



Guide for the Implementation



Communal Plan for Disaster Risk Reduction



April 2021*

* Elaborated in April 2021, translated in May 2024.

Foreword from the ONEMI Director

Disaster risk reduction (DRR) is a task that the National Disaster Prevention and Response System (SINAPRED) must address in a coordinated manner through integral management that provides solutions to the challenges our country faces in the multi-hazard context and climate change.

The National Emergency Office of the Ministry of the Interior and Public Security (ONEMI), as the coordinator of the SINAPRED system, continuously works on the development of educational and training initiatives, the incorporation of methodologies and new standards, as well as the implementation of initiatives that facilitate a better understanding of territories and the management of projects that strengthen the SINAPRED, paying special attention to the needs of the most vulnerable communities.

The work for DRR must be a continuous and cross-cutting process, integrating this approach into territorial and sectoral planning instruments, along with the involvement of diverse stakeholders from the public and private sectors, civil society organizations, and academia.

In this context, since 2018, ONEMI and the Japan International Cooperation Agency (JICA) are developing a

project to strengthen the capacities of ONEMI in the context of DRR. One of the outcomes of this project is the “Guide for the Implementation of the Communal Plan for Disaster Risk Reduction,” which is provided to municipalities as a supplementary instrument aimed at supporting the planning and preparedness processes of SINAPRED members.

The diverse territorial realities, encompassing geographical, social, and cultural contexts, as well as the various forms of vulnerability present in our country, underline the importance of commune-level efforts in DRR. Such efforts are crucial for devising integral and decentralized responses tailored to the specific needs of each territory, given the persistent exposure to natural, biological, and man-made hazards.

We are confident that the implementation of this guide, in conjunction with coordinated efforts with municipalities, will contribute to reducing the vulnerability of our communities, strengthening resilience, and fostering a safer and more sustainable country.

Ricardo Toro Tassara

National Director

National EMERGENCY OFFICE

of the Ministry of the Interior and Public Security (ONEMI)

Republic of Chile



Table of Contents

01 ▼

Introduction	6
--------------	---

02 ▼

Background	8
2.2 DRR at a local level in national and international frameworks	16

03 ▼

Objectives of the Guide	20
-------------------------	----

04 ▼

Elaboration of the Communal Plan for DRR	22
4.1 Why elaborate a Communal Plan for Disaster Risk Reduction	22
4.2 How to elaborate the Communal Plan for Disaster Risk Reduction	23

05 ▼

Implementation of the Communal Plan for Disaster Risk Reduction	26
5.1 Challenges for the implementation of the Plan at a local level	27
5.2 Relevant aspects to consider in the elaboration of the Communal Plan for DRR to facilitate its linkage with other instruments	30
5.3 Linkage of the Communal Plan for DRR with regional and national plans	33
5.4 Linkage of the Communal Plan for DRR with other management instruments at the communal level	39
5.5 Funding sources	48
A. Communal level	49
B. Regional level	49
C. Sectoral initiatives	49
D. International level	50

06 ▼

Annexes	52
6.1 Annex 1. Main disasters in Chile 1960-2020	53
6.2 Annex 2. Sendai Framework for Disaster Risk Reduction 2015 - 2030	56
6.3 Annex 3. Complementary tools on the importance of investing in DRR at a communal level	57
6.3 Annex 4. Summary of the Plan for DRR	58
6.4 Annex 5. Funding sources	63

List of Figures ▼

Figure 1. Hierarchy of Risk Management instruments (SENAPRED, 2019)	09
Figure 2. Main disasters that have occurred in Chile since 1960	12
Figure 3. Global multi-hazard average annual loss	14
Figure 4. Principal international agreements: Sendai Framework, Sustainable Development Goals, Paris Agreement	17
Figure 5. Instruments that support the elaboration and implementation of the Communal Plan for DRR	23
Figure 6. Recommended resources for the elaboration of the risk diagnosis at a communal level	25
Figure 7. Plan for DRR and implementation cycle.	28
Figure 8. Plans, strategies and funding sources for communal DRR in different political-administrative levels	29
Figure 9. Example of temporal horizon of proposed actions	31
Figure 10. Example of temporal horizon of the Plan and its connection with other communal management instruments	31
Figure 11. Process for linking the Communal Plan for DRR with policies and plans at national and regional levels	33
Figure 12. National Strategic Plan for DRR (PENRRD) 2019-2030	35
Figure 13. Components of the Communal Plan for DRR integrated within the general structure of the PLADECOS (or vice versa)	42
Figure 14. Components of the Communal Plan for DRR that can be linked with the PRC during elaboration or updating	47
Figure 15. Types of initiatives included in the SNI	48
Figure 16. Brochure format for disseminating information on the importance of DRR at a communal level	57

List of Tables



Table 1.	Disaster impacts at a global scale, 1980-1999 and 2000-2019	11
Table 2.	Example of identification of amounts for proposed actions in the Communal Plan for DRR	30
Table 3.	Example of a prioritized list of actions, indicating their temporal horizon of implementation	32
Table 4.	Fictitious example of linkage between strategic actions and objectives of the Communal Plan for DRR with plans at regional and national levels	34
Table 5.	Example of strategic actions at a regional level (Plan for Disaster Risk Reduction for the Maule Region)	36
Table 6.	Example of the extended benefits achieved through the implementation of DRR actions in various aspects of communal development	41
Table 7.	Example of the linkage between actions of the Communal Plan for DRR and the PLADECO	43
Table 8.	Example of possible funding sources for strategic actions of the Communal Plan for DRR	51
Table 9.	Synthesis of the risk diagnosis	58
Table 10.	Strategic objectives and actions, estimated budget and prioritization	59
Table 11.	Operational structure of the Communal Plan for DRR	60
Table 12.	Mechanisms for the follow-up and monitoring of the Communal Plan for DRR	61
Table 13.	Example of an annual progress evaluation table in the implementation of the Plan	62

Acronyms and Abbreviations

GGP	Grant Assistance for Grass-Roots Human Security Projects Program
CAF	Andean Development Corporation
DIDECO	Department of Community Development
ERD	Regional Development Strategy
FNDR	National Fund for Regional Development
FONAPI	National Fund for Inclusive Projects
FRC	City Recovery Fund
FRIL	Fund for Local Initiatives
GAR	Global Assessment Report on Disaster Risk Reduction
JICA	Japan International Cooperation Agency
SDG	Sustainable Development Goals
SENAPRED	National Disaster Prevention and Response Service
CSO	Civil Society Organization(s)
PENRRD	National Strategic Plan for Disaster Risk Reduction

PLADECO	Communal Development Plan
PMB	Neighborhood Improvement Program
PMU	Urban Improvement and Municipal Equipment Program
PNRRD	National Platform for Disaster Risk Reduction
UNDP	United Nations Development Program
PRC	Communal Regulatory Plan
PREMIR	Risk Prevention and Mitigation Program
DRR	Disaster Risk Reduction
SECPLA	SECPLAN, SECPLAC o SECOPLAC, corresponds to the Communal Planning Secretariat
SNI	National Investment System
SINAPRED	National System for Disaster Prevention, Mitigation and Attention
SUBDERE	Undersecretariat for Regional and Administrative Development
UNDRR	United Nations Office for Disaster Risk Reduction
UNISDR	United Nations International Strategy for Disaster Reduction



CHAPTER 1

Introduction

In a global context of increasing damages and losses caused by more frequent and intense disasters, exacerbated by the effects of climate change, investing in disaster risk reduction (DRR) becomes crucial for reducing vulnerabilities and enhancing capacities towards sustainable development. These actions are particularly relevant for a territory like Chile, where the population is exposed to diverse hazards.

Through this Guide for the Implementation of the Communal Plan for Disaster Risk Reduction (hereinafter the Guide), the aim is to underscore the importance of integrating DRR in management and development at the communal level. Consequently, the document seeks to guide the implementation of the Communal Plan for DRR by linking it with the mandatory municipal management instruments, particularly the Communal Development Plan and the Communal Regulatory Plan.

The first part of this document (Chapter 2) outlines the roles of the National Disaster Prevention and Response Service (SENAPRED) and the National Disaster Prevention and Response System (SINARED) in disaster risk reduction (DRR), as well as the evolution from emergency management to risk management, aligning with internationally agreed frameworks in the matter and Chile's commitment to their implementation.

Subsequently, the importance of DRR in the current landscape is emphasized, wherein escalating losses from disasters enhance the relevance of investing in actions that foster risk reduction and strengthen the resilience of communities and territories.

In Chapter 3, the Guide establishes specific objectives aimed at enabling the effective implementation of measures that effectively reduce risk at the communal level. This is achieved through the linkage of the Communal Plan for DRR (or the Plan) with mandatory instruments inherent to municipal management, as well as other relevant instruments at the regional and national levels.

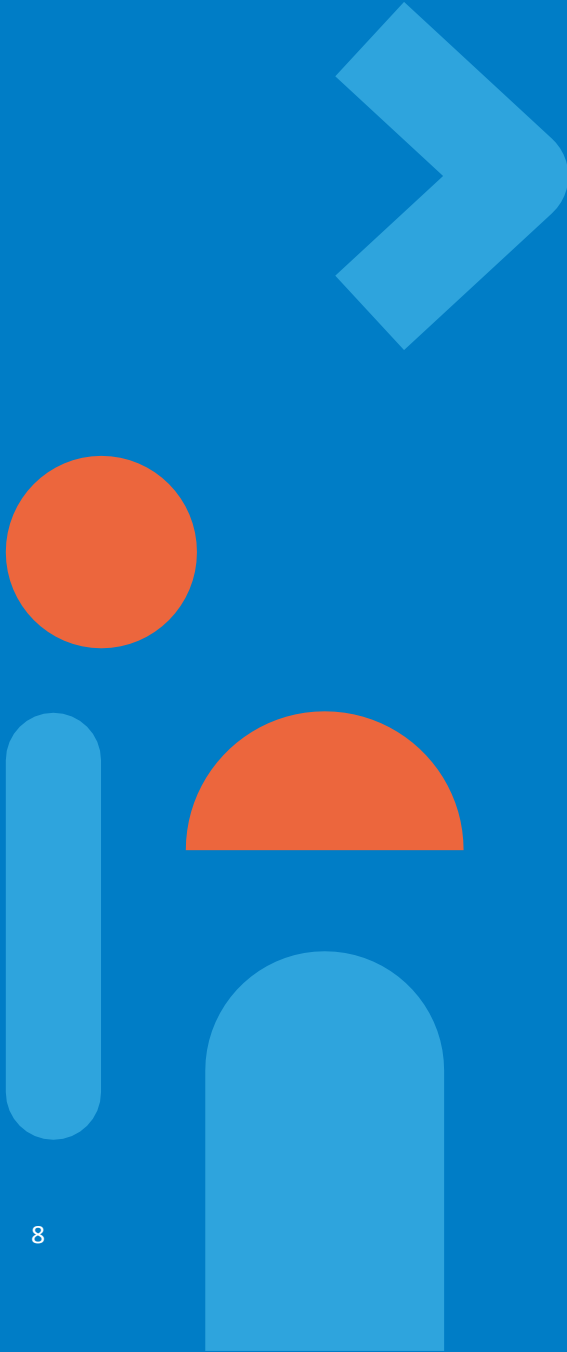
Chapter 4 provides an overview of considerations regarding the elaboration of communal plans for DRR addressed in other documents prepared by SENAPRED and international organizations.

