

## Disaster Risk Management Policy Challenges in a Peruvian Region

By

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### Abstract

This research aims to systematize the Disaster Risk Management Policy Challenges revealed by the Covid-19 pandemic in Peru, with theoretical support in Participatory Governance, risk communication and leadership. The research is theoretical, and the design is hermeneutic phenomenological, using interviews to obtain the perceptions of the 9 participants. The social actors agree that a biological event of such magnitude as Covid-19 was not estimated, for which the population was not prepared, and the response capacity has been limited; in the perception of the officials, the population believes that the risks of hydrometeorological origin are the only ones, not taking an interest in the biological ones; The participation of civil society in disaster risk management is weak; in the voices of the population, organization and planning has been precarious, with little monitoring and lack of leaders and communicators. It was concluded that the model of strategies in Disaster Risk Management is oriented to promote a preventive culture in Disaster Risk with the participation of all social actors sustained in risk communication transparently under the guidance of transformational leaders.

**Keywords:** Risk management, governance, leadership, risk communication.

### Introduction

This article shows the challenges that became visible with the emergence of the Covid-19 pandemic, which altered the lives of the population (Morales & Camones, 2021) and brought with it more poverty (WHO, 2021), exceeding the measures incorporated in the various countries of the world (UNISDR, 2015), thus evidencing shortcomings in the Disaster Risk Management Policy (Lavell & Lavell 2020).

Peruvian history narrates that during its existence, people have experienced disasters of various kinds (Morales-Soto, 2014), scenarios that have favored the creation of the Disaster Risk Management Policy in order to protect the population (National Agreement, 2010); however, it presents certain weaknesses in terms of decision making as well as in the

organization and fulfillment of functions (Prado and Colonio, 2016). In addition to this, there is the absence of management instruments to facilitate efficient work in disaster risks (Mondragón, 2020), accentuated by Covid-19, mainly in health (Pozo et al., 2020), whose measures established without adequate control led to painful situations in the population (PCM, 2021, and Blackman et al., 2020).

The population of the Lambayeque Region experienced the consequences of a lack of preparedness and preventive culture to face risk situations, the reluctance to follow protocols, to respect regulations, the lack of monitoring and leadership of decision makers (Mondragon, 2020) to effectively manage this type of situations, the disorder in state entities (Ombudsman's Office, 2020a); the fragile work and involvement of the population in disaster risk management (Ugarte and Salgado, 2014); hospitals with visible deficiencies in material and human resources (Gerencia Regional de Salud Lambayeque, 2020), slow, unidirectional and unsustainable communication to help the population take ownership of the protocols (Defensoría del Pueblo, 2020b), submerged the population for several opportunities to endure sad scenes, a reality that captured the interest in the Disaster Risk Management (DRM) Policy, being inevitable to investigate What are the challenges faced by the institutions in implementing the Disaster Risk Management Policy made visible during the Covid-19 pandemic in the Lambayeque Region?

In order to contribute to the construction of safer cities (UN, 2016), decision-makers and implementers need to implement the research objective, which was to systematize the institutional challenges in implementing the Disaster Risk Management Policy as perceived by social actors during the Covid-19 pandemic.

Carrying out this research gave a clearer picture of the reality of the Disaster Risk Management policy and proposed improvements to safeguard the most precious thing, which is the life of the population and all that surrounds it.

Specifying that disaster risk management is aimed at preventive empowerment of the population in order to mitigate and control those elements that can translate a threat into a disaster (Narváez et al., 2009), indeed uncertainty is immersed in Disaster Risk Management, becoming necessary the articulation of forces for efficient and successful management of risk situations (Moe and Pathranarakul, 2006, cited in Alshoubaki and Harris, 2020), the same that is built, strengthened and energized based on knowledge, in that framework (Calderón, 2018). Antony Giddens (1980) and Ulrich and Beck (2008) considered that the causes and consequences of disasters have a social or cultural origin and risk responds to a social process, so it is essential to an integrated approach to manage risk successfully, and concretize actions to protect life against the multiple dangers to which it is exposed, leading to the reflection that a disaster risk originates when a threat, exposure and vulnerability converge (Lavell et al., 2020); specifying the processes involved in risk management prevention, reduction, preparedness, response, rehabilitation, recovery and reconstruction (Lavell, 2006).

The theory of risk communication (Gonzalo and Farré, 2011) argues that communication is the axis that favors the articulation of forces and, therefore, the transformation of governments in a global risk society, being important who, how and what communicates and the intentions of communication. In this process, the involvement of the population is necessary. Risk communication from the perspective of public relations is oriented towards prevention, and its objective is to consolidate trust with the public and manage the crisis. In this sense, communication is the basis for legitimizing the management and resolution of various situations, which allows communication of values and behaviors

regarding risks, favoring awareness to reduce risks (Palenchar & Heath, 2007). Its support is information security (Martín-Moreno et al., 2020), consolidating governance.

