilities, as well as care in areas where access to healthcare services is limited, through the provision of medical transport services in accordance with sectoral policies, within the framework of the right to healthcare and social equity. He added that it is governed by a regulatory framework designed to ensure comprehensive, timely and high-quality care in emergency situations and in hard-to-reach areas, using technological means and promoting equity and access to health services for the entire Ecuadorian population. This framework includes public policies, laws, management models and technical standards, amongst other instruments. He noted that, in addition to the regulatory framework, they are also based on the [Organic Law on Risk Management](#). Finally, he summarised the entire structure of what he termed the integrated healthcare system comprising pre-hospital mobile services. Both presentations helped ground the regional discussion in the country's institutional reality.

Subsequently, at the initiative of Dr Verhonica Zamudio of the CISS, the participants worked in teams based on a hypothetical catastrophic scenario involving an earthquake in Quito, with the collapse of buildings, severe damage to hospitals and water and energy networks, disruption to essential services, thousands of injured and displaced people, as well as landslides and food supply shortages. Based on this scenario, they drew up a list of key institutions for managing the crisis, prioritising those represented by workshop participants. The institutions were then placed in the phase of the DRR cycle where they play a leading role. Furthermore, the actions and programmes to be activated in each phase were identified, along with visual maps of multisectoral coordination, where the teams mapped out connections between national and municipal institutions and linked social protection programmes with emergency response.

This exercise led to the conclusion that DRR in Ecuador is moving towards a multidimensional approach by integrating actions, recognising interconnections and promoting multisectoral coordination. However, the need to strengthen the mainstreaming of risk management within the security and social protection sectors was highlighted, ensuring that these systems play an active role

¹ In Ecuador, pre-hospital care is coordinated through ECU 911 and provided by the Ministry of Public Health (MSP) and other organisations such as the Fire Service and the private sector.

in prevention and recovery.

MODULE 3 (CONTINUED). THE POPULATION AFFECTED BY A DISASTER: PURPOSE OF SOCIAL POLICY

Facilitator:

Omar Bello, Economic Affairs Officer and Disaster Assessment Focal Point at ECLAC, began his presentation by pointing out that one of the first tasks in assessing a disaster is to define the geographical area affected by it, as the information derived from this definition is fundamental for all sectors, since it delimits the scope of sectoral analysis and is very useful for identifying the affected population. He defined the affected area as the area used to estimate the effects of disasters across the three sectors (social, productive and infrastructure), the definition of which is very useful in terms of a country's geographical-administrative division: a region, province, municipality or even the whole country. He added that this area should include the location where there has been a direct impact on people (fatalities and injuries) and the economy (damage and losses). He then outlined the type of information required to define the affected area: i) reports on fatalities, damage and the destruction of homes, amongst other things; ii) analytical information on the event; and iii) cartographic information.

He added that, for its part, estimating the affected population serves as a starting point for: i) guiding national and international efforts aimed at overcoming the emergency and ii) setting priorities for rehabilitation and reconstruction plans and programmes; and that, in the event of a pandemic, it enables projections to be made and response measures to be budgeted for.

Depending on the type of impact suffered, he classified the affected population as follows: i) primary (70%); ii) secondary (30%); and iii) tertiary (which he referred to as "a footnote", "something theoretical that never amounts to disaster response"). The focus, he said, is on the other two. He added that the primary group is the target population, not only in disaster assessments but in all compensation policies. It comprises those who suffer the direct consequences of the disaster: fatalities, the injured and disabled, displaced persons and, fundamentally, those whose homes have been damaged; they are the first priority in the emergency response. The secondary population comprises those who lose their jobs or fruit and vegetable traders who lose their income due to the destruction of the agricultural crops from which they sourced their produce. The tertiary population consists of people who, although they did not live in the disaster zone, were indirectly affected, for example, by the suspension of the water supply.

He then referred to some of the areas affected, based on data from ECLAC and the United Nations High Commissioner for Refugees (UNHCR), such as the Port-au-Prince earthquake (2010) and Hurricanes Eta and Iota in Guatemala (2021).