Lastly, Chapter 5 focuses specifically on the implementation of the Communal Plan for DRR. It specifies the necessary elements for carrying out the proposed actions outlined in the Plan. This includes defining the temporal horizon of the plan, estimating the cost of carrying out strategic actions, and prioritizing these actions.

The chapter then outlines how the Plan should be linked with mandatory instruments at the communal level, such as the Communal Development Plan (PLADECO) and the Municipal Budget integrated with it, as well as the Communal Regulatory Plan (PRC). While emphasis is placed on the former two, given the PLADECO's capacity to directly link and prioritize actions to be funded through the budget, the PRC is equally relevant. It serves as a potential resource for the elaboration of the Communal Plan for DRR and helps institutionalize specific initiatives of the Plan within the territorial planning instrument.

However, the municipal budget should not be the sole funding source for DRR actions. In this regard, the Guide outlines other potential funding sources for initiatives related to disaster risk reduction. This ensures that decision-makers and municipal officials explore alternatives to finance the various actions proposed in the Communal Plan for DRR based on priorities established by technical teams and authorities.

It is important to emphasize that the elaboration of the Communal Plan for DRR is not the exclusive responsibility of the Communal Unit for Disaster Risk Management. Rather, it should be developed and implemented collaboratively by all departments capable of contributing, based on their roles and functions, to the management of disaster risk within the commune. This approach will facilitate the realization of actions that effectively reduce vulnerabilities and enhance resilience, promoting sustainable development of the local territory.



CHAPTER 2

Background

(1) The Role of SENAPRED and the National Disaster Prevention and Response System (SINAPRED) in Disaster Risk Reduction

The National Disaster Prevention and Response Service of the Ministry of the Interior (SENAPRED), established 1974, had been tasked with “planning and coordinating public and private resources for the prevention and response to emergencies and disasters of natural or human-caused origin”¹. In accordance with international agreements on disaster risk, the National Civil Protection Plan was formulated in 2022 with the aim of promoting and integrating disaster prevention efforts across the country². In 2021, Law No. 21,364 was enacted, establishing the National Disaster Prevention and Response System, which replaced the National Office for Emergencies with the National Disaster Prevention and Response Service.

¹ <https://www.onemi.gov.cl/presentacion>

² Decree 156, March 12, 2002, Ministry of the Interior, modified by Decree 38 of 2011.

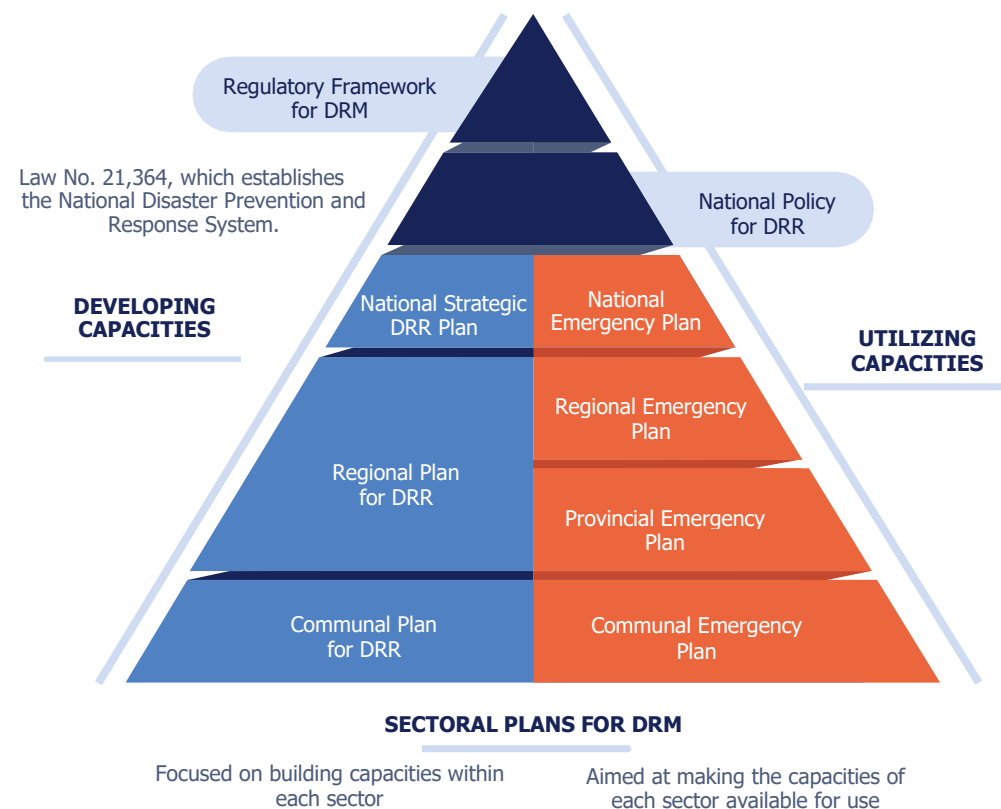
This system is replicated at various political-administrative levels across the country, providing a set of capacities for the effective realization of each phase and stage of the risk management cycle.

It is implemented through a series of plans aimed at developing and utilizing capacities aligned with a national regulatory framework that is integrated at all territorial levels, associated with various political-administrative scales (country, region, province, commune).

Following a diagnosis requested by the Chilean State to the United Nations International Strategy for Disaster Reduction (UNISDR) after the earthquake on February 27, 2010³, efforts to implement the Hyogo Framework for Action were accelerated. In 2012, this led to the establishment of the National Platform for Disaster Risk Reduction. The platform serves as a consultant to SENAPRED and promotes these topics across various levels through “coordination, analysis, and consultation on priority areas that require concerted actions through a coordinated and participatory process”

³ Available at: <https://www.undrr.org/publication/diagnostico-de-la-situacion-de-riesgo-de-desastres-en-chile>

Figure 1. Hierarchy of Risk Management instruments (SENAPRED, 2019)



involving public and private organizations, civil society, and academia⁴.

Since then, the focus of risk management at the national level has shifted from emergency response to the reduction of disaster risk. In 2014, the National Policy for DRR and the National Strategic Plan for DRR were formulated, aligning with the Hyogo Framework for Action. Significant efforts were made, especially at the national level. Recently, the new National Policy and the National Strategic Plan for Disaster Risk Reduction (2020-2030) were formulated, updating the instruments developed in 2014 to align with the Sendai Framework for Disaster Risk Reduction.

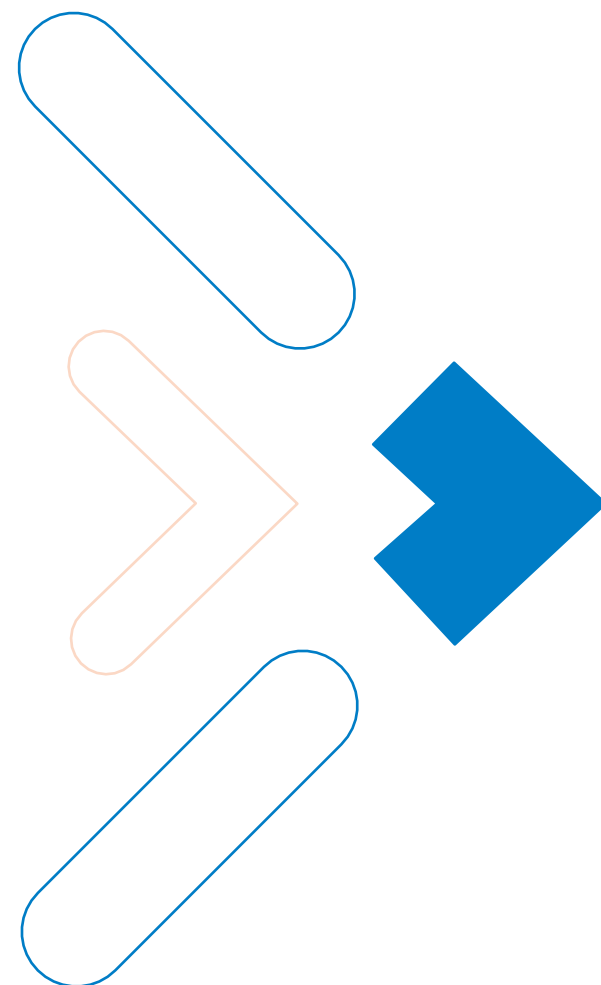
However, it is necessary to continue efforts to increase investments in DRR to implement both structural and non-structural measures aimed at mitigating and reducing risks at all territorial levels, particularly at the communal level.

(2) The importance of disaster risk reduction

Disasters, on one hand, are a consequence of unbalanced and imperfect development, where vulnerabilities and social-territorial inequities constitute underlying risk factors. On the other hand, their occurrence hampers the possibilities of achieving sustainable development in the territory (UNDRR, 2019)⁵.

The 2019 Global Assessment Report on Disaster Risk Reduction (GAR) specifies that unsustainable patterns of growth are linked to vulnerabilities and inequities across multiple sectors and dimensions. When activated, they result in serious economic failures and hinder the possibility of sustainable development, severely impacting the population. They are known as systemic risks.

Over the past few decades, there has been a global increase in disasters, accompanied by a disproportionate rise in economic damage compared to the number of affected and deceased individuals (UNDRR-CRED, 2020). This is attributed to the higher frequency of events, inadequate territorial planning in cities, and the vulnerability of a significant portion of the population



⁴ <https://www.onemi.gov.cl/plataforma-de-reduccion-de-riesgos-de-desastres/>

⁵ GAR 2019. UNDRR. Available at <https://gar.undrr.org/report-2019>

that has been led to reside in hazard-prone areas, particularly in urban areas. As of 2019, 55.7% of the global population resided in urban areas, including 88% of the Chilean population⁶.

In the global context, Chile is a country highly exposed to natural hazards and frequently affected by disasters (see Figure 2). According to the World Risk Index, Chile ranks 30th among 181 assessed countries in 2020, and it holds the 15th position in terms of exposure⁷. In 2005, a report by the World Bank ranked Chile 7th among countries most exposed to three or more hazards, with **12.9%** of its area and **54%** of its population exposed⁸.

Furthermore, Chile is classified as highly vulnerable to the consequences of climate change, meeting seven of the nine vulnerability criteria defined by the United Nations Framework Convention on Climate Change.

