COMMUNITY PLANS FOR RISK REDUCTION AND CLIMATE ADAPTATION

CONCEPTS, FUTURE POSSIBILITIES, AND PERSPECTIVES

MINISTRY OF CITIES

BRAZILIAN GOVERNMENT
BRASIL
UNITING AND REBUILDING

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Ministry of Cities

COMMUNITY PLANS FOR RISK REDUCTION AND CLIMATE ADAPTATION: CONCEPTS, FUTURE POSSIBILITIES, AND PERSPECTIVES

2025

NO ONE CHOOSES TO LIVE IN A HIGH-RISK AREA

Index


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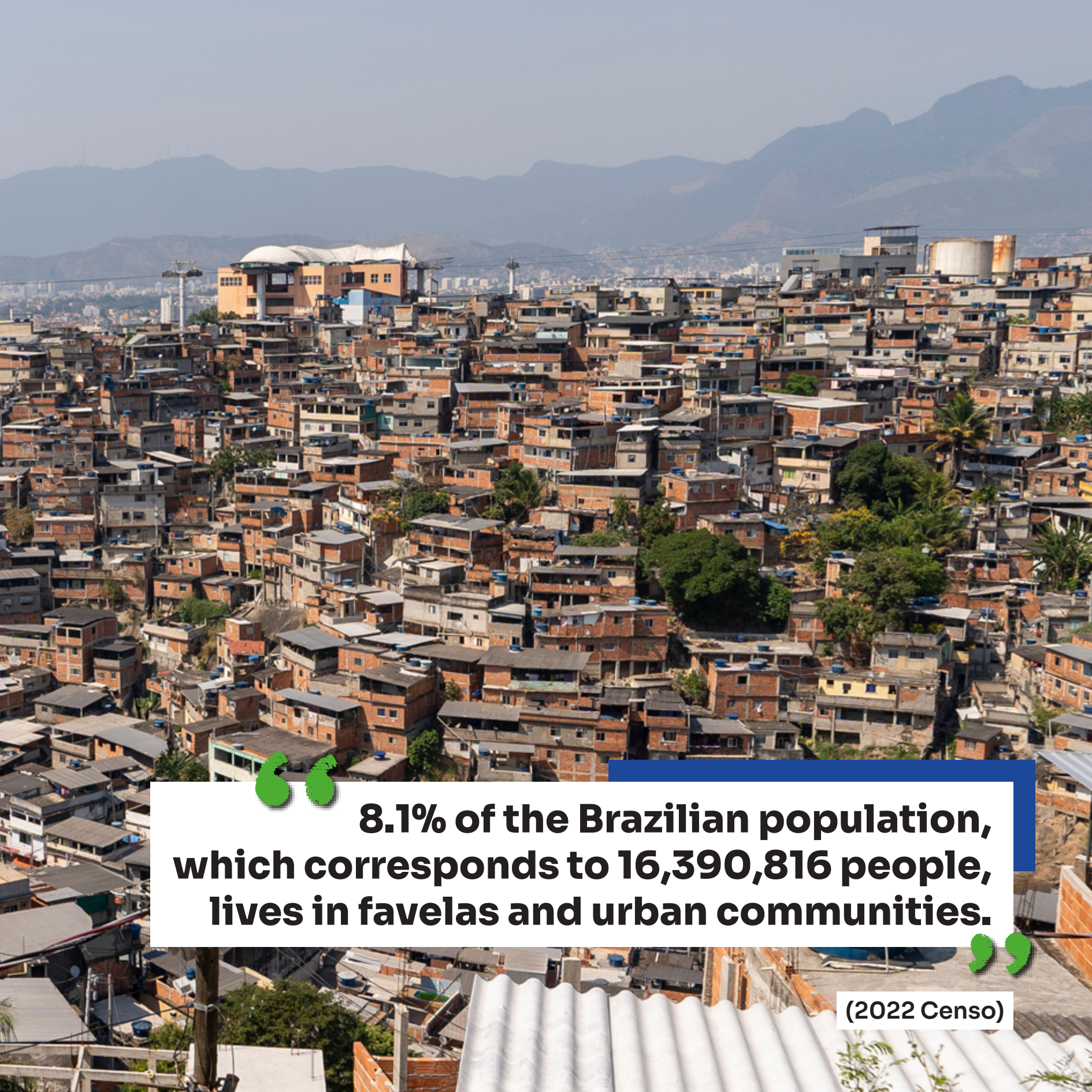


> **8.1% of the Brazilian population, which corresponds to 16,390,816 people, lives in favelas and urban communities.**

(2022 Censo)

Preface

In countries known for extreme social inequality, such as ours, facing climate emergencies requires heavily investing in social and urban inclusion policies, especially aimed at peripheries, communities, and favelas. Intensifying the history of socio-spatial segregation that defines our cities, the country experienced, in the recent past, an explicit omission of public policies aimed at social rights, which was decisive to confirm the inequalities and serious impacts on the lives of the poorest population. Even today, a significant part of the Brazilian population lives in inadequate housing conditions, with precarious infrastructure and exposed to socio-environmental factors that translate into constant risk, directly impacting people's lives in peripheral communities.