Wednesday, 13 August 2025

Carolina Andrade, Secretary General for Public Safety and Risk Management of Ecuador, greeted those present and thanked them for taking part in the workshop. She highlighted the

8 importance of both local and national institutions participating in this fruitful exchange of knowledge and experience, thereby helping strengthen the municipality's capabilities. She added that the Mayor of Quito, Pabel Muñoz, has always emphasised the need to focus on prevention, especially now that there is a *Metropolitan Plan for Comprehensive Disaster Risk Management* in place, which enables coordinated action at different levels, not only within the municipality but also beyond it, thanks to collaboration with other sectors.

After referring to some of the emergency situations caused by recent disasters in the municipality, she spoke of the importance of the sense of humanity that should inspire officials dealing with such situations and congratulated the Metropolitan Risk Management Directorate for promoting these forums "to strengthen our knowledge and our coordinated actions." Finally, he expressed his gratitude to the co-hosts for their presence, their support and for recognising Quito as a hub for knowledge exchange and for always being prepared.

MODULE 4. PUBLIC-PRIVATE PARTNERSHIPS IN THE CREATION OF SOCIAL PROTECTION TOOLS

Facilitator:

Alonso Brenes, Network of Social Studies on Disaster Prevention in Latin America and the Caribbean (LA RED), explored the topic *Disasters in Latin America and the Caribbean* with the aim of analysing the opportunities offered by public-private partnerships to reduce disaster risk within the sphere of social protection and its associated processes. In this regard, he pointed out that it is necessary to improve the interface between public services, regional prosperity and the safety of people in these areas. He recalled that one of the key tenets of LA RED, in 1992, was that disasters are not natural phenomena, but rather social processes. The other principle is that disasters disproportionately affect people living in conditions of severe social vulnerability, and that this occurs in several countries across the region, including the most dynamic economies, which have more robust social care and protection systems and which, generally speaking, are better prepared and therefore better able to withstand the impact. He emphasised that this is why he insists on stating that disaster risk management is not an add-on to the issue of development, but is intrinsic to it and that, as a general rule, if there is a good level of development, there will be good conditions for managing risk.

He then spoke about the intersections and crossroads for the resilience of services in Latin America and the Caribbean, and the risks facing the region five years before the conclusion of the *Sendai Framework for Disaster Risk Reduction 2015–2030*. He noted that the outcome of implementing this framework in the region "has been disastrous" and that, having been assessed globally in 2024, the results were "very pyrrhic" because, despite the progress made, the backlog is enormous and the remaining challenges are highly complex, particularly in the context of regional development.

He reiterated that one cannot discuss disasters without considering the various contexts involved, namely: political, economic, regulatory and social. All of these, he said, are undergoing a process of transformation, both at regional and global levels; a process which, he noted, will have very specific implications in terms of public policy and the risk management agenda, as well as the quality of the social services that citizens are receiving.

On the subject of the quality of public services, he recalled that 10 years ago it was assumed that improving public infrastructure would almost automatically lead to better services. Experience, he said, has shown that infrastructure is important, but that it is not the most important factor to improve in order to achieve better public services, as he illustrated in the following paragraph.

He highlighted the redistributive and dignity-enhancing nature of public services (a driving force for equity and the redistribution of wealth), outlining the following characteristics: i) they are not a handout. They are the return on collective contribution; ii) they represent a fundamental social contract; and iii) they are crucial to ensuring that people do not have to rely solely on their individual ability to pay. He added that the lack of access to social services prevents millions of people in LAC from prospering; that poverty cannot be eradicated whilst deficits in access to services such as education, health and sanitation, amongst others, persist; and that out-of-pocket expenditure amounts to a transfer of costs from the State to the citizen, amounting to a regressive tax that penalises the poorest and is a powerful driver of inequality.

He summarised the overall regional situation regarding public services in key areas such as education, health and drinking water supply, amongst others, including the implications of a lack of access to technology and highlighting the fact that the public has no idea how public services work; this, he said, is linked to education because these are topics that should be discussed in citizenship classes, for example, so that people know how the state and public services in general work and how they should work, and how they should behave in relation to such services in a given situation.

Finally, he made some observations on public investment in Latin America and the Caribbean and on the challenges involved in improving the performance of public services in the region; he made a number of recommendations to address gaps in these services and presented a *Methodology for assessing public service performance*, which he summarised as an approach to diagnosing and strengthening resilience and which, based on a comprehensive assessment of the performance of these services, enables us to move beyond a purely infrastructural analysis to understand the entirety and complexity of the system. This methodology, he explained, seeks to facilitate the transition from a reactive management model to a strategic and resilient one, capable of anticipating contingencies and ensuring the continuous provision of services to citizens.