Table 1. Disaster impacts at a global scale, 1980-1999 and 2000-2019

Period	Reported disasters	Total deaths	Total affected population	Economic losses (US\$)
1980-1999	4,212	1.19 million	3.25 billion	1.63 trillion
2000-2019	7,348	1.23 million	4.03 billion	2.97 trillion

Source: UNDRR-CRED (2020) Human cost of disasters. An overview of the last 20 years. 2000-2019

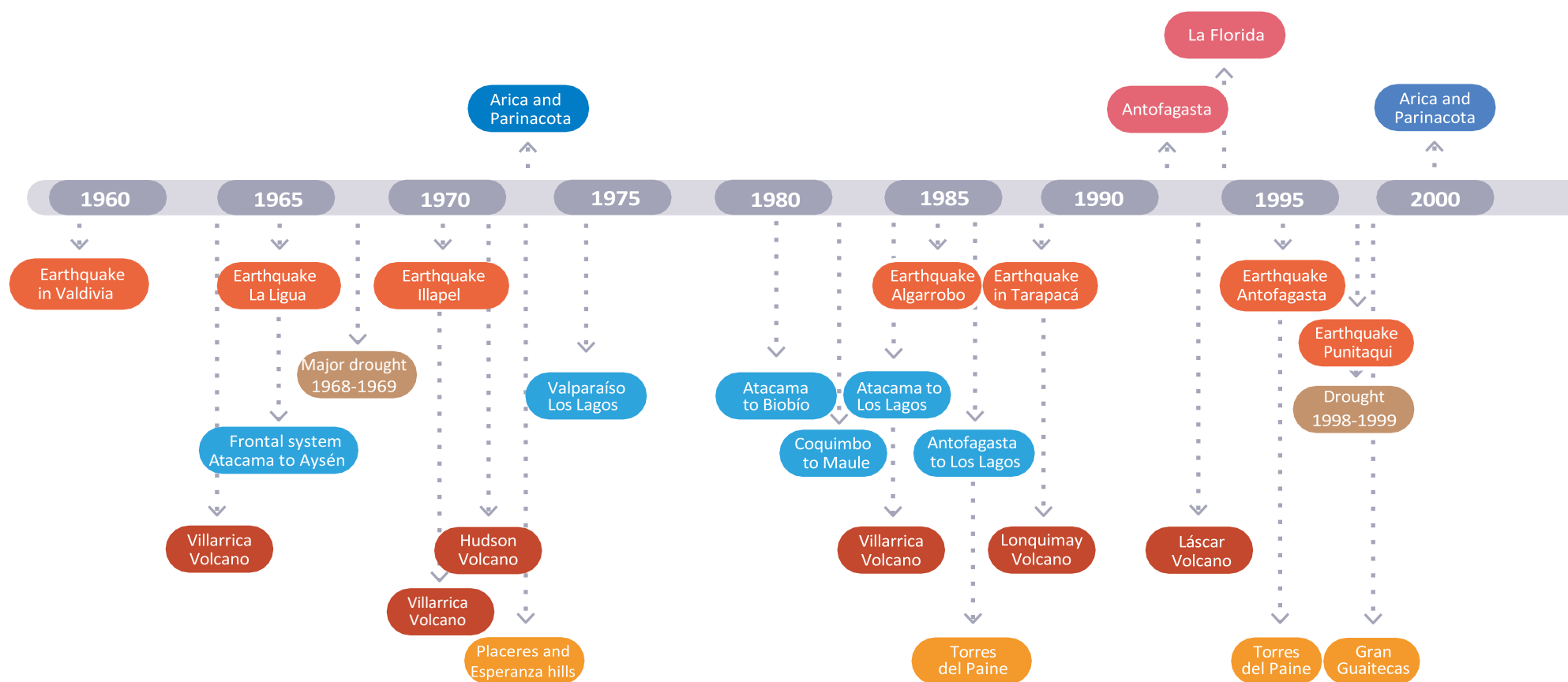
“ In the global context, Chile is a country highly exposed to natural hazards and frequently affected by disasters.



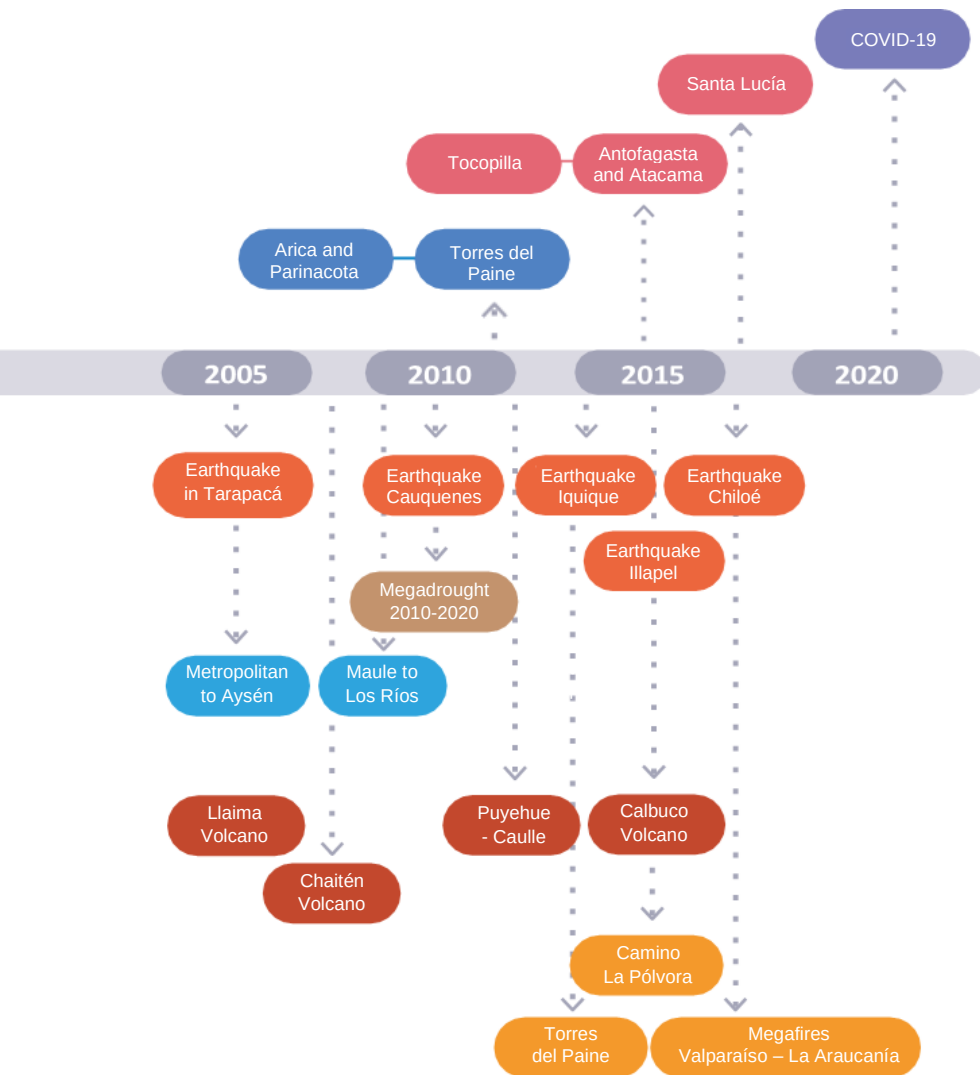
⁶ World Bank figures.

⁷ Bündnis Entwicklung Hilft y Ruhr University Bochum – Institute for International Law of Peace and Armed Conflict (IFHV) (2020) WorldRiskReport 2020.

⁸ Natural Disaster Hotspots: A Global Risk Analysis. World Bank 2005.

Figure 2. Main disasters that have occurred in Chile since 1960⁹

⁹ Additional details in Annex 1. Source: Own elaboration based on SENAPRED (2019) and SENAPRED, WM-DAT, National Seismological Center, and MINVU websites.



SYMBOLS



Earthquake



Drought



Frontal Sys.



Volcanic Eruption



Wildfire



Summer rain



Landslide



Epidemic

In terms of human and economic losses from disasters in Chile in recent years, the earthquake and tsunami on February 27, 2010, resulted in the death of 562 people and affected approximately 2.7 million individuals, with economic damages estimated at around 30 billion dollars (EM-DAT, 2020). The landslides and floods in Antofagasta and Atacama in 2015 claimed the lives of 31 people, with 16 individuals missing (SENAPRED, 2015)¹⁰, and caused damages amounting to 1.5 billion dollars. More recently, the wildfires in 2017 caused damages equivalent to 550 million dollars (EM-DAT, 2020). In terms of climate events, the megadrought that has affected the country over the past decade has had widespread effects, spanning at least from the Coquimbo region to the Araucanía. The costs associated with this drought have not yet been fully estimated¹¹.

¹⁰ SENAPRED (2015). Multisectoral Event Analysis 2015. Hydrometeorological event March – Earthquake/tsunami September. Scientific Technical Committee report.

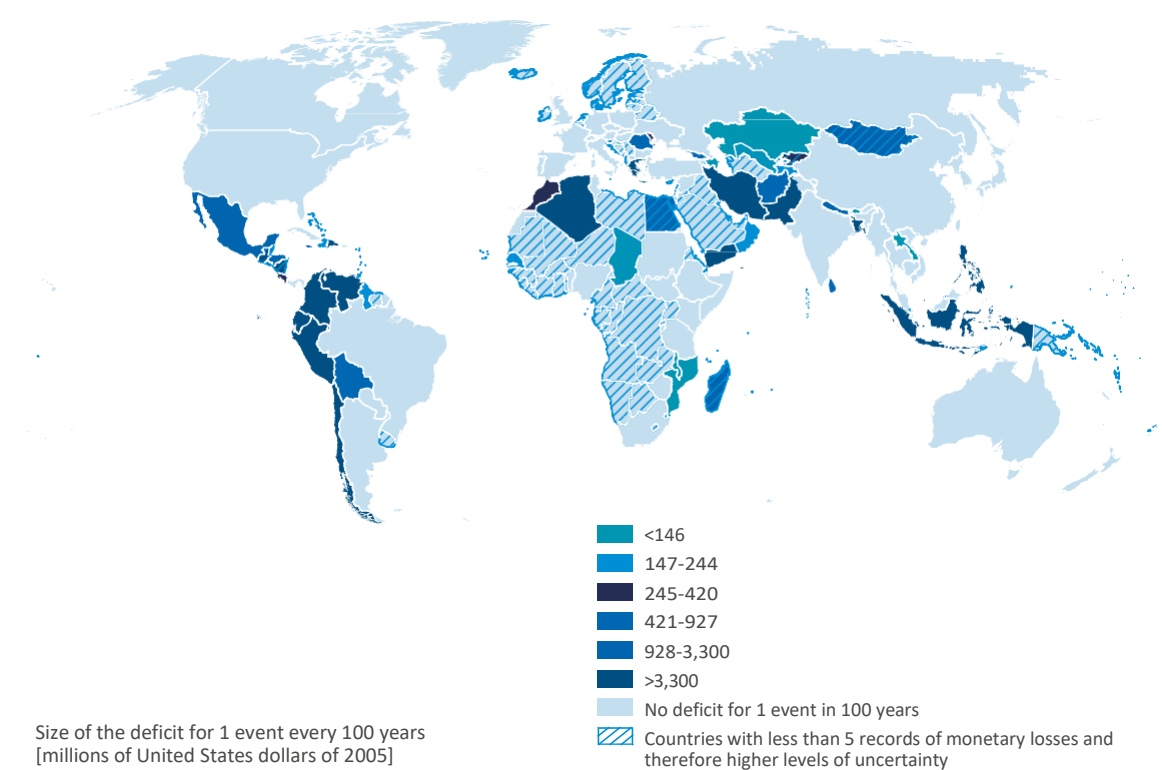
¹¹ CR2 (2015). Report to the Nation. The 2010-2015 megadrought A lesson for the future. Available at: <http://www.cr2.cl/megasequia/>

(2) The importance of disaster risk reduction

In accordance with the GAR 2015¹², in Chile, the multi-hazard average annual losses are high on a global scale. In the event of a hypothetical event with a 100-year return period, Chile is projected to experience significant losses, jeopardizing its fiscal resilience and undermining its prospects for sustainable development, as illustrated in Figure 3 (UNDRR, 2019).

This underscores the importance of implementing disaster risk management measures, beginning with prevention, mitigation, and preparedness measures aimed at minimizing the impact of disasters. Investment in risk reduction is particularly crucial in this regard.