Facing this scenario and aligned to the Federal Government's guidelines to guarantee dignity and citizenship through the inclusion of urban peripheries in the public budget plan, the National Secretariat for Peripheries (SNP) has acted strategically to ensure that people who reside in these territories can inhabit healthy and safe environments, regardless of color, gender or socioeconomic conditions. In this context, urban planning instruments, such as Community Plans for Risk Reduction and Climate Adaptation (PCRA), are essential tools, as they enable risk analysis and identification in peripheral areas considering the perspective of those who live there and suffer the consequences directly. Moreover, such plans enable the implementation of preventive solutions and community

resilience strategies in the face of climate threats, always emphasizing the protagonism of the community members themselves.

In addition, the SNP has adopted innovative measures to strengthen dialogue, and implemented actions aimed at the most vulnerable groups. Among these initiatives, the following can be highlighted:

Inclusion of the PCRA in international agendas, such as COP 30.

Seeking financing alternatives through cooperation with public institutions and international organizations.

Investing in a training program for popular agents.

The institutionalization of the PCRA as a Public Policy for Community Risk Prevention.

Finally, to improve the PCRA strategy, the SNP is consolidating this fundamental policy based on the experience gained through workshops, technical visits and other initiatives. As part of this effort, a Guideline for the implementation of Community Plans for Risk Reduction and Climate Adaptation will be prepared and published, as well as widely disseminated materials to strengthen the empowerment of peripheral communities. These documents will be references for the strategy's expansion and institutionalization.

Guilherme Simões Pereira

National Secretary for Peripheries

Ministry of Cities

According to data from the National Confederation of Municipalities (CNM, 2024), 93% of Brazilian municipalities have suffered direct impact from disasters in the last ten years, resulting in emergency or state of public calamity records, with emphasis on storms, inundations, flash floods, and landslides.

BUILDING PUBLIC POLICIES FOR RISK MITIGATION AND PREVENTION

The process of formulating public policies for the Department of Risk Mitigation and Prevention (DPR) of the National Secretariat for Peripheries (SNP) — the later established in 2023 — faces structural challenges due to limited and insufficient consolidated practices for risk and disaster management (DRM), both globally and in Brazil. Until the 1990s, this area of knowledge was largely neglected in public policies at all federal instances. In addition, its conceptual evolution, expressed in the protocols of the World Conferences on Disaster Risk Reduction — Yokohama (1994), Hyogo (2005) and Sendai (2015) — has not been fully incorporated into the country's instruments and actions.
At the same time, conceptual advances in recent decades demonstrate that DRM has evolved, abandoning the simplistic mindset that technical-scientific solutions, especially engineering, would suffice to "control" nature. This paradigm was widely questioned during the International Decade for Natural Disaster Reduction (1990), and in the 2000s, the Hyogo Framework for Action reinforced the need to diminish community vulnerability and strengthen the cities' resilience. The Sendai Framework in 2015 highlighted governance and political participation of society as the main elements for risk and disaster management.

Despite these advances, disasters have not abated, and risk management policies still do not respond effectively to our increasing emergencies.

Rethinking Risk Management

If we try to search for causes, one of the main obstacles to the effectiveness of DRM policies is the persistence of a mindset that regards disasters as external and unpredictable events that affect normally functioning societies and economies. This conception ignores that disasters are, in fact, reflections of structural failures in urban and economic development, as well as unsustainable political choices (LAVELL & MASKREY, 2014). In addition, DRM has traditionally focused on addressing the consequences of extreme events, rather than acting on preventing and reducing the factors that effectively make them have such devastating outcomes.

It is essential to overcome the conception that risk is a "natural" element, with causalities external to the dynamics of territorial, economic and social development.

It is necessary to understand that risks cannot be tackled exclusively by engineering practices and geotechnologies, and with actions primarily oriented to the management of the disasters in which the risk materializes.

The prevailing — and mistaken — mindset that considers risk as a natural phenomenon that can be solved solely through engineering methods tends to simplify solutions by restricting them to the exclusive analysis of physical processes. This perspective neglects the intrinsic complexity of risk causing factors, as well as the limitations of conventional knowledge production practices to address them comprehensively. This dominant view about risks and disasters simplifies solutions by bringing them to the exclusive reading of physical processes, without considering the enormous complexity of their causes and the insufficiencies of conventional practices of knowledge production to fully cover them.

Overcoming the reductionist view of risks and disasters requires recognizing that risks are **socially constructed and not just natural phenomena**. It means understanding how historical factors, public policies and the absence of urban planning, especially in peripheral areas, which results in irregular models of territorial occupation, contribute to the production and reproduction of risks and disasters.