Financial dimension of disaster risk. Importance of PPPs

Facilitator:

Patricia Carrillo, Metropolitan Director of Risk Management at the Municipality of Quito,

10 presented on the topic of *Financial support measures in the Municipality of Quito*. She briefly outlined the characteristics of the Metropolitan District of Quito: its total area; the predominance of rural areas, with the largest population concentrated in the urban area, where 51% of women live; and its political division into 10 zonal administrations. She highlighted that there is a body of legislation related to comprehensive disaster risk management and financial mechanisms, namely: the *Constitution of the Republic* (Articles 389 and 390); the *Code of Territorial Organisation, Autonomy and Decentralisation (COOTAD)*, Articles 140 and 186; the *Organic Law on Comprehensive Disaster Risk Management* (Article 19 of which stipulates that decentralised autonomous governments or actors within the national decentralised risk management system must finance risk management actions and activities in each of its phases); the *Organic Code on Planning and Public Finance* (Articles 172 and 177), which stipulates that the State must guarantee these activities by providing the necessary financial support; the *Municipal Code of the Metropolitan District of Quito*, in its section on the Metropolitan Risk Management System and also in the section on the public safety, coexistence and risk management levy.

She gave a historical overview dating back to 2002, the year in which a municipal by-law was passed establishing the *Public Safety Services Levy and the Special Fund for the Prevention of Violence and Public Insecurity*, administered by Corposeguridad. At that time, she noted, the focus was not yet on emergency situations but on public safety. In 2006, she continued, the Metropolitan System for Public Safety and Community Living and the Emergency Fund were established. In 2010, metropolitan public companies were set up with the responsibility of administering the Public Safety Levy and the Emergency Fund, which had been created in 2008 to be managed by the municipal security company (Emseguridad).

In 2011, the 2008 by-law was amended and Emseguridad now administers the risk management and emergency response fund, in addition to the security levy. She noted that, since 2012, there has been a dedicated financial mechanism for risk management and emergency response. In 2019, the Emseguridad board issued the regulations for the Metropolitan Risk Management and Emergency Response Fund, which assigns responsibility for planning to the General Secretariat for Public Safety and Risk Management. She went on to provide details on the management of resources which, directly or indirectly through a variety of institutional bodies, are used for activities associated with risk management.

Alonso Brenes, Network of Social Studies on Disaster Prevention in Latin America and the Caribbean (LA RED), presented the *National Strategy for Financial Management of Disaster Risk (ENGFRD): processes and challenges* (Costa Rican Ministry of Finance, 8 July 2024). He explained that this is a strategic framework reflecting the commitment to strengthen the management of fiscal risks arising from natural disasters and to mitigate the fiscal impact of such events. Its purpose is to establish a general framework, through fundamental guidelines, which will subsequently enable the development of implementation plans as operational tools.

He noted that, in fact, the ENGFRD seeks to establish a general framework and guidelines that will enable: i) the identification, understanding and quantification of fiscal risks associated with adverse events; ii) having adequate instruments to address these risks, ensuring the timely and efficient availability of resources; iii) strengthening the resilience of public investment through a multi-sectoral approach; and iv) promoting dissemination, transparency and accountability in financial risk management.

Mr. Brennes noted that the document was presented a couple of years ago and that it reflects work dating back to at least 2008, in terms of capacity-building and the necessary conditions required for a policy instrument such as this to be effective, because "the gap between what is written and what is actually done in Latin America is very wide."

He then went on to discuss the operational challenges facing Costa Rica's TFRD. He referred to the PAP (Costa Rica's Average Annual Loss), which he broke down as follows: i) floods: between USD 170 and 193 million; and ii) earthquakes: between USD 166 and 526 million. He then summarised the risks mentioned: i) Comprehensive understanding and quantification of risk: It is imperative to have robust, disaggregated data that goes beyond direct losses. Probabilistic models are needed to capture indirect impacts, cascading effects and regional variability; ii) Diversification and stratification of financial instruments: no single instrument is sufficient on its own. A layered approach is required, combining risk retention mechanisms for more frequent, lower-impact events with risk transfer instruments for larger-scale, lower-probability events; iii) adaptive legal and regulatory frameworks: legislation must be sufficiently flexible to allow for the development of financial instruments. This includes clear regulations for asset valuation and risk management in public and private investment; and iv) capacity building and risk culture: it is crucial to develop and strengthen technical, actuarial and modelling capabilities within government institutions, the financial sector and communities.