Figure 3. Global multi-hazard average annual loss



¹² Global Assessment on Disaster Risk Reduction. 2015. Making Development Sustainable: The Future of Disaster Risk Management. Available at http://www.agr.una.py/descargas/biblioteca_digital_gestion_riesgos/G/GAR%202015/GAR2015.%20VERSIÓN%20COMPLETA.pdf

Source: GAR 2015 (UNDRR)

What disaster risk reduction is

Disaster risk reduction (DRR) is aimed at preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development. (UN, 2016).

Strategies and policies for disaster risk reduction establish goals and targets over various timeframes, supported by concrete indicators. Aligned with the Sendai Framework for Disaster Risk Reduction 2015-2030, these targets should focus on preventing the creation of disaster risks, reducing existing risks, and strengthening economic, social, health, and environmental resilience.

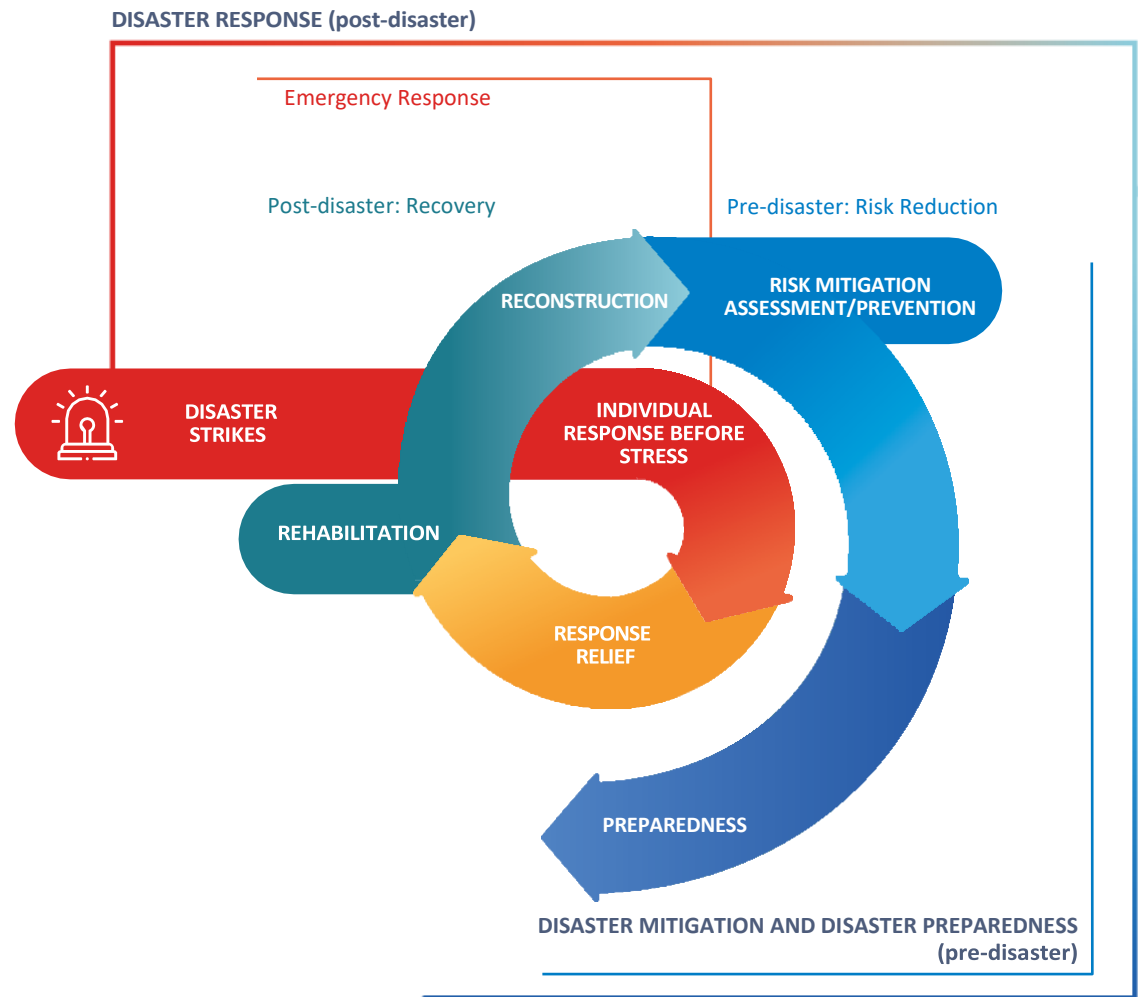


Figure: Khan et al. 2008 in UNISDR, 2015 (GAR Report 2015).

2.2 DRR at a local level in national and international frameworks

(1) “Sendai Framework for Disaster Risk Reduction 2015-2030” (Sendai Framework)

This agreement was adopted at the Third Global Conference on Disaster Risk Reduction in 2015, held in Sendai, Japan, and replaced the Hyogo Framework for Action. It outlines seven global targets and four priorities for action aimed at preventing new risks, reducing existing disaster risks, and strengthening resilience¹³ (see Annex 2).

Specifically, **Priority 3, “Investing in disaster risk reduction for resilience,”** emphasizes that public and private investment in disaster risk prevention and reduction, through structural and non-structural

measures¹⁴ are essential to enhance the resilience of individuals, communities, institutions and territories. Such measures are cost-effective and instrumental to save lives, prevent and reduce losses and ensure effective recovery and rehabilitation.

In addition, **the national and local strategies for disaster risk reduction** mentioned in the Global Goal (e) are crucial for guiding action to DRR at the communal level.

It is also important to note that in 2015, three international agreements converged, all interrelated and with compliance targets set for 2030: the Sendai Framework for Disaster Risk Reduction,

the Sustainable Development Goals, and the Paris Agreement to address Climate Change (see Figure 4). These agendas must be addressed collectively and by all territorial levels, underscoring the significance of the local level in promoting sustainable development.

¹³ In accordance with the United Nations (UNDRR, 2017), resilience is “the ability of a system, community or society exposed to hazards to resist, absorb, accommodate, adapt to, transform and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions through risk management.”

¹⁴ The definitions for the elaboration and implementation of the Communal Plan for DRR correspond to: Structural Measures: Any physical construction to reduce or avoid possible impacts of hazards, or the application of engineering techniques or technology to achieve hazard resistance and resilience in structures or systems. Non-structural measures: measures not involving physical construction which use knowledge, practice or agreement to reduce disaster risks and impacts, in particular through policies and laws, public awareness raising, training and education. (SENAPRED 2020).

Figure 4. Principal international agreements: Sendai Framework for Disaster Risk Reduction, Sustainable Development Goals, Paris Agreement



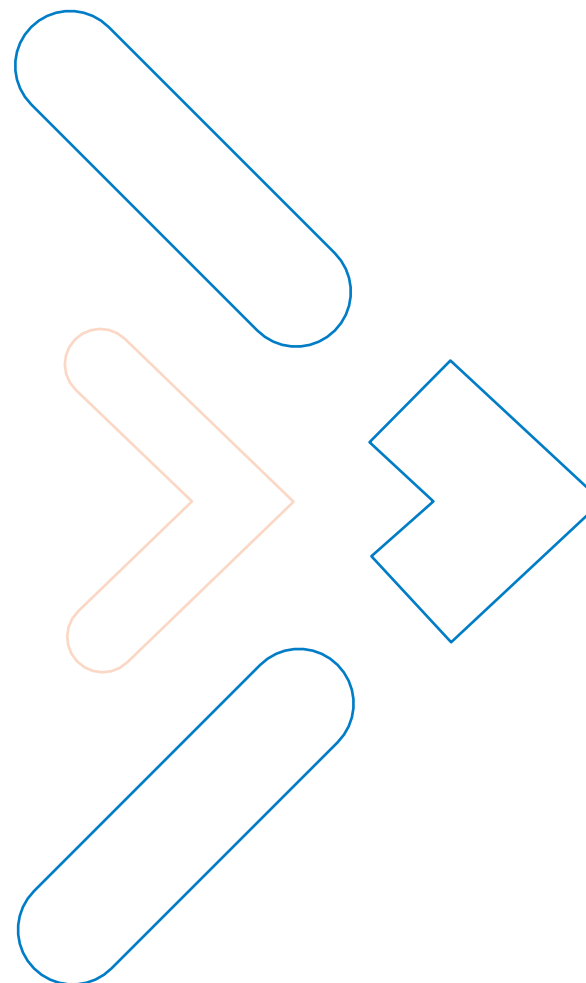
2.2 DRR at a local level in national and international frameworks

(2) National Framework for DRR

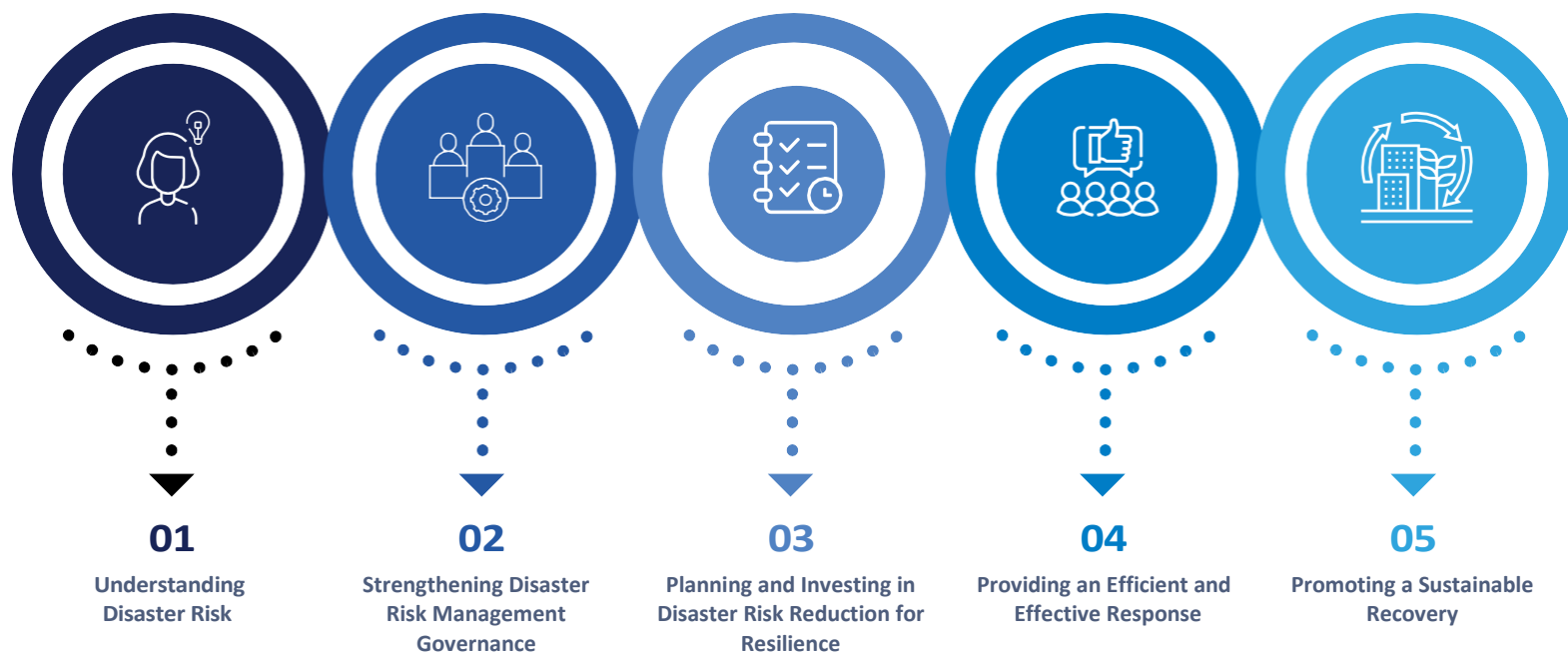
The principal national instruments are aligned with those at the international level. These are the National Policy and the National Strategic Plan for Disaster Risk Reduction (PENRRD) 2020-2030, which define five strategic axes.