The Role of Territorial Reading in Risk Prevention

For effective risk management, it is essential to carry out an in-depth analysis of the territory, considering not only physical and climate factors, but also social, historical, political and cultural aspects. Therefore, reading the area requires understanding the materials, shape and dynamics of the physical environment, the results of its interaction with climatic cycles, and the processes of human transformation in this geographical space, its role in urban development and its own characteristics of land usage and occupation. As Pedrosa & Pereira (2013) point out:

> *"... understanding the territory as a context where forces, subjects, the definition of networks, and the establishment of relationships meet, and where complex processes acquire a specific spatial configuration. This vision of the territory makes it an important methodological tool for risk analysis and management. Complementing the traditionally segmented and dissociative approach to the different types of risks - natural, socio-environmental and technological - and*

> *their reproduction mechanisms, framing these phenomena in risk territories enables an integrated reading of all the dynamics whose spatial distribution patterns translate into the design of the many types of risk geographies. The shared living spaces of human communities suffering a progressive disintegration of pre-existing geosystemic dynamics and dependence on technological regulation, all while managing the tension between the economic and social spheres, increase their lack of prepare, exposure and vulnerability while facing various phenomena".*
> (our translation)

After recognizing the complexity of this action, the construction of collaborative concepts, tools, and techniques that constitute "participatory paths for risk management" (SULAIMAN *et al.*, 2022) gains enormous importance, allowing the proximity between the knowledge held by the various risk management members, especially those who live and endure with risk factors every day, along with the scientific technical knowledge.

There is no greater vulnerability to risk than not knowing about it.

The technical community reading of the areas makes it possible to map threats and vulnerabilities, in addition to building local resilience through protagonism in the governance of the diagnosed issues. The mapping areas co-production serves to consolidate a precautionary culture, including urban environment safety in the agenda of municipal governments and in the lives of peripheral and vulnerable communities, perhaps already constituting an essential requirement for risk and disaster management. ■

> **We want Public Policies for the most vulnerable populations in Brazil, which are the black community, the poor and the peripheral.**

“When the tide rises, you can’t take your child to school, you’re stuck indoors with water up to your waist. This does not happen in the middle- and upper-class areas.”

Climate Change Challenges and Adaptation Strategies

For the first time, in 2024 the global average temperature exceeded 1.5°C above pre-industrial levels Here in Brazil it was a year in which we experienced extreme climatic episodes that leave us in no doubt about the severity and dimension of this planetary emergency (BRASIL, 2025).

Throughout April and May, intense and stationary rains affected more than 90% of the state of Rio Grande do Sul, with flash floods, inundations and landslides that deeply impacted the economy and infrastructure from functioning, destroying or damaging thousands of homes, and forcing the displacement of hundreds of thousands of people. About 200 deaths were documented throughout the tragedy, but up to this day the damage is still being felt among the population of Rio Grande do Sul (MARENGO *et al.*, 2024).

In the Amazon, about 60% of municipalities were affected by drought throughout 2024, affecting the displacement and survival of the entire riverside population. In September, almost all municipalities were under drought conditions in various degrees. Acre, which in early 2024 had been heavily impacted by widespread flooding in 17 of the 22 municipalities, faced extreme drought conditions.

This was also the scenario in Pantanal, the largest continental wetland on the planet, which revisited extreme drought in 2024 and, at the same time, had its burned area in the first half of 2024 increased by 529% compared to the previous year's average (MAPBIOMAS, 2024).

Nearly the entire national territory suffered some degree of drought in 2024, resulting in the year with the most intense forest fires in the country's history. In August, for example, more than 3 thousand fire outbreaks were registered in the state of São Paulo in its first 25 days, the highest rate for that month since 1988. Two dead and 66 injured, hospitals crowded by people with respiratory