Afterwards, he summarised the conceptual framework of the TFRD in Costa Rica, which, he noted, is based on the provisions of the National Emergency and Risk Prevention Act (Law 8488). He then discussed the impact of disasters, particularly the following: i) pressure on public finances and the scope for social investment; ii) direct impact on the country's productive and economic potential; and iii) exacerbation of vulnerability and social inequality.

He pointed out that it is important to include, at all levels, a process of continuous review of legal and regulatory frameworks that underpin the technical aspects, and that there must be capacity-building and a culture of risk management, primarily at the institutional level. In this regard, he stated that officials need to know what they are facing because they are groups of professionals who may be unfamiliar with these issues, given that they involve new terminology and new ways of approaching a problem. Furthermore, in many cases, as a result of this financial strategy, sectoral institutions are now being called upon that previously did not feel involved, as it was assumed that all this was a matter for the National Emergency Commission, to which, at a given moment one would turn to in order to obtain the funds required to repair a road damaged as a result of a disaster.

He outlined the key milestones in building resilience in Costa Rica from 2008 to 2024. Finally, he summarised the immediate national challenges: i) redesigning and strengthening the FNE: with an emphasis on its sustainability and adequacy, and better quantification of its needs; ii) high-impact transfer instruments: the procurement of sovereign parametric insurance for critical infrastructure and natural capital, and micro-level products for the agricultural sector and vulnerable populations; and iii) capacity building: promoting a culture of risk management and insurance within public and

12 private institutions, and amongst the general population, with an emphasis on vulnerable groups. This includes improving technical capabilities in risk modelling and actuarial design.

MODULE 4 (CONTINUED). PUBLIC-PRIVATE PARTNERSHIPS IN THE CREATION OF SOCIAL PROTECTION TOOLS

Alonso Brenes, Network of Social Studies on Disaster Prevention in Latin America and the Caribbean (LA RED), stated that, in terms of development, certain disasters can set a country back by decades in terms of investment. For example, in Central America, people often refer to Hurricane Mitch (1997), which, according to estimates, set Honduras back 30 years due to the significant loss of infrastructure it suffered.

As examples of countries with very small and fragile economies, he cited Grenada and Haiti, where the impact of catastrophic events on GDP is considerable, whereas in countries such as Ecuador, Mexico and Chile, which are better prepared, that impact tends to be much smaller. He then showed a graph comparing economies of different sizes, displaying the capital formation curves alongside another curve calculating the reduction in capital formation due to the effects of disasters. A comparison was also made between different economies. For example, the case of the United States following Hurricane Katrina. In any LAC country, he noted that event would have been a far greater catastrophe than it was in the US. Thus, development conditions determine the impact of a disaster on a given country.

He referred to figures relating to health, water and sanitation (more than 400 million people in the region without adequate sanitation), floods and droughts. The latter events, he said, have cost the region some 40 billion dollars and affected more than 100 million people over the past 20 years. He noted that the water supplied to Lima comes from a glacier which is estimated to have disappeared by around 2030, and emphasised that these are issues that are not currently being discussed; for the city government, this is a highly significant situation because the glacier will alter the configuration of the catchment area, runoff, and as a result, all processes relating to supply, collection and treatment, amongst others, will have to be adjusted. He added that this situation gives an idea of what is to be expected in the context of our economies in terms of service recovery. He emphasised that international standards state that, in the event of major disruption, services should be up and running, at least on a provisional basis, within no more than 72 hours.

He then referred to the waste and inefficiency of public spending, drawing on a World Bank (WB) chart. He began by stating that public investment in Latin American and Caribbean (LAC) countries is highly vulnerable. He added that when we capitalise on commodity cycles without generating value-added from those revenues, we overlook the fact that such revenues will eventually decline. On the other hand, the expansion of the state apparatus is very rigid and does not allow us to scale back. Thus, it is not possible to dismiss, overnight, 50,000 civil servants hired during boom times. He commented that there is a great deal of inefficiency. He also referred to waste in public procurement, noting that the systems involved still face the challenge of being highly inefficient, very slow and overly bureaucratic.