The communal plans for DRR are primarily associated with axes 2 and 3. Their implementation is also guided by SENAPRED's objectives for strengthening governance and planning, as well as investing in DRR within the National Disaster Prevention and Response System (SINAPRED).

These plans identify risks at the communal level and propose strategic actions to address and reduce them. They complement efforts at the provincial and regional levels, as illustrated in Figure 1, which depicts the instruments for disaster risk reduction associated with the implementation of the National Plan for DRR across different territorial scales.



Strategic Axes

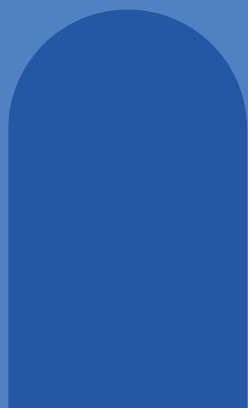




CHAPTER 03

Objectives of the Guide

The purpose of this Guide is **to facilitate the implementation of communal plans for DRR by providing guidance on their elaboration and integration with other planning instruments at the communal level and across other political-administrative scales.**





General objective

Facilitate the implementation of the Communal Plan for DRR by linking it with other management instruments for the communal territory, as well as with regional and national plans.



Specific objectives

- Promote the linkage of the Communal Plan for DRR with regional and national plans for disaster risk reduction.
- Facilitate the linkage of the Communal Plan for DRR with key communal management instruments such as the PLADECO and the Communal Regulatory Plan.
- Contribute to the identification of potential funding sources for DRR measures or actions proposed at the municipal level in the respective Communal Plan for DRR.



CHAPTER 04

Elaboration of the Communal Plan for DRR

4.1 Why elaborate a Communal Plan for Disaster Risk Reduction

The reduction of disaster risk serves as a tool to support sustainable development. It aims to identify and reduce vulnerabilities while enhancing the capacities of both the population and the territory in harmony with the environment, and reduce potential losses and setbacks in local socioeconomic development resulting from a hazard activation.

With regard to the responsibilities of municipalities in DRR, Article 4 of the Organic Constitutional Law on Municipalities (Law 18,695, *Ley Orgánica Constitucional de Municipalidades*) states that municipalities may develop functions related to environmental protection, risk prevention, and **provide assistance in emergency situations**, among other aspects, either independently or in collaboration with other organizations of the State Administration.

Furthermore, Article 5 specifies the essential functions of municipalities to fulfill their obligations, including:

a) Executing the communal development plan and the necessary programs to achieve its objectives and b) Elaborating, approving, modifying, and carrying out the municipal budget.

In this context, **the Communal Plan for DRR serves as an instrument designed to guide the necessary actions aimed at reducing disaster risks at the local level.** It aligns with the provisions of the National Policy and the National Strategic Plan for Disaster Risk Reduction, as well as the respective Regional and/or Provincial Plans for DRR. By doing so, it enables municipalities to fulfill their obligations related to the reduction of risks.

To encourage municipalities to manage risks at the communal level, SENAPRED and JICA have developed a video and a brochure emphasizing the importance of investing in DRR at the local level (Annex 3)¹⁵.

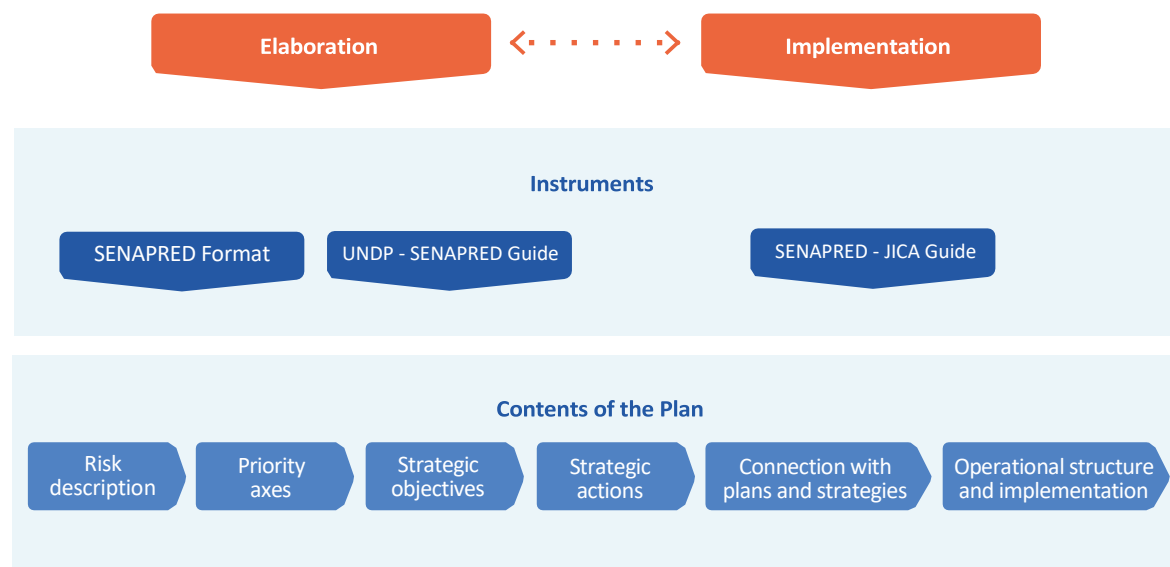
¹⁵ Video available at: https://youtu.be/BTG7RfjiP_I

4.2 How to elaborate the Communal Plan for Disaster Risk Reduction

The elaboration of the Communal Plan for DRR involves a set of complementary documents. While the minimum contents are established in the Format for the Communal Plan for Disaster Risk Reduction defined by SENAPRED¹⁶, the elaboration of the Plan may follow the stages and methodology outlined in the Methodological Guide for the Incorporation of the Disaster Risk Reduction Approach at the Municipal Level developed by UNDP-SENAPRED (2020)¹⁷.

The following figure illustrates the instruments that facilitate the elaboration of the Communal Plan for DRR and its contents.

Figure 5. Instruments that support the elaboration and implementation of the Communal Plan for DRR



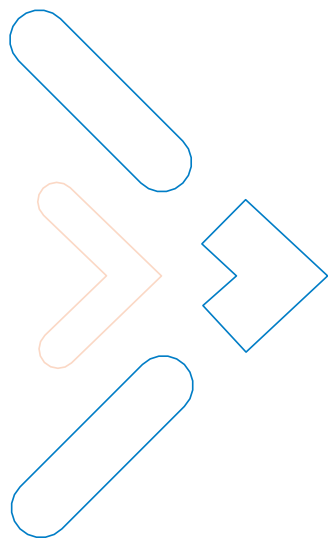
¹⁶ Available at: <http://www.repositoriodigitalonemi.cl/bits-tream/handle/123456789/3363/PLAN-COMUNAL-PARA-LA-RRD.docx?sequence=8&isAllowed=y>

¹⁷ Available at: <https://www.alianzaspublicasprivadas.cl/formacion-a-municipios-en-rrd/guia/>

Source: Own elaboration

4.2 How to elaborate the Communal Plan for Disaster Risk Reduction

The main objective of the Communal Plan for DRR is to identify a set of actions, investment initiatives, projects, and programs aimed at the reduction of disaster risk within the commune. This is done in alignment with the national framework for Disaster Risk Reduction, as well as instruments of territorial planning and development strategies such as the Communal Development Plan, with a focus on the mitigation and preparation stages.



The minimum contents of the Plan that each municipality must consider include:

- Description of the hazards, vulnerabilities, and risks (risk assessment at a communal level).
- Strategic objectives are defined in alignment with the priority axes established at a national level in the PENRRD.
- Strategic actions to achieve the strategic objectives, encompassing both structural and non-structural measures.
- Linkages with development strategies and plans related to DRR.
- Definition of the operational structure and implementation of the Plan, including mechanisms for follow-up.

A valuable resource at the diagnostic level is the Underlying Risk Factors Survey and the recommendations provided by SENAPRED¹⁸.

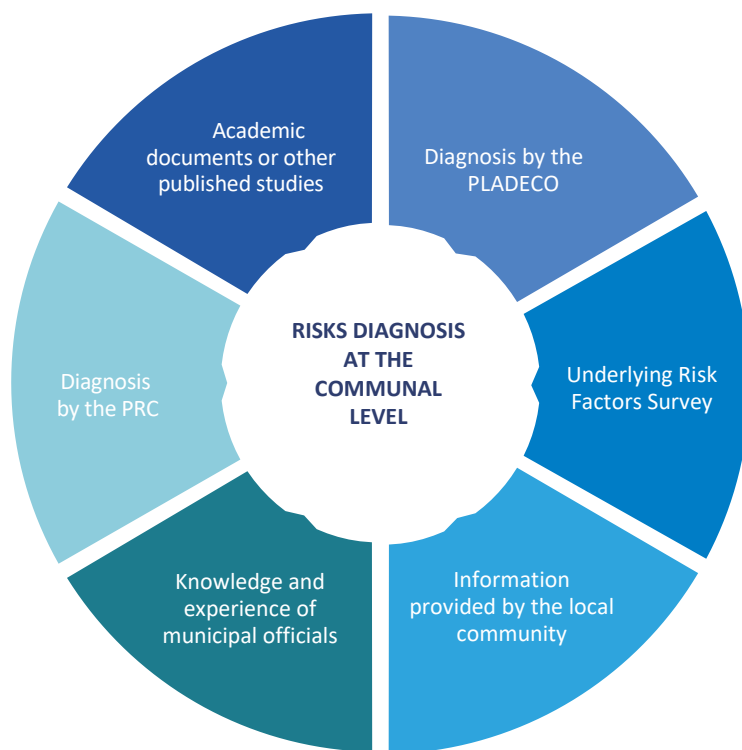
This survey offers an understanding of the existing situation in the commune regarding DRR. Therefore, it is recommended to conduct this survey prior to the elaboration of the Plan and to repeat it each time the plan is updated.

The risk diagnosis at a communal level can be complemented with other resources to enrich the characterization of the communal territory. These may include diagnoses carried out for updating the PLADECO or performed during the elaboration of the Communal Regulatory Plan (PRC). Particularly, the hazards analysis from the risk and environmental protection study of the PRC, as well as the communal emergency plan, academic documents, and other relevant studies, can provide valuable insights.

However, equally important is the knowledge that the municipal technical teams and the community possess about the local reality.

¹⁸ Methodology for conducting a survey by municipal officials to provide a diagnosis across four dimensions of vulnerability at a communal level: Governance, territorial laws, social demographic-economic characterization, and climate change - natural resources (National Policy for Disaster Risk Reduction 2019-2030). Based on the survey results, SENAPRED provided recommendations to each municipality. Available at: <https://www.onemi.gov.cl/factores-subyacentes/>

Figure 6. Recommended resources for the elaboration of the risk diagnosis at a communal level



Source: Own elaboration

During the process of elaborating the Plan, it is crucial to ensure that the proposed actions are feasible for implementation.

This Guide contributes to this aspect by providing guidance and recommendations for integrating strategic actions in the municipal budget and linking them with specific management instruments at this political-administrative level.