Governance is the way to strengthen the population that is not heard or attended (Graña, 2005), participatory governance permeates a paradigm shift incorporating new forms of community participation (Flores, 2020), allowing interaction between the population, private enterprise and public entities (Prats, 2005), that is, the articulation of forces of all those involved Morales (as cited in Quinteros, 2017), projecting into the future, preparing, planning to anticipate and concert with those involved for democratic and strategic decision-making (Mayntz, 1993) to solve problems. Cruz et al. (2020) rejuvenate the management of public policies with the involvement of the population oriented to social improvement, with the accurate guidance of participatory, transformational leaders who help to promote disaster risk management (Sanchez, 2013), capable of empowering followers, strengthening themselves in the process and learning from mistakes (MacGregor Burns, 2010); leaders who generate spaces for collective work with all stakeholders based on ethics and values, generating the welfare of the population (Simari, E., 2021).

## **Methodology**

This research responds to the qualitative method that permeates the Hermeneutic Phenomenological paradigm aimed at understanding both the actions of the population and the actions carried out by managers and implementers, as well as the interpretation of these in the Lambayeque-Peru Region (Taylor and Bogdan, 1987, p. 14), where the context and the circumstances surrounding it are of great importance in this hermeneutic study (Vasilachis, 2006; Maxwell, 2012). Furthermore, research in Social Sciences requires using various research models in the philosophical approach to qualitative research due to the same complex nature surrounding the realities (Arbulú, 2018).

Nine people participated, including officials, implementers, citizens, civil society representatives and a representative of an NGO; the technique used to collect perceptions and experiences in the implementation of the disaster risk management policy was the Behar (2008) interview, which favored interaction in which the participant was allowed to speak (p.55), unstructured interviews with open and flexible questions (Krause, 1995, p.12), as well as a documentary review, considering Taylor and Bogdan (1986) as sources of data.

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The preparation and planning of the approach to the object of study were carried out with the substantive and general theories, validation of the instrument for data collection, identification of the first social actors and official documents to be investigated, followed by the fieldwork achieving the approach to the social actors for the respective collection of information through interviews, prior acceptance of informed consent and commitment to anonymity; in some cases, the interview was conducted virtually using the Google Meet platform and in a person being recorded in both cases.

Likewise, the analysis of the information obtained from the perceptions and experiences of the participants and official documents proceeded to the interpretation; the meanings allowed the construction of the categories in a constant revision, followed by the verification and obtaining of the conclusions (Spradley, 1980, p.70; Lofland and Lofland, 1984, p.132), complying with “truth, applicability, consistency and neutrality” Guba and Lincoln (1989). The categories and subcategories of the research are detailed in the following matrix:

**Table 1** Matrix of categories, subcategories and data collection technique

Categories	Subcategories						Data Collection Technique
	Sub Category 1	Sub Category 2	Sub Category 3	Sub Category 4	Sub Category 5	Sub Category	
<b>Processes</b>	Risk Estimation	Prevention	Risk Reduction	Preparation	Reply	Rehabilitation	
<b>Decision making</b>	Budget						
<b>Planning</b>	Monitoring	S Management	MDocuments				
<b>Leadership</b>	Trust						
<b>Governance</b>	Stakeholder participation						
<b>Organization</b>	Coordination						• Interview
<b>Communication strategies</b>	Clarity in the institution's public information						• Documentary review

Note: Own elaboration

## Results

In relation to objective 1: To reveal the current status of implementing the Disaster Risk Management Policy from the perceptions of the social actors during the Covid-19 pandemic in the institutions of the Lambayeque Region.

In the perception of the social actors regarding the current state of the Disaster Risk Management Policy, all agree that an event of this dimension was not foreseen, and they also refer that the population was certainly not prepared to face an attack of this nature which exceeded the response in all dimensions, making visible a weak planning and an absence of monitoring by the responsible authorities.

In the voice of civil society, the acts of corruption visible in the pandemic ended up harming them by not being addressed on time, in addition to the absence of political will for decision-making.

The officials also emphasized that the population has a reactive knowledge of hydrometeorological risks due to the actions of the responsible institution and downplays the importance of biological risks due to lack of knowledge; there is also a lack of a preventive approach to disaster risks due to the absence of decentralized management of the responsible agency in each region and a meager budget to address disaster risks.

**Specific Objective 2:** To interpret the involvement of social actors in implementing the Disaster Risk Management Policy based on the experiences lived during the Covid-19 pandemic.