On the subject of public investment, he pointed out that this is the easiest area to cut back on and is where the region faces the largest deficits. It is often said that the Latin American and Caribbean region needs to invest 5 to 6% of its GDP, but the reality is that, in 2019, the region invested only 1.3% of its GDP. That figure, he said, may have changed, but not by much. It is a trend that has persisted since the 1980s. In that decade, with the debt crisis, the decline in public investment in

the region began. Before that, regional investment figures were buoyant, but they have not been able to recover since then.

The debt crisis led to a fall in investment rates, but "not everything is so bad." Public investment has often fallen because much of the investment has already been made, so there is no longer a need to invest as much. For example, if a country already has a base of around 6,000 schools, the focus now is on continuing to build new ones where needed, as well as improving maintenance, amongst other things. So, it is not that investment levels have to be maintained, but the fact is that we invest too little. The region does not invest as much as it should. This impacts development and the labour market.

IV. CLOSING REMARKS

The following speakers delivered the closing remarks:

Jessica Rodríguez, Director of Projects and Research at the Inter-American Conference on Social Security (CISS), speaking on behalf of the Secretary-General, José Pedro Kumamoto, expressed her gratitude to everyone for their participation in making this successful edition of the workshop possible. She noted, amongst other things, that it had been an excellent opportunity to gain a deeper understanding of the services provided by the Ecuadorian Social Security Institute, particularly its capacity to respond to medical care needs, as well as the way in which this is coordinated with strategic sectors and stakeholders. She added that, overall, this exchange highlighted the importance of integrating healthcare into disaster risk management as a key component of social protection systems.

Gustavo Herrera, Coordinator of Social Development of SELA, reiterated his gratitude to the Municipality of Quito for the hospitality shown and, more generally, to all those present for their contribution to the workshop, emphasising SELA's satisfaction as the organiser of the event, in partnership with CISS and with the collaboration of ECLAC and LA RED. He also stressed the importance of coordination between the various bodies involved in disaster risk management, both at national and regional level, and their collaboration as a starting point for the development of joint action aimed at strengthening regional integration and avoiding duplication of efforts, with a view to optimising their use for the greater benefit of communities and the development of Latin America and the Caribbean.

Patricia Carrillo, Metropolitan Director of Risk Management at the Municipality of Quito, commented that the workshop's objective had been achieved, which was to raise awareness of the social protection aspect—an area, she noted, is rarely mentioned in discussions about risk management. She added that, in general, the focus tends to be on more physical, structural issues, and that the experience gained during the workshop, through the various exchanges, had contributed to the process of developing public policies, plans, strategies and tasks related to disaster risk management. She noted that the team representing the Municipality that took part in this event will have much to reflect upon, and the outcome of these reflections will be incorporated into the *Metropolitan Risk Management Plan*, which, she added, includes a social protection component.

She stressed that what had been learnt at the workshop would be incorporated into a number of initiatives currently being developed by the City Council, which would be further enhanced by the

14 knowledge gained. Finally, on behalf of Mr. Pabel Muñoz, Mayor of Quito, and Ms. Carolina Andrade, Secretary General for Public Safety and Risk Management, she reiterated her gratitude to the CISS, SELA and ECLAC for their efforts in ensuring the successful delivery of the workshop, as well as to all participants in general for their attendance and contribution to this training initiative.

V. HIGHLIGHTS

Below are some of the points raised—either verbatim or paraphrased—by the guest experts during the presentation of the content and by participants in general during the discussions that took place over the two days of the event:

1. Risk management requires a broad approach that incorporates social protection as a highly effective tool for disaster prevention, response and recovery.
2. When we talk about social protection, we are also referring to health systems, employment, pensions, social care programmes and people's economic security. For this reason, Comprehensive Disaster Risk Management (CDRM) cannot be limited to civil protection but must be coordinated with security and social protection policies in order to address the economic and social consequences of disasters as well.
3. In disaster management, legislation plays a key role because it makes it mandatory to link disaster management with social security.
4. It is necessary to establish, in every country in the region, a social safety net comprising assistance programmes focused on health, education and food, capable of protecting the most vulnerable populations in the event of a disaster.
5. The local level is fundamental to disaster risk management because disasters occur within local communities, and it is the local population who best understand their threats, vulnerabilities and resources.
6. The involvement of governments and local communities is key to identifying risks, developing emergency plans, reducing the impact of disasters, and implementing prevention and preparedness measures, thereby ensuring a more effective response and greater resilience.
7. When facing a disaster, in addition to addressing all matters relating to infrastructure, the highest priority must be given to people, as they are the most vulnerable and fundamental element in any crisis; this is because individual and community preparedness, participation in the response, solidarity in the recovery process, and the capacity to adapt and learn are crucial to saving lives and building more resilient communities.
8. CDRM in Ecuador is successfully moving towards a multidimensional approach by integrating actions, recognising interconnections and promoting multisectoral coordination.
9. The geographical extent and the number of people affected by a disaster have significant practical implications, as they form the basis for estimating the costs of that disaster.