CHAPTER 5

Implementation of the Communal Plan for Disaster Risk Reduction

This chapter offers recommendations and guidance to facilitate the implementation of the strategic actions for disaster risk reduction proposed by the Communal Plan for DRR. It focuses on integrating the Plan with mandatory municipal management instruments, aimed at supporting municipalities in promoting sustainable local development.

It is important to note that Article 3 of the Constitutional Organic Law on Municipalities specifies that these institutions have various exclusive functions within their territory, with the first two being:

- a) Elaborating, approving, and modifying their communal development plan (PLADECO), ensuring its alignment with regional and national plans.
- b) Planning and regulating the commune, and elaborating the communal regulatory plan, in accordance with current legal norms.

These instruments are crucial for managing territorial development at the communal level.

5.1 Challenges for the implementation of the Plan at a local level

Once the Communal Plan for DRR is formulated, the primary challenge for its implementation is related to the possibility of funding the proposed actions.

According to Law 21,364 (Art. 28), the Communal Plans for Disaster Risk Reduction will be developed by the Risk Management Unit of the commune.

These plans must include actions aimed at reducing territorial vulnerabilities, in line with the actions defined in the National Strategic Plan for Disaster Risk Reduction.

Additionally, each commune must have a Communal Development Plan (PLADECO), as a principal tool for local authorities to plan and manage development. The PLADECO defines, among other aspects, how the available budget is allocated to develop initiatives with own funds and prioritizes projects to be applied for external funding, typically considering a temporal horizon of four years. Its purpose is to contribute to the efficient management of local government and promote the economic, social, and cultural development of the commune's population. In this regard, it is highly relevant that the strategic actions proposed in the Communal Plan for DRR can be integrated into the PLADECO, aiming to enhance their funding possibilities.

According to Article 7 of the Constitutional Organic Law on Municipalities, the governing principles of the PLADECO are as follows:

Governing Principles

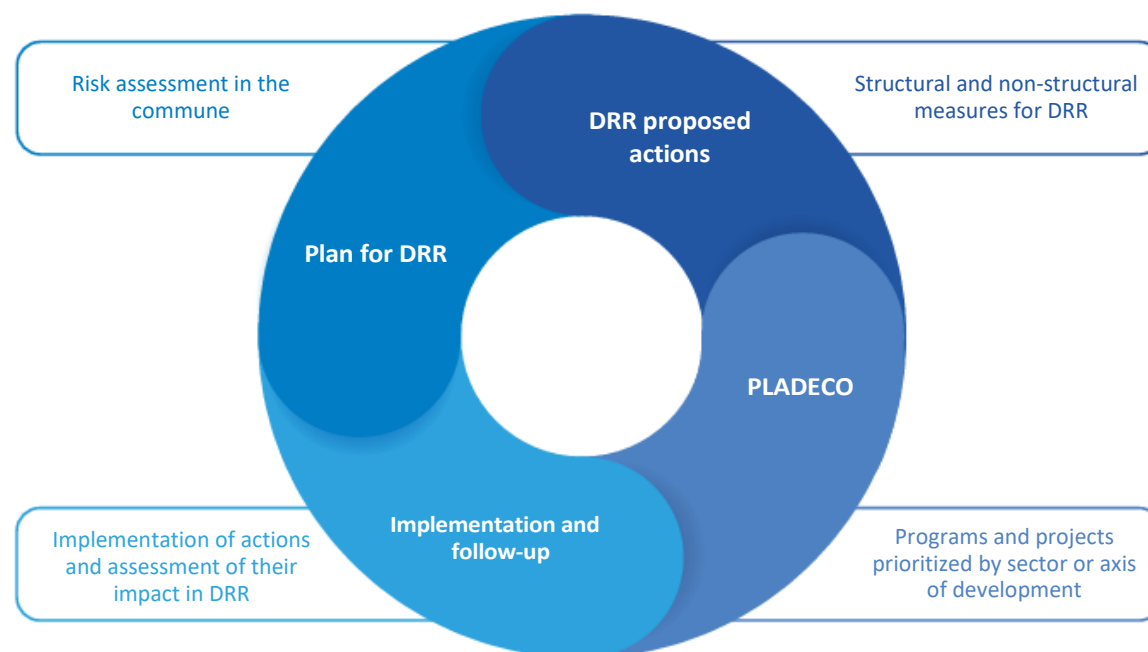


5.1 Challenges for the implementation of the Plan at a local level

In this context, the content of the Communal Plan for DRR is crucial for the sustainable development of the local territory. Therefore, it is recommended to integrate the proposed actions into the PLADECO to encourage investment in DRR at the local level, aiming to reduce vulnerabilities and promote resilience to disasters.

The planning for DRR should be integrated into the cycle of municipal management to enhance local capacities to deal with risks and disasters (see Figure 7).

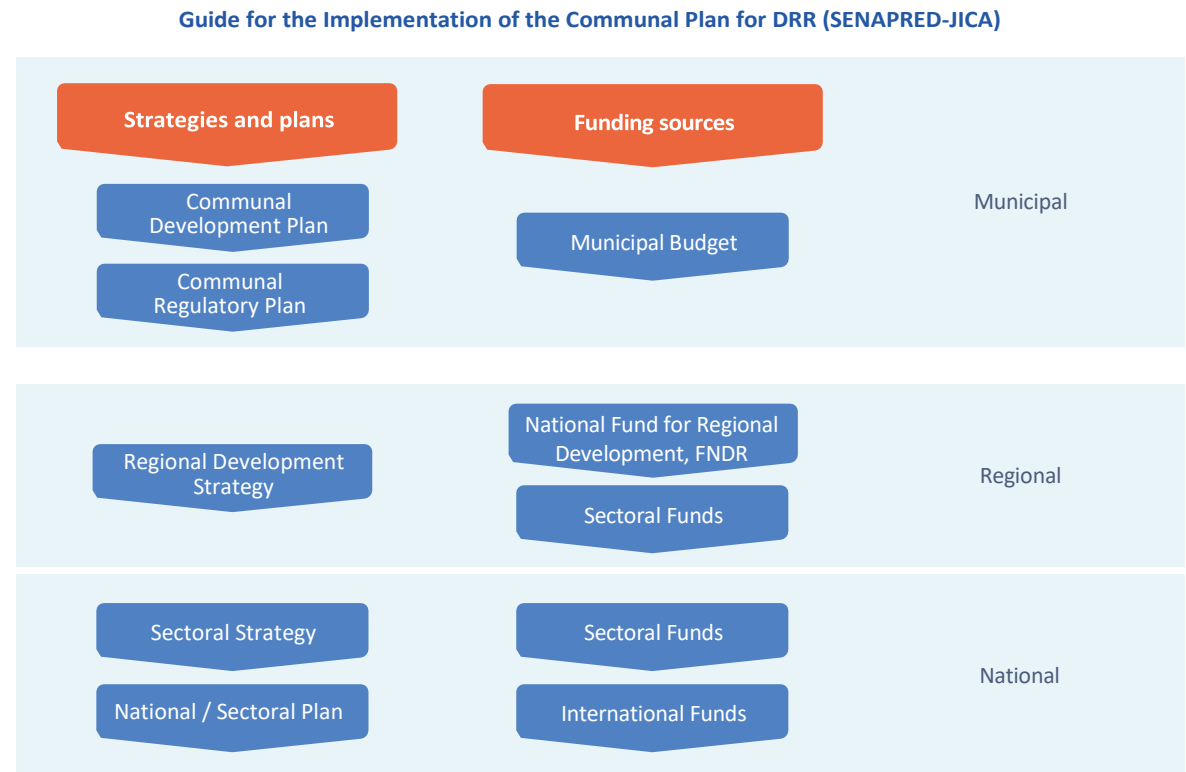
Figure 7. Plan for DRR and implementation cycle



Source: Own elaboration

The implementation of the Communal Plan for DRR, aimed at facilitating the implementation of proposed actions for disaster risk reduction, can consider strategies and funding sources on various scales. To achieve this, it must be aligned with respective management instruments, a task that should be considered during its elaboration (Figure 8).

Figure 8. Plans, strategies and funding sources for communal DRR in different political-administrative levels



Source: Own elaboration

5.2 Relevant aspects to consider in the elaboration of the Communal Plan for DRR to facilitate its linkage with other instruments

(1) Budget of the Communal Plan for DRR

The process of elaborating the plan must include an estimate of the budget necessary for its implementation to provide background information when requesting funding for the strategic actions. Each proposed action should be considered, estimating the amount required for its implementation.

The strategic actions outlined in the plan may include structural (constructions) and non-structural (projects, plans, programs, training activities, etc.).

Normally, initiatives that involve construction require prior development of projects, which, depending on the temporal horizon of the plan, should be the actions estimated in the initial phase.

These strategic actions must be agreed upon by the municipal team responsible for preparing the PLADECO.

Therefore, it is recommended to involve departments with experience in project evaluation and implementation from the beginning of the process of elaborating the Communal Plan for DRR, especially the Communal Planning Secretariat (SECPLA or its equivalent in each municipality). Additionally, it is advisable to include other departments such as the Department of Community Development (DIDECO), the Department of Education, the Department of Environment, the Department of Works, etc.

Table 2. Example of identification of amounts for proposed actions in the Communal Plan for DRR

Type of action	Strategic action	Estimated amount (CLP\$) millions
Structural	Construction of a rockfill dam	50
Non-structural	Leaflet to disseminate the flood early warning system	1
Non-structural	Training on risk management and evacuation process	0.5
Non-structural	Evacuation drill	0.1
Total		53.5

(2) Temporal horizon of the Plan

The Communal Plan for DRR commences with an analysis of the existing situation in the commune concerning the risks that may affect it. This involves reviewing hazards, vulnerabilities, and capacities of the territory and the commune's population at a specific moment. The proposed actions aim to reduce vulnerabilities, mitigate hazards, and/or develop and enhance capacities to effectively respond to a hazard activation, thereby increasing the resilience of exposed communities and territories.

The temporal horizon for implementing the plan should align with the temporal horizon of the PLADECO and be periodically updated.

It is also recommended for the initiatives or actions proposed in the plan to consider an expected horizon for their implementation. This can be outlined by defining actions in the short-, medium-, and long-term (see Figure 9 and Figure 10).

Figure 9. Example of temporal horizon of proposed actions

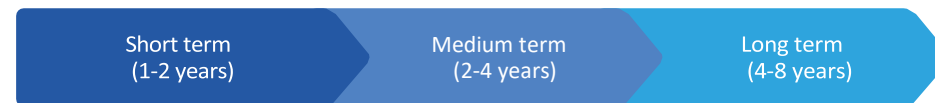
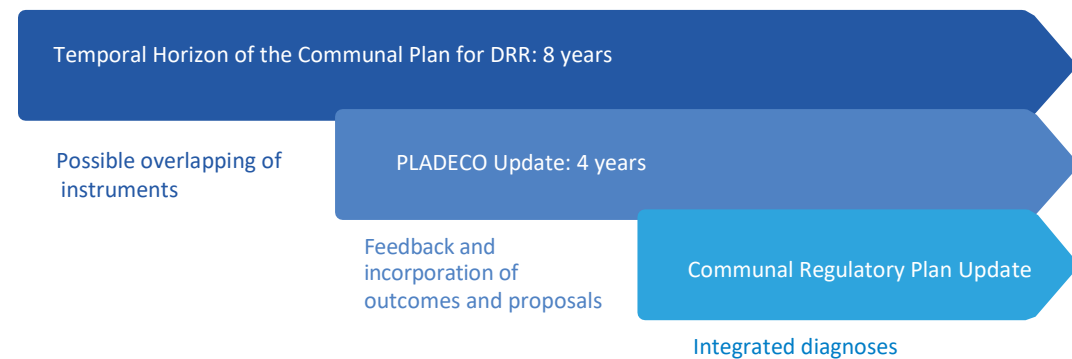


Figure 10. Example of temporal horizon of the Plan and its connection with other communal management instruments



Source: Own elaboration

5.2 Relevant aspects to consider in the elaboration of the Communal Plan for DRR to facilitate its linkage with other instruments

(3) Prioritization of initiatives

Given the limited municipal resources and external funding available for the initiatives proposed by the Communal Plan for DRR, it is crucial to establish a prioritized order for their implementation.