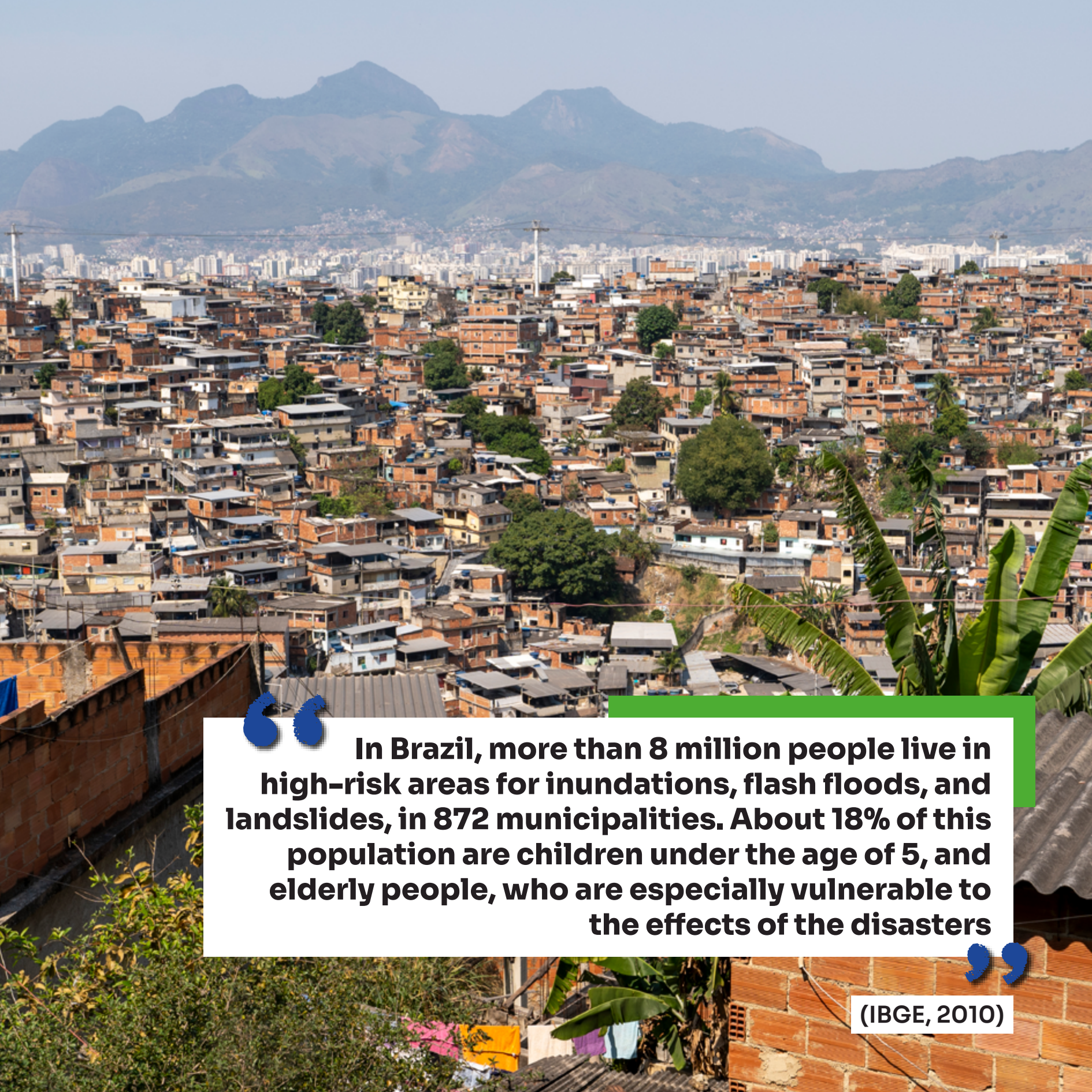
issues, animals incinerated, and entire crops lost. Burnt houses, road accidents, schools and airports forced to close led 46 cities to decree the maximum danger alert (CLIMAINFO, 2024).

And throughout 2024, extreme heat waves were felt by the entire country, with cities reaching unbearable temperature levels often associated to atmospheric pollution concentration, smoke from the fires, and drought conditions. The article by SANTOS *et al.*, (2024) estimated that between 2000 and 2018 almost 50 thousand deaths were attributed to heat waves in the 14 most populous areas of Brazil. The most affected communities include people with low educational rates, black and mixed-race, elderly adults, and women

Extreme events reinforce our expectations regarding the conclusion of the Climate Plan (Plano Clima), which should outline the resources and policies needed to address them. In addition, COP30, scheduled for November 2025, will be a crucial forum to definine global pathways while facing climate crisis.

For us, understanding that climate emergency causes greater impacts on peripheral and vulnerable communities is essential for the technical-community analysis of such areas. This understanding is the key to identify threats, recognize the main vulnerabilities, and offer adaptation measures to face extreme weather events. Planning emergency procedures, combined with bold and innovative adaptation strategies with an inclusive approach, should be the guidelines for the PCRA. These areas, still poorly consolidated, have the potential to become examples of resilience in the face of climate crisis.

Identifying the knowledge gap regarding the dynamics of such processes, and their impact on the areas, increasingly highlights the relevance of carefully analyzing specific threats and vulnerabilities, considering each region's characteristics countrywide. Based on these descriptions, it seems possible to develop effective diagnoses and action plans to face multiple risks, the so-called "multi-risks" (GALLINA *et al.*, 2015). Without this deep knowledge, there is a chance that proposals aimed at reducing risks will inadvertently end up causing new threats.



In Brazil, more than 8 million people live in high-risk areas for inundations, flash floods, and landslides, in 872 municipalities. About 18% of this population are children under the age of 5, and elderly people, who are especially vulnerable to the effects of the disasters

(IBGE, 2010)

Over here
Rivers turn into sidewalks
Avenues, sometimes, turn into rivers
My city is the spitting image
of Brazil
(André Arruda,our translation)