- 10.** Both the area and the population affected by a disaster are politically significant because they determine access to and eligibility for the resources required during the mitigation and recovery phases.
- 11.** It is necessary to strengthen the mainstreaming of risk management within the security and social protection sectors, ensuring that these systems play an active role in prevention and recovery.
- 12.** Efforts must be made to promote the production of up-to-date statistics on the population directly affected by disasters in the region.
- 13.** It is necessary to foster ongoing dialogue among public institutions, community organisations, international bodies and academic stakeholders, with a view to collectively developing more robust and sustainable strategies by establishing a common language that coordinates and facilitates convergence among the various institutions responsible for social security, social protection and risk management.
- 14.** Comprehensive Disaster Risk Management (CDRM) is a multidimensional approach that involves integrating actions across the various phases of the cycle, namely: prevention, preparedness, response, with an emphasis on recovery, and finally, reconstruction.
- 15.** CDRM involves recognising the various interconnections between risks, natural hazards, social vulnerabilities and institutional capacities, as well as promoting multisectoral coordination among institutions, levels of government and civil society, which together tackle disasters.
- 16.** One of the first tasks in assessing a disaster is to define the geographical area affected by it, as the information derived from this definition is fundamental for all sectors, since it delimits the scope of sectoral analysis and is very useful for identifying the affected population.
- 17.** The area affected by a disaster is that used to estimate the effects of disasters across the three sectors (social, productive and infrastructure), the definition of which is very useful in terms of a country's geographical and administrative division: a region, province, municipality or even the whole country.
- 18.** Disasters disproportionately affect people living in conditions of severe social vulnerability; this is the case in several countries across the region, including more dynamic economies, which have more robust social welfare and protection systems and are, generally speaking, better prepared to withstand the impact of catastrophic events.
- 19.** The outcome of the implementation of the Sendai Framework in the region "has been disastrous." After an evaluation in 2024, it was determined that the results were "highly pyrrhic" because, despite the progress made, the backlog is substantial and the remaining

- 16** challenges are highly complex, particularly in the context of regional development.
- 20.** Disaster risk management is inherent to development and, as a general rule, if there is a good level of development, there will be good conditions for managing risk.
 - 21.** The lack of access to social services creates barriers to prosperity for millions of people in Latin America and the Caribbean, suggesting that poverty cannot be eradicated whilst deficits in access to services such as education, healthcare and sanitation, amongst others, persist.
 - 22.** Out-of-pocket expenditure is the transfer of costs from the State to the citizen, amounting to a regressive tax that penalises the poorest and becomes a powerful driver of inequality.
 - 23.** The public has no idea how public services work, which is down to shortcomings in the education system. It is essential that the public understands how both the state and public services in general operate and how they should function, as well as how they should behave in relation to such services in a given situation.
 - 24.** National planning at all levels of government must include a process of continuous review of legal and regulatory frameworks that promote capacity-building and a risk culture, particularly at the institutional level.
 - 25.** Social and social security policies are key tools for reducing vulnerability and fostering a sustained recovery following a disaster.

ANNEXES:

A. INDICATORS

PROJECT	OPERATIONAL OBJECTIVE	MAIN OBJECTIVE	IMPACT OBJECTIVE
Workshop on disaster risk management with a social protection approach	Promote multisectoral coordination and enhance the technical capacity, skills, and implementation of the social protection and risk management system among key stakeholders in the city of Quito's public policy systems in this area	Promote skills and knowledge in the GIRD by emphasizing social public policies related to social security and social protection systems	Promote the sustained recovery of communities and individuals affected by disasters in SELA Member States and CISS member countries
<i>Process indicators</i>	<i>Output indicators</i>	<i>Outcome indicators</i>	<i>Impact indicators</i>
IP1. Number of participating trainers IP2. Number of hours scheduled for knowledge transfer IP3. National officials nominated IP4. National officials selected IP5. Percentage of national officials selected by gender	IPP1. Percentage of participating trainers IPP2. Percentage of hours dedicated to knowledge transfer IPP3. Percentage of national officials attending 4 sessions IPP5. Percentage of officials certified	IR1. Satisfaction of trainees regarding aspects of the training: organisation, performance of trainers, support material and applicability of contents. .	II1. Percentage of participants present at the beginning and end of the workshop, number of certified participants
<i>Monitoring and evaluation system</i>			
Before: - Design - Viability and feasibility: Institutional/technical/political/budgetary	During: Execution	After: - Evaluation - Direct effects - Monitoring - Indirect effects	