From the experiences lived by the participants regarding the involvement in disaster risk management, the civil actors stated that during the time of the pandemic, there was a lack of leaders capable of facing the pandemic, a lack of commitment from the authorities, the resistance to include the Civil Society and incorporate the experiences acquired due to their proximity to the population; however, in the experience of one authority, the participation of the civil society meant a strength to face the pandemic in their community.

**Specific Objective 3:** To explain the work experiences of the officials responsible for the implementation of the Disaster Risk Management Policy.

In the experiences of officials, disaster risk management work-teams have contributed to the positive results obtained during the pandemic; however, they differ from those involved who states that there was weak organization and planning by those responsible for risk management during the pandemic.

All officials agree that the work has been stressful during the pandemic, experiencing fear, pain and solidarity.

**Specific Objective 4:** To interpret the positions and voices of the actors involved on the styles of governmental communication and social marketing of disaster risk management instruments in the Lambayeque region during the Covid-19 pandemic.

Citizens expressed that communication was weak and unidirectional; the excess of information led to confusion and fear, and they were not listened to by those in charge, resulting in non-compliance with protocols when they had to go out to look for their livelihood.

## **Discussion**

From the analysis of the interviews, it is evident that a biological event of such a dimension was not foreseen and that it was unprepared, exceeding all response actions. When the disaster risk management policy is activated in risk situations, the weaknesses of the implementation in terms of planning and decision-making become visible (Prado and Colonio,



2016). The lack of knowledge that disaster risk management also includes biological risks and the reactive look; however, the process approach of the policy Disaster Risk Management involves seven processes and three components Proactive Management, Corrective and Reactive Management cyclical (Law N°29664, 2011). INDECI's visible work is focused on the reactive component; however, the technical support of Disaster Risk Management falls on INDECI and CENEPRED (Law No. 29664, 2011), making it a challenge to work closely with the institutions and population of the two pillars of DRM.

The pandemic brought to light situations lacking transparency in efficiently using the scarce resources destined to attend to disasters affecting the population. Obstructing the attention to those affected (Defensoría del Pueblo, 2020a, 2020c; Madrid and Palomino, 2020), highlighting that managing risk requires allocating budgets with responsible management, especially in prevention (Ferrer, 2020).

Concerning the involvement of the various actors in disaster risk management, the lack of committed leaders with the political will to attend to the population aggravated the pandemic situation. However, leaders play an important role in risk contexts because they not only guide but also lead change by reducing hazards or adversities, giving security and confidence to the population (Orellana, 2019), and risk situations that require the presence of proactive transformational leaders who help to make the DRM policy effective (Sanchez, 2013; Leyton et al., 2017; Vargas et al., 2021).

During the pandemic, civil society representatives experienced the authorities' reluctance to work for the population during the pandemic. Governance that allows the involvement of all social actors and articulates efforts to make DRM results effective is vital (Simari, 2021).

The pandemic has led to joint efforts between private and public institutions and civil society, executed in certain places of Lambayeque, which have contributed positively to confronting the pandemic. However, it is up to the State to generate these spaces for the involvement of the population in order to establish participatory work in DRM (Graña, 2005).

The lack of direct communication during the pandemic and the excess of information contributed to the confusion and distrust of the population. Therefore, communication plays an important role in disaster risk management as it participates in the perception of risk (Gonzalo and Farré, 2011), demanding reliable and direct information (Glick, 2007, cited in Martín-Moreno et al., 2020).

## **Conclusions**

Currently, the disaster risk management policy in the Lambayeque Region exhibits a reactive approach to hydrometeorological risks due to work being carried out by INDECI (preparedness, response and rehabilitation), revealing a weakness in the perspective and corrective component that corresponds to the second pillar of disaster risk management, CENEPRED, which lacks a decentralized office in the regions; there is a weakness in monitoring compliance with disaster risk management regulations. Therefore, working to prevent the population from facing disaster risks is challenging.

Participatory governance in risk management in Lambayeque in the context of the pandemic has presented difficulties due to the absence of transformational leaders who help to transform and integrate all those involved; certain exceptions have achieved collective work,

experiencing positive results. Nevertheless, it is challenging to strengthen participatory governance and leadership to face risk situations efficiently.

For some officials, involving the various actors in the pandemic who spared no effort to help vulnerable groups has been a strength at a time when everything adds up; in other realities, this articulation was not achieved, a challenge to work to crystallize the articulation of public and private institutions and population.

The absence of communication is an indispensable factor to keep the population in contact and get closer to their reality and needs in risk situations. However, it is challenging to incorporate transparent and reliable direct communication with the population.

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