SNP'S STRATEGY FOR RISK REDUCTION AND CLIMATE ADAPTATION

Recognizing the challenges, SNP has invested in the development of strategies that allow municipalities and states to implement climate adaptation interventions in an inclusive way, through the public policies of Municipal Risk Reduction Plans (PMRR), PAC-Encostas, housing improvements and PAC-Periferia Viva, whenever possible, supported by Nature-Based Solutions (NbS) Such strategies are designed to be compatible with the reality of peripheral communities and precarious areas in Brazil (BRASIL, 2024). At the same time, paths are developed to scale up innovative solutions, such as implementing the **Community Plans for Risk Reduction and Climate Adaptation (PCRA),** currently in progress. **strategy represents a significant advance in risk and disaster management, adopting a collective and inclusive approach, which considers the specific threats and vulnerabilities of peripheral areas.**

> **CLIMATE JUSTICE IS ACHIEVED BY FIGHTING SOCIAL INEQUALITY!**

> **THE PCRA IS A TOOL FOR FIGHTING AND DEMANDING IMPROVEMENT SOLUTIONS FOR URBAN PERIPHERIES!**

What are the PCRA?

The **Community Plans for Risk Reduction and Climate Adaptation – PCRA** are strategic instruments for planning preventive actions and adaptation measures on an intra-urban scale, covering neighborhoods, nuclei and favelas in the urban peripheries. Their main objective is to reduce the communities' vulnerabilities, through the identification and analysis of the present risks in peripheral areas, and to stimulate greater resilience in the face of threats. Mechanisms that promote community protagonism in the identification such risks, in the understanding of causalities, and in the governance of actions and solutions, are fundamental.

Community participation in all stages of common plans is a central factor for developing this tool. Active participation can occur through sharing workshops, popular and empathetic mapping, focus groups, among other methodologies and dynamics that encourage community and collective protagonism in the assessment of socio-environmental risks and issues faced in the area, in addition to the design and prioritization of climate adaptation actions.

Potential of the for Urban Peripheries

The PCRA can create significant benefits for the peripheries, since they can help to implement climate adaptation actions, foster better life quality, and reduce risks and disasters. The following are some processes of the PCRA's implementation that can benefit popular territories, peripheries and favelas.

Threats and Vulnerabilities Analysis in the Socio-territorial Context

Building the PCRA is a work based on collective territory analysis, involving the community in the understanding of its needs and dynamics. This approach combines technical and scientific data, such as climate forecasts and environmental studies, with the everyday knowledge of the people who reside in the areas. By identifying threats and vulnerabilities, it is possible to plan for appropriate prevention actions adapted to the local reality. For these strategies to be effective, it is essential to build consensus on collective self-protection procedures, adapted to the area's specific characteristics in the face of climate emergencies.

Co-production of Technical-Community Territorial Readings

The collaborative work between residents, community leaders, and specialized professionals — such as engineers, geologists, urban planners, social scientists, and geographers — allows building effective solutions that contextualize local dynamics. Integration between community experience, its memories and technical-scientific knowledge, deepens the analysis of risks and territorial dynamics. To do so, it is essential to adopt participatory and dialogical methodologies, ensuring a transparent and interactive process. This approach strengthens popular engagement, facilitates activity planning and promotes constant information exchange.

Encouraging Preventive Collective Practices While Facing Climate Emergencies

To increase community safety and resilience, it is essential to promote active participation of residents while defining guidelines for the safe use of urban and environmental spaces. This includes:

- → High-risk areas identification and the definition of preventive practices;
- → Reframing public spaces;
- → Environmental awareness and education;
- → Organizing community shelters and refuge points;
- → Establishing escape routes and safe paths;
- → Creation and implementation of effective communication and emergency hotlines;
- → Integration and adaptation of existing preventive, emergency and contingency plans, as well as the structuring and consolidation of new plans when not yet established.

Proposing Sustainable Guidelines and Solutions for Climate Adaptation and Urban Qualification

Through surveys and collective creation of technical and community knowledge, guidelines and processes are established to face the identified problems, with cooperative strategies aligned with each area's specificities.

Among the main sustainable solutions, those based on nature stand out, including the conservation and recovery of degraded areas through the implementation of green infrastructure, sustainable rainwater management, urban reforestation, and the creation of permeable areas, fostering socio-environmental risks reduction and climate adaptation.

In addition, continuity and effectiveness of these actions can be strengthened by the creation of community centers for civil protection and defense, as well as the establishment of solidarity networks and resilient communities, encouraging the population to active participate in the area's management. To ensure the scalability and effectiveness of these initiatives, it is important to integrate them with public policies aimed at risk reduction, urbanization, and the implementation of climate adaptation infrastructure, consolidating a sustainable, planned, and adaptive urban development model, prepared to face the challenges of climate change.

“Integration between the government, the population and public universities is essential to increase social, economic and technological development, promoting research, innovation, education and the creation of public policies that benefit the entire society. Therefore, we are investing in the PCRA, which are essential tools for strengthening and improving living conditions in favelas and urban communities in our country.”