18 B. PROJECT DESCRIPTION

POTENTIAL PROJECT

To deliver a workshop on disaster risk management with a social protection approach in SELA Member States and CISS member countries, with a view to enhancing technical capacity, skills and implementation in the region.

1. Title

IV Workshop on disaster risk management with a social protection approach

2. Counterparts

- Inter-American Conference on Social Security (CISS).
- Municipality of Quito

3. Session host

Although the event was held in person in Quito, Ecuador, SELA provided the Zoom platform.

4. Overall objective

The workshop aimed to promote disaster risk management skills and capabilities, with a focus on social protection, amongst decision-makers and technical staff within the social protection and risk management system of the Municipality of Quito. The workshop topics were: i) CDRM and affected population; ii) CDRM for multi-sectoral coordination; iii) Social policy for disaster risk reduction and sustained social recovery; iv) Public-private partnerships in the creation of social protection tools.

Specific topics

- ✓ Disaster assessment using a multi-sectoral approach to evaluate the effects and impacts on economic and social activities, in order to quantify losses and damage and thereby facilitate and prioritise the investments and resources required for prevention and recovery.
- ✓ Registration of affected persons, which is useful for the implementation and, in other cases, for the adaptation of social programmes to the needs of individuals and population groups affected by hazardous events.
- ✓ Integration of risk-based approaches into social policy, considering international instruments relating to climate change and disasters, to facilitate the development of disaster risk reduction policies that promote the implementation of economic and social recovery measures aimed at protecting the incomes of individuals and households, as well as access to public social services, and the assessment of best practices.
- ✓ The importance of strengthening public-private partnerships in the design of social protection tools within the CDRM.

C. STAGES OF THE PROJECT**1. DESIGN**

The design phase began in the second quarter of the year, with preparatory meetings held with colleagues from the Inter-American Conference on Social Security (CISS). During this period, the dates, structure, methodology and content of the workshop were defined, covering both theoretical and practical aspects, which guided the identification of the profiles of the training team and the selection of suitable professionals to deliver the training sessions. Prior to this stage, the final version of the Methodological Guide for the Workshop on DDR with a social protection approach was already available, which facilitated the structuring of the agenda. As in previous editions, colleagues from the Economic Commission for Latin America and the Caribbean (ECLAC) and the Network of Social Studies for Disaster Prevention in Latin America and the Caribbean were incorporated into the team.

- **Team of trainers**

A team of three highly qualified professionals was formed, all with extensive expertise in disaster risk management with a focus on social protection. They possessed both theoretical and practical knowledge of the subject area, as well as teaching skills to design and deliver training sessions effectively and updated on the latest developments in the field of human mobility, which enabled them to provide participants with the information and tools necessary to understand and adequately address this complex issue.

The event also featured the in-person participation of local facilitators who shared their experiences in risk management and social policy, namely: Jonathan Rivadeneira, National Coordinator for Pre-hospital Care at the Ecuadorian Social Security Institute (IESS); José Coyago Pulupa, Specialist in Mobile Units and Pre-hospital Care at the Ministry of Public Health (MSP); and Jessica Patricia Carrillo Chimbo, Metropolitan Director of Risk Management at the Municipality of Quito.