The criteria for prioritization will be determined by each municipality, considering, among others, the following examples:

- Relation with regional and national plans, as appropriate.
- Connection with the recommendations of the Underlying Risk Factors Survey, the stronger the relation, the higher the priority.
- Number of beneficiaries, the larger the proportion of the commune's population benefiting, the higher the priority.
- Feasibility of funding, the more possible or numerous the funding sources, the higher the priority.
- Technical requirements, the measure can be carried out with municipal personnel or requires external support.

The table below illustrates a list of prioritized initiatives using the same example, along with their identified temporary natures. These elements collectively facilitate decision-making regarding budget allocation or establishing an order for funding applications.

Table 3. Example of a prioritized list of actions, indicating their temporal horizon of implementation

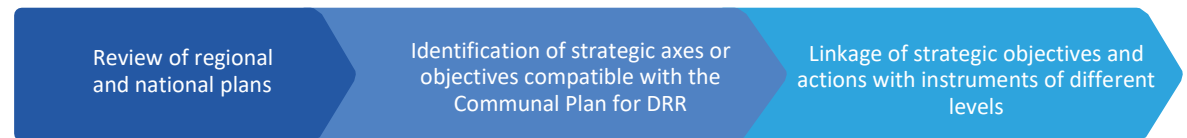
Type of action	Strategic action	Estimated amount (CLP\$) millions	Temporal nature	Priority
Structural	Construction of a rockfill dam	50	Medium-term	2
Non-structural	Leaflet to disseminate the flood early warning system	1	Short-term	3
Non-structural	Training on risk management and evacuation process	0.5	Short-term	1
Non-structural	Evacuation drill	0.1	Short-term	4
Total		53.5		

5.3 Linkage of the Communal Plan for DRR with regional and national plans

Municipalities bear the responsibility to reduce the risk of disasters in the communal territory as outlined in the Organic Constitutional Law on Municipalities. To maximize the effectiveness of actions for disaster risk reduction at the local level, cooperation between the national, regional, and municipal levels is essential.

Therefore, it is necessary for actions for DRR at the municipal level to be linked with regional and national plans, which are aligned with national policies and international frameworks for DRR (Figure 11).

Figure 11. Process for linking the Communal Plan for DRR with policies and plans at national and regional levels



In case of requesting or obtaining a budget to implement the actions, it is **important to link it with the different available instruments. This supports the justification for funding requests.** Thus, the more direct the link when granting funding for a specific initiative, it not only supports the achievement of the strategic objectives of the communal plan, but also contributes to the achievement of objectives and goals at regional and national levels.

This link occurs when the strategic objectives defined in respective plans coincide with the strategic actions and objectives proposed in the Communal Plan for DRR, as illustrated in the following example.

5.3 Linkage of the Communal Plan for DRR with regional and national plans

Table 4. Fictitious example of linkage between strategic actions and objectives of the Communal Plan for DRR with plans at regional and national levels

Strategic objective	Strategic action	Priority axis of the National and Strategic Plan	Recommendations from the Underlying Risk Factors Survey ¹⁹
Reduce flood risk in a urban area	Construction of a rockfill	Axis 3: Planning and Investing in Disaster Risk Reduction for Resilience	Not applicable.
Improve population preparedness	Flood early warning system project	Axis 3: Planning and Investing in Disaster Risk Reduction for Resilience	Improve population preparedness for the most relevant hazards at the communal level.
Improve municipal capacities for DRR	Training on evacuations	Axis 1: Understanding Disaster Risk Axis 2: Strengthening Disaster Risk Management Governance Axis 4: Providing an Efficient and Effective Response	Increase the municipality's capacities to address risks.
Improve population preparedness	Evacuation drill	Axis 4: Providing an Effective and Efficient Response	Improve population preparedness for the most relevant hazards at the communal level.
Reduce wildfire risk	Definition of measures to reduce vulnerability and exposure to fires of urban-forest interface	Axis 3: Planning and investing in Disaster Risk Reduction for resilience.	Not applicable.

¹⁹ It is also suggested to incorporate the recommendations of the Underlying Risk Factors Survey, as it is a factor considered in the allocation of certain funds, such as the PREMIR. Moreover, these recommendations were provided by SENAPRED based on the specific situation of each commune.

The strategic initiatives or actions proposed in the Communal Plan for DRR and their suggested link with the principal risk reduction plans and strategies are outlined below.

i. National Strategic Plan for Disaster Risk Reduction (PENRRD) (2020-2030)

The PENRRD is aligned with the Sendai Framework and serves as the designated instrument for implementing the National Policy for Disaster Risk Reduction Management (2020-2030). The axes of the Policy have been adjusted in its formulation to address the gaps identified in its implementation at the national level up to the present date. The PENRRD comprises 5 priority axes, from which 25 strategic objectives are derived. Additionally, 74 strategic actions are defined to achieve each objective (Figure 12).

Figure 12. National Strategic Plan for DRR (PENRRD) 2019-2030



ii. Regional Plan for DRR

Actions to reduce disaster risk at the municipal level must be aligned with the Regional Plan for DRR. As an example, the strategic actions of the Plan for DRR for the Maule region are provided. Review and consult the relevant actions outlined in the Plan for DRR specific to the region where your commune is located.

5.3 Linkage of the Communal Plan for DRR with regional and national plans

Table 5. Example of strategic actions at a regional level (Plan for Disaster Risk Reduction for the Maule Region)

Strategic axis	Action	Responsible institution	Collaborating institution
Axis 1: Institutional strengthening	Action No. 1.2.6: Develop a training program for provinces and communes to prepare provincial and community plans for disaster risk reduction.	Regional Department of SENAPRED Maule	Governments and municipalities
	Action No. 1.2.7: Develop standardized emergency community plans.	Regional Department of SENAPRED Maule	Municipalities
Axis 5: Strengthening the monitoring and early warning systems	Action No. 2.4.3: Develop training on emergency operations for the regional civil protection system.	Regional Department of SENAPRED Maule	Civil Protection Academy of SENAPRED, first aid by municipalities
Axis 3: Promoting a culture of prevention and self-care	Action No. 3.1.3: Develop the PISE program in the Maule Region to plan and train a culture of prevention.	Regional Department of SENAPRED Maule	Municipalities and Seremi of Education
	Action No. 3.1.4: Incorporate Disaster Risk Management topics through a collaborative agreement between the Regional Department of SENAPRED Maule and Higher Education Institutions in the Region.	Regional Department of SENAPRED Maule	Regional Higher Education Institutions
	Action No. 3.2.1: Provide training, in accordance with the program, between the Regional Department of SENAPRED and the National Forestry Corporation to promote a culture of prevention and mitigate wildfire risks in the community.	Regional Department of SENAPRED Maule and CONAF	Municipalities and CSOs
	Action No. 3.2.2: Train CERT instructors (Course on Community Emergency Response Team) in the Maule Region.	Regional Department of SENAPRED Maule	Regional Civil Protection System
	Action No. 3.6.2: Incorporate Disaster Risk Management topics through a collaborative agreement between the Regional Department of SENAPRED Maule and ARCHI.	Regional Department of SENAPRED Maule	ARCO



Strategic axis	Action	Responsible institution	Collaborating institution
Axis 5: Reducing the underlying risk factors	Action No. 4.1.3: A diagnosis of underlying risk factors in the Maule Region.	Regional Department of SENAPRED Maule	Municipalities
	Action No. 5.3.3: Train Civil Protection System members in earthquake perception using the Mercalli scale in the Maule Region.	Regional Department of SENAPRED Maule	Organizations of the Civil Protection System
Axis 5: Strengthening the preparedness to disasters to achieve an effective response.	Action No. 5.3.3: Develop a training program for organizations involved in the Regional Emergency Plan on DRM.	Regional Department of SENAPRED Maule	Regional administration, provincial governments
	Action No. 5.4.1: Develop a training program on DRM topics for CSOs through municipalities in the region.	Regional Department of SENAPRED Maule	Municipalities and technical organizations

The strategic axes of the Regional Plan for DRR do not coincide with those of the National Strategic Plan for DRR because the latter adheres to the Sendai Framework, and the regional plan in this example was developed based on the previous Hyogo Framework for Action. In future updates of the regional plans for DRR, the names of the axes must align (regional and national).

5.3 Linkage of the Communal Plan for DRR with regional and national plans

Furthermore, to facilitate the implementation of the Regional Plan for DRR, it must be closely linked to other regional-level instruments such as the Regional Development Strategy.

However, it is crucial for the plan to also address the unique characteristics and needs of each commune within the region. Therefore, the linkage should extend both “upwards” (to the national level) and “downwards” (to the communal level). In this way, the communal plans for DRR can also serve as resources, providing information about the local situation.

iii. Regional Development Strategy

The Regional Development Strategy (ERD) serves as a guiding instrument for territorial development at the regional level, typically updated every four years. Similar to the PLADECO at the municipal level, the ERD establishes objectives for regional development and provides guidance for budget allocation. Its review is essential for applying for funding such as the National Fund for Regional Development (FNDR),

as each region has allocated funds, some of which may be earmarked for specific institutional sectors or territories in alignment with the ERD.

iv. Other relevant national and regional policies and plans

In addition to the National Policy for Disaster Risk Reduction (2020-2030) and the PENRRD, several other policies and plans may be relevant for territorial management at the communal level.

It is advisable to consult these policies and plans during the elaboration of the Communal Plan for DRR to ensure synergies between different instruments and enhance the implementation possibilities of the Plan.

Some examples include:

1. **National Energy Policy, 2050** (Ministry of Energy)
2. **National Integrated Solid Waste Management Policy, 2018-2030** (Ministry of the Environment)
3. **National Plan on Human Rights, 2018-2021** (Undersecretary of Human Rights)
4. **National Action Plan on Climate Change, PANCC 2017-2022** (Ministry of the Environment)
5. **Climate Change Adaptation Plan for Cities, 2018-2022** (Council of Ministers for Sustainability)

5.4 Linkage of the Communal Plan for DRR with other management instruments at the communal level

Municipalities possess various territorial management instruments, with the principal ones being the Communal Development Plan (PLADECO) and the Communal Regulatory Plan (PRC). PLADECO is a mandatory instrument exclusively managed by the communal level, associated with the municipal budget, while PRC serves as a territorial planning tool focused on defining urbanization and construction conditions, thoroughfares, and other public interest declarations within urban zones. It also identifies areas restricted to urban development, including risk areas.

Below, some mechanisms for linking or harmonizing these different instruments are proposed, aiming to strengthen local management and promote sustainable and resilient development in the communes.