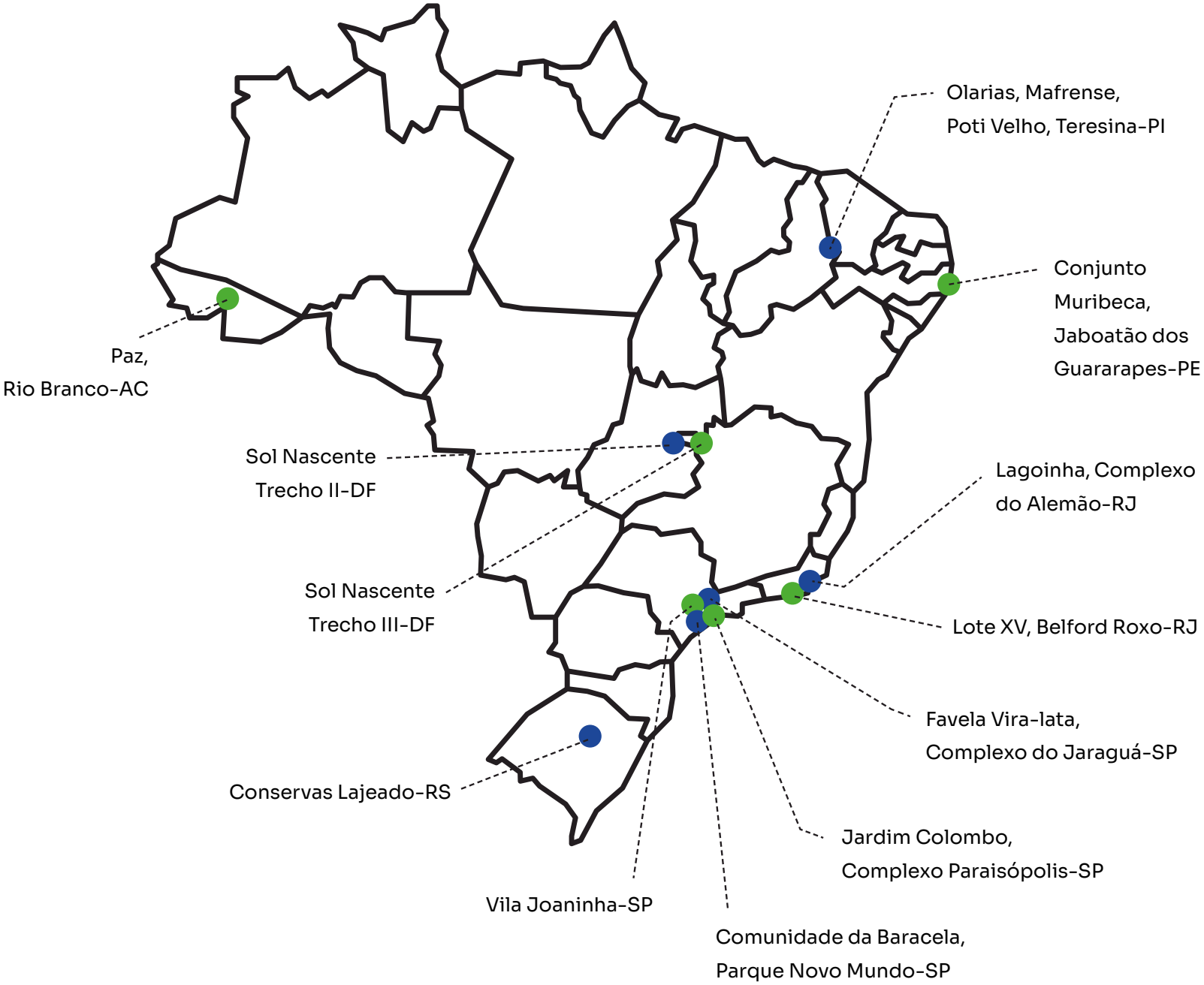
STRATEGY FOR THE DEVELOPMENT OF COMMUNITY PLANS FOR RISK REDUCTION AND CLIMATE ADAPTATION

In October 2023, the Decentralized Execution Term (Termo de Execução Descentralizada - TED: 001/2023 - SNP/DPR/MCID) was signed for cooperation between the National Secretariat for Peripheral Areas (SNP) and the Oswaldo Cruz Foundation (Fundação Oswaldo Cruz - Fiocruz), valid due to 2028. Among the strategic actions provided for in this cooperation, the implementation, monitoring and management of Community Plans for Risk Reduction and Climate Adaptation stands out.

Since 2024, aiming action plans to adapt communities to climate risks and strengthening the abilities to prevent and mitigate these risks in favelas and urban peripheries, 12 Community Plans have been implemented. These initiatives are being carried out in partnership with universities, municipalities, states and social movements. The results of this strategy, developed in several peripheral areas, will allow the National Secretariat for Peripheries (SNP) to improve processes and reflect on the implementation of the PCRA as a permanent public policy. This enterprise covers areas spread around the country, with an estimated investment of more than 2 million reais.

Figure 1 below shows the locations - neighborhoods, peripheral areas and favelas - and the states where the PCRA are taking place. Then, photographic clippings are presented that record interaction moments between the participants and their collective work during the technical workshops.

Figure 1. Location of the 12 PCRA currently taking place in five different regions of the country.