20**Table 1. Team of trainers**

	Name	Office	Position	Module
1	Omar Bello	Economic Commission for Latin America and the Caribbean (ECLAC)	Economic Affairs Officer and Disaster Assessment Focal Point	Module 1 – Comprehensive disaster risk management and affected population Module 3. – The population affected by a disaster: purpose of social policy
2	Verhonica Zamudio	Inter-American Conference on Social Security (CISS)	Researcher	Module 2. – Comprehensive disaster risk management for multisectoral coordination Module 3. – Social policy for disaster risk reduction and sustained social recovery Presentation of results by local stakeholders.
3	Alonso Brenes	Network of Social Studies on Disaster Prevention in Latin America and the Caribbean (LA RED).	Consultant	Module 4. – Public-private partnerships in the creation of social protection tools

- **Work agenda**

The event was organised into four sessions, with three sessions held each day over two days: on the first day from 09:30 to 16:30, and on the second day from 09:30 to 15:30. Presentations were given, followed by discussion sessions, during which specialists and participants exchanged views and experiences on the topic, as well as clarifying any queries that arose during the training.

Table 2. Agenda

<i>Tuesday 12 August 2025</i>		
MODULE	HOURS OF WORK	TOPIC
1	1 hour 30 mins	Basic concepts. Examples of disaster assessments in the region. Comprehensive disaster risk management: stages and historical development. The Sendai Framework and its priorities for action.
2	2 hours	Safety and social protection in disaster situations. CDRM and multisectoral coordination as applied in the host country. Local institutions' experience in risk management and social policy.
3	2 hours 15 mins	The scope of social policy to reduce vulnerability and promote recovery with an inclusive approach. Designing a strategy for sustained social recovery. Types of populations affected by disasters. Disasters that do not involve the destruction of capital. Costing the emergency.
<i>Wednesday 13 August 2025</i>		
4	3 hours 15 mins	The financial dimension of disaster risk. The importance of public-private partnerships. The role of stakeholders in the design and implementation of regional public policies. The case of the Municipality of Quito.
4	1 hour 30 mins	Best practices: leadership that drives the development of strategies to strengthen resilience.

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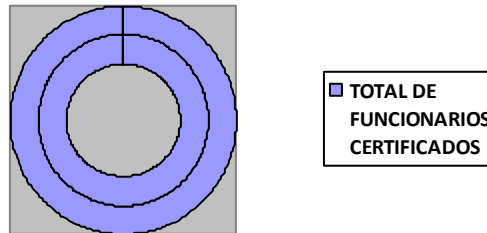
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| ACTIVE PARTICIPANTS

Applicants: 48 Accepted: 44 Gender: 17 women / 27 men

Table 3. Percentage of certified officials

After fulfilling the full attendance and participation requirements for the seminar, 44 out of 44 officials were certified.



3. Deliverables

- Materials for distribution and use by the Member States of both institutions.
- Training audiovisual materials produced based on the sessions delivered.

Scope:

Nine PowerPoint presentations, covering the following topics:

1. Disaster risk and its territorialisation.
2. Affected population
3. Comprehensive disaster risk management for multisectoral coordination.
4. In Ecuador, what progress has been made in mainstreaming risk management through social security and social protection?
5. Methodology for evaluating performance in public services.
6. Intersections and crossroads for the resilience of social services in Latin America.
7. The national strategy for financial management of disaster risk in Costa Rica.
8. Experience of healthcare provision by emergency medical teams during emergencies and disasters.
9. Financial support measures in the Municipality of Quito.

D. SWOT MATRIX

STRENGTHS	OPPORTUNITIES
<ul style="list-style-type: none"> • SELA’s capacity to coordinate with strategic partners in order to organise joint initiatives for the benefit of the membership of the organising institutions. • The trainers’ experience and the relevant content of their presentations made it possible to address directly and specifically the participants’ knowledge needs regarding disaster risk management and its link to social policy. 	<ul style="list-style-type: none"> • The workshop is designed to facilitate the exchange of both successful and challenging experiences, the resources used, and the current needs of the various participating institutions. • It enables the identification of new areas of work in the field of comprehensive disaster risk management. • It opens up the possibility of reaching strategic agreements with decision-makers in the countries where the event is held, in order to ensure that the issues addressed are followed up on. • It promotes disaster risk management skills and capabilities with a focus on social protection for participants.
WEAKNESSES	THREATS
<ul style="list-style-type: none"> • The fact that two of the facilitators participated virtually due to circumstances beyond their control detracted from the dynamism and focus of the workshop. • The local partner’s lack of experience in organising this type of activity led to situations that jeopardised the smooth running of the workshop. • SELA’s inability to secure budgetary commitment from the partners. 	<ul style="list-style-type: none"> • The lack of clarity regarding which parties are responsible for planning and running the workshop creates situations that jeopardise the success and smooth running of the event.