(1) Linkage of the Communal Plan for DRR with the PLADECO

As previously mentioned, it is advisable for the Communal Plan for DRR to be developed collaboratively by the municipal civil servants responsible for disaster risk and emergency management, along with at least the departments or units corresponding to SECPLA, DIDECO, and the Municipal Department of Education. This collaborative approach ensures that the objectives and actions are mutually agreed. Needless to say, these must also undergo review and approval by communal authorities, so their involvement at an early stage is recommended.

Since these different instruments may be elaborated or updated at different times, the following scheme is proposed for their harmonization and integration:

²⁰ While it is recommended that both the Communal Plan for DRR and the PLADECO are developed with the same temporal horizon, this may not always be feasible. Therefore, it is expected that these documents are reviewed and updated to provide feedback and complement each other.

1. Elaboration of the Communal Plan for DRR

- a. The PLADECO is reviewed, and strategic objectives or axes related to DRR are included (e.g., "sustainable commune," "reduce population vulnerability to volcanic hazards," etc.). If these are not included, updating the PLADECO to integrate these objectives is recommended²⁰.
- b. A risk diagnosis is elaborated and considers its alignment with national and regional plans and policies, as outlined in previous chapters.
- c. Strategic actions are proposed, and the approximate costs for implementation are identified, their temporal horizon is defined, and they are prioritized.
- d. A summary of the plan for dissemination and justification of initiatives for funding is prepared (see Annex 4).
- e. The strategic actions are linked with those identified in the PLADECO and other actions defined in the Communal Plan for DRR are incorporated.

5.4 Linkage of the Communal Plan for DRR with other management instruments at the communal level

2. Integration for the implementation of the Plan

- a. Updating the investment portfolio of the PLADECO is proposed to include short-term actions defined as priorities in the Communal Plan for DRR.
- b. Incorporating the remaining actions in the next update of the PLADECO and/or submitting them for external funding is proposed (see point 5.5), whether at sectoral or regional level.
- c. If the current PLADECO does not include axes or objectives associated with DRR, their incorporation in the next update is proposed along with directly managing funding opportunities for prioritized actions.

Integrating prioritized content from the DRR Plan into the PLADECO helps mitigate the impacts of disasters on local communities and contributes to achieving the development objectives defined by the municipality. DRR should not be treated as a standalone issue but rather as a cross-cutting directive that can be integrated into every sector of development.

The PLADECO guides communal development across various spheres, including:

- a. Economic development
- b. Social development
- c. Territorial laws
- d. Citizen safety
- e. Public services
- f. Environment

The following table mentions some examples that contribute to disaster risk reduction and simultaneously provide widespread social, economic, and environmental benefits.

Table 6. Examples of the extended benefits achieved through the implementation of DRR actions in various aspects of communal development

Scope or axis of development (PLADECO)	Examples of actions for disaster risk reduction in the Communal Plan for DRR	Extended benefits
Economic development	Training farmers to diversify crop usage.	Improved agricultural practices. Food safety. Increased profits from diversified production.
Social development	Strengthening networks and links with civil society. Community disaster preparedness.	Enhanced governance and more organized social structures. Increased participation of women. Improved capacities.
Territorial laws	Appropriate planning processes. Population settlement in non-hazardous areas.	Reduced population exposure to hazards. Decreased land use conflicts.
Citizen safety	Establishment of refuges and shelters.	Enhanced community facilities usable not only during disasters.
Public services	Provision of drinking water and drainage in rural areas.	Reduced social and economic vulnerabilities, improved basic living conditions.
Environment	Restoration of wetlands.	Improved ecosystem services, enhanced flood hazard control.

5.4 Linkage of the Communal Plan for DRR with other management instruments at the communal level

The structure and content of the Communal Plan for DRR, or its summary if applicable, should be closely linked to the PLADECO. This ensures that the information gathered for one plan can be utilized by the other, as illustrated in the following figure.

In summary, it is recommended to integrate the contents of the Communal Plan for DRR into the PLADECO (and vice versa), as depicted in the following figure²¹.

Figure 13. Components of the Communal Plan for DRR integrated within the general structure of the PLADECO (or vice versa)



²¹ For detailed information on specific contents, it is advisable to refer to the SENAPRED Format for the Elaboration of the Communal Plan for DRR and the Methodology Guide for Incorporating the Disaster Risk Reduction Approach at the Municipal Level (PNUD-SENAPRED 2020).

Source: Own elaboration

Table 7. Example of the linkage between actions of the Communal Plan for DRR and the PLADECO

As an example, the following table illustrates the link between objectives and actions defined in the Communal Plan for DRR and the PLADECO for the commune of San Pedro de la Paz, Biobío region.

PLADECO					PLAN
Directive No. 3. San Pedro de la Paz is a connected, integrated, and spatially secure city that protects the natural heritage conservation of the territory.					
Strategic objective No. 3.2. Promote and coordinate citizens, businesses, and public institutions to manage existing natural-origin risks in the commune comprehensively.					Action 1.1.2. of the Plan for DRR
Specific objective No. 3.2.1 Identify relevant issues for the management of natural and man-made risks.					
Name of the initiative	Description	Responsible	Funding source	Investment amount MCLP\$ or other	Axes/Objective/Action from the DRR Plan
Identification of relevant risk management issues	Improve understanding of disaster risks to protect human lives, assets, and the environment	Disaster Risk Management Department	Municipal	77,500	Objective 3.3. Foster partnerships to transfer knowledge, technology, and innovation with universities and businesses for community risk management.
	Determine relevant risk management issues in the community				

Table 7. Example of the linkage between actions of the Communal Plan for DRR and the PLADECO

Name of the initiative	Description	Responsible	Funding source	Investment amount MCLP\$ or other	Axes/Objective/Action from the DRR Plan
Identification of relevant risk management issues	Renovate evacuation routes	Disaster Risk Management Department	Municipal	77,500	Objective 5.3. Ensure effective evacuation and access to shelters during emergencies. 5.3.1 Update tsunami evacuation routes in the commune. 5.3.2 Install new signage for hazard warnings and evacuation routes.
	Develop agreed risk maps				Objective 2.5. Produce and disseminate statistics and interactive maps of events and/or risk management in the community. 2.5.1 Georeferenced actions, risk management and hotspots.

Specific objective No. 3.2.2: Develop initiatives to appropriately manage community risks					
Name of the Initiative	Description	Responsible	Funding source	Investment amount MCLP\$ or other	Axes/Objective/Action from the DRR Plan
Initiatives to appropriately manage natural risks	This program shall include, among other, the following actions: 1) A liaison office for the management of relevant agents to its territory. 2) Promote collaboration initiatives between the public and private sectors. 3) Review ordinances. 4) Proposal for beautification or manual of best practices for erosion and sedimentation control. 5) Worktables with shippers and rangers associated with best practices.	SECPLA Department of Environment, Sewage, and Beautification	Municipal	14,800	Objective 1.2. Strengthen the Civil Protection Committee and the Communal Emergency Operations Committee. Objective 1.3. Strengthen networks with public and private institutions and NGOs relevant to Communal Risk Management. Objective 1.5. Promote the restoration of deteriorated or threatened ecosystems as an adaptation mechanism.
Diffusion of safety zones for tsunamis	Publicize meeting points through activities with the main actors of municipal schools. Design and update contents and infographics. Development of the Annual Plan for Diffusion Workshops.	Disaster Risk Management Department	Municipal	33,600	Objective 4.3. Generate a communication strategy in the media for the diffusion of actions for risk management.
Microzoning of natural and man-made risks with community participation	Develop a Community Emergency Plan according to risk variables to improve neighborhood capacity to face natural and/or man-made disasters.	Disaster Risk Management Department	Municipal	27,200	Objective 4.2. Promote the elaboration of safety plans in public and private institutions.
Program for diffusion and training, "Prepared Family Plan"	Conduct workshops on the "Prepared Family Plan" to promote self-care in natural and man-made disaster situations. A practical guide to identify and reduce risks present in the home.	Disaster Risk Management Department	Municipal	20,000	

5.4 Linkage of the Communal Plan for DRR with other management instruments at the communal level

(2) Linkage of the Communal Plan for DRR with the Communal Regulatory Plan (PRC)

The Communal Regulatory Plan is another management instrument that municipalities have at the communal level. This instrument, as stipulated by the Law and the General Ordinance on Urbanism and Constructions, regulates and guides urban planning within the communal territory.

It is developed independently of the PLADECO and, in accordance with the National Policy on Urban Development and the Law on Soil Market Transparency, it should be updated or reviewed every 10 years.

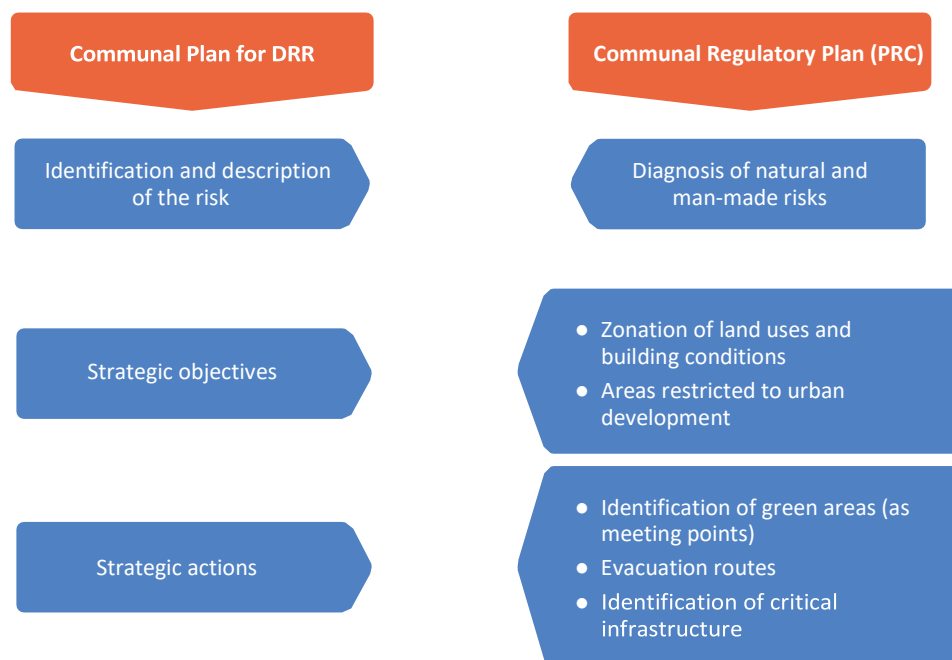
It consists of an ordinance that regulates property subdivision processes and urbanization in urban areas, zonation blueprints specifying edification conditions and land uses, and road structuring. Additionally, it includes a memoir explaining planning decisions and complementary studies, such as the **Risks and Environmental Protection Study**. This study identifies areas exposed to natural and man-made hazards and defines risk areas where actions to mitigate potential hazard impacts on the territory are specified to obtain building permits.

The process of elaborating the PRC involves significant interaction with the Communal Plan for DRR, particularly during the diagnosis. Additionally, a zonation should consider identified hazards and incorporate appropriate spaces for disaster response, such as evacuation routes (which may be implemented by the Communal Plan for DRR), meeting points, etc.

Similarly, if a risk study is conducted for the PRC, it should serve as a valuable resource in the elaboration of the Communal Plan for DRR given that this study identifies hazard-exposed areas that may affect urban sectors or extensions within the commune.

The components of the Communal Plan for DRR that can be considered in the PRC -and vice versa- are outlined in the following figure.

Figure 14. Components of the Communal Plan for DRR that can be linked with the PRC during elaboration or updating



Source: Own elaboration

5.5 Funding sources