Source: National Secretariat for Peripheries, Ministry of Cities, 2024.

Figure 2: Online Workshop with PCRA representatives

In November 2024, as a result of the activities to evaluate and monitor the PCRA's implementation, the SNP held two technical workshops with the purpose of discussing methodological guidelines and addressing challenges and strategies for structuring a public policy of Community Plans for Risk Reduction and Climate Adaptation (PCRA) in the country's urban peripheral areas. In addition to the technical team of the 12 PCRA, specialists, social movements' representatives, non-governmental organizations and public institutions were present.

Figure 3: On-site workshop with the PCRA representatives

As a result of the technical workshops held in November 2024, a systematized compilation of reflections on the challenges and improvement strategies identified by the PCRA representatives was created. This compilation originated from the discussions and practical activities conducted during the workshops.

Participants were encouraged to share their contributions in light of the experiences and knowledge gained throughout the implementation of the PCRA. It is worth noting that the proposed actions represent a strategy in development and are subject to adjustments, whenever necessary, during the implementation of the PCRA as a public policy.

“Our task is to save lives and to ensure the nations’ social and economic development while facing the intense scenario of climatic events. Those who suffer the most are the poorest.”

Challenges

> **“We have been seeking for a solution to our problem for a very long time, but the answer was always the same: that we live in an irregular area, that we’re past the polygonal.”**

- **Articulation between institutions**: overcoming the obstacles to adhere to the PCRA faced by sectors of municipal, state and public institutions..
- **Active participation of the community:** raising awareness and establishing bonds to ensure effective and inclusive participation of the community, as well as contemplating diversity while implementing the PCRA. This obstacle relates to other previously established initiatives that brought few results and proposals that did not meet the local reality, causing skepticism, which reinforces the need to bring effective results to the community, beyond the elaboration of the PCRA itself.
- **Communication:** building a popular and collective communication chain, so that the actions, guidelines, and results related to the PCRA can reach and be fully understood by all community sectors.
- **Data and information:** obtaining data on an appropriate territorial scale, since the available surveys are usually based on broader scales, and generic characteristics that do not reflect the specific reality of the location often prevail.
- **Physical and psychological integrity of the team members:** circumventing the territorial control of armed criminal groups, to avoid dangerous situations for the PCRA team during on-site activities.
- **Infrastructure:** equating land barriers in the reorganization of the urban settlement, considering the specificities of self-built houses in the area, as well as public housing units that are currently at risk.

- **Nature-Based Solutions (NbS):** presenting this solution's advantages to the community, overcoming population's resistance to the replacement of conventional building practices for Nature-Based Solutions (NbS), as well as creating paths to overcome the lack of qualified labor for their implementation and maintenance.
- **Integration:** linking the PCRA to the Municipal Risk Reduction Plans (PMRR), generating a priority degree for implementing the suggested measures.
- **Territorial vulnerability:** implementing low-complexity actions and interventions, such as improvements in access (stairs and handrails), the restoration and/or stabilization of riverbanks with undermining processes that pose a risk to residents, the treatment of small erosions, the implementation of micro drainage systems, among other urgent risks reduction measures.
- **Budget forecast:** inserting the PCRA in existing budget lines and actions, for greater scope and maintenance of the strategy, as well as guaranteeing the budget and access to implement structural and non-structural solutions indicated by the PCRA.
- **The PCRAS' Sustainability:** designing a plan that ensures updates and adjustments according to territorial changes. Addressing the need to build policies to keep paid local agents permanently, as part of the PCRA's executive team, considering that they are responsible for guiding new residents, carrying out communication and intermediating contingency actions whenever necessary.
- **Political articulation:** ensuring political guidelines that enable the implementation of the recommendations and propositions arising from the PCRA, through the alignment between the subjects involved. Turning these guidelines into concrete actions within the community.

“Here is a stretch where the community suffers a lot when the rain starts, because we live in a lower area, where the water’s full volume slides down. It’s a water slide!”

“The deepening of economic, social and racial inequalities has caused a phenomenon known as poverty urbanization, in which old problems and challenges have increased in scale and intensity within cities.”

PCRA Improvement Strategies

→ **Articulation between public institutions:** carrying out specific agendas with institutions and units of interest to present the PCRA's work plan, highlighting its objectives, activities schedule and expected results, always seeking solutions that reflect in positive gain for peripheral areas. In addition, inviting units and institutions to monitor labor execution and cooperate with data and information sharing, among other strategic actions, whenever necessary.

It is necessary to articulate the results of the PCRA with municipal agencies to generate permanent solutions for families living in high and very high-risk areas, where it is not possible to mitigate risks or regularize the housing conditions.

→ **Precautionary actions to safeguard the team member's physical and psychological integrity:** always engaging in PCRA activities accompanied by community members and/or local leaders. Presenting and agreeing on the PCRA action schedule along with local leaders and announcing the visits, dates and places in advance, through WhatsApp groups, residents' associations, local social movements, as well as other social interaction spaces. Additionally, whenever possible, creating a PCRA community management committee, with area representatives including members from different municipal management (City Hall) areas, such as health and social assistants, among others.

→ **Community awareness actions:** awareness actions should prioritize the identification of factors that motivate residents, using participating methodologies such as workshops and focus groups. It is essential to promote moments of coexistence and exchange, such as community meals, in addition to establishing partnerships with street artists, local influencers, community radios and social media. It is also important to carry out approaches in collective spaces, such as community events, and religious services in churches, Umbanda and Candomblé "terreiros" (Afro-Brazilian religious spaces), among others.

Other tactical actions can be focused on prevention and adaptation propositions, such as:

- **Collective cleaning** efforts on the riverbanks, streams, brooks, creeks and small waterways;
- **Creating community gardens** and composting projects in areas currently destined to waste disposal;
- **Strengthening existing collectively built solutions**, valuing local practices and initiatives.

→ **Community engagement:** selecting and hiring strategic people who reside in the areas where the PCRA is being carried out, to integrate the executing team and ensure their participation in all stages. Encourage these subjects to become multipliers, sharing the practices and experiences acquired throughout the work with the community in various collective sharing forums and spaces.

→ **Participatory communication:** prior training of the PCRA execution team for local linguistic variations, combined with the search for participatory strategies and methodologies that include integration group dynamics with the community. These actions should highlight the importance of community participation, promoting an active listening environment and the careful collection and registration of significant speeches and contributions.

→ **Popularization of Nature-Based Solutions (NbS):** dissemination and continuous training of community and public agents, holding meetings, awareness-raising events, and workshops with the aim of presenting Nature-Based Solutions (NbS) as innovative practices that preserve

natural resources, improve the population's quality of life, and increase the resilience of urban peripheries while facing climate change. Providing technical advice to train professionals in the implementation of NbS.

- **Integration:** provide that, in the areas where the Municipal Risk Reduction Plans (PMRR) are carried out, the PCRA are implemented in an integrated manner.
- **Budget forecasting:** integrating the PCRA strategy with existing budget programs and actions, ensuring resources for the strategy's maintenance and expansion. In addition, being included in public callings, establishing technical cooperation with international organizations and government institutions, and competing for parliamentary amendment projects and fund raisers related to climate change.
- **Reduction of local vulnerability:** implementing low-complexity tactical actions, such as adapting pedestrian accesses, preparing contingency plans, mapping alternative alert and alarm communication systems, defining escape routes and collective shelter points. In addition, distributing booklets with collective environmental and climate education actions, as well as promoting open communication actions through podcasts, radios and local social media.

Mrs. Suzi's Tiny Wall

"The rain was extremely heavy, the bathroom drain was overflowing, and my house was completely flooded. That's when I saw an envelope floating with two hundred reais that I had kept somewhere and didn't even remember. I used the money to buy bricks and cement and built a short wall to stop the rainwater from flooding my house. This tiny wall was not built for us to sit on and chat; it is a barrier to prevent more rainwater from entering my house."

“The study of demographic and social inequalities related to heat-related deaths in Brazilian urban areas in the twenty-first century revealed that the most affected group included women, the elderly, black or brown people, as well as those with lower educational levels (SANTOS *et al.*, 2024).”

FINAL THOUGHTS

The transition from the traditional risk management model, historically focused on technical and engineering solutions, to a hands-on integrated model, represents a crucial step towards better addressing risk and disaster. This new paradigm, which considers risks as social phenomena and not just its natural causes, reflects a significant conceptual evolution in Risk and Disaster Management. However, despite the theoretical advances, the effective incorporation of this knowledge into public policies still faces significant challenges.

Integrating technical knowledge with local community experience is essential to overcome the structural flaws that perpetuate the populations' vulnerability. By recognizing that risks are not natural and isolated phenomena, but rather the results of political, economic, and social choices, it is possible to develop better public policies which are more inclusive and effective. The communities' active participation, as evidenced in the Community Plans for Risk Reduction and Climate Adaptation, is essential to ensure that the adopted solutions meet local realities and necessities, promoting greater resilience and security, especially in the urban peripheries.

Through the PCRA, the work of the National Secretariat for Peripheral Areas emerges as an innovative and transformative response to these issues.

By adopting an integrative approach, aligned with the specific needs of peripheral communities, the PCRA not only contribute to climate adaptation, but also promote social justice and equity, therefore creating a new and sustainable risk and disaster management model.

Finally, the SNP reaffirms its commitment to the fight against social vulnerabilities in the Brazilian peripheries, joining the efforts aimed at risk prevention and reduction, as well as establishing mechanisms to turn the PCRA into a permanent public policy, ensuring sustainable and adaptive benefits for communities facing climate change. Thus, as previously stated, among the list of actions planned for 2025 is the production of a Guideline to uphold the elaboration of the Community Plans for Risk Reduction and Climate Adaptation, an essential publication to scaffold the expansion and consolidation of this strategy. ■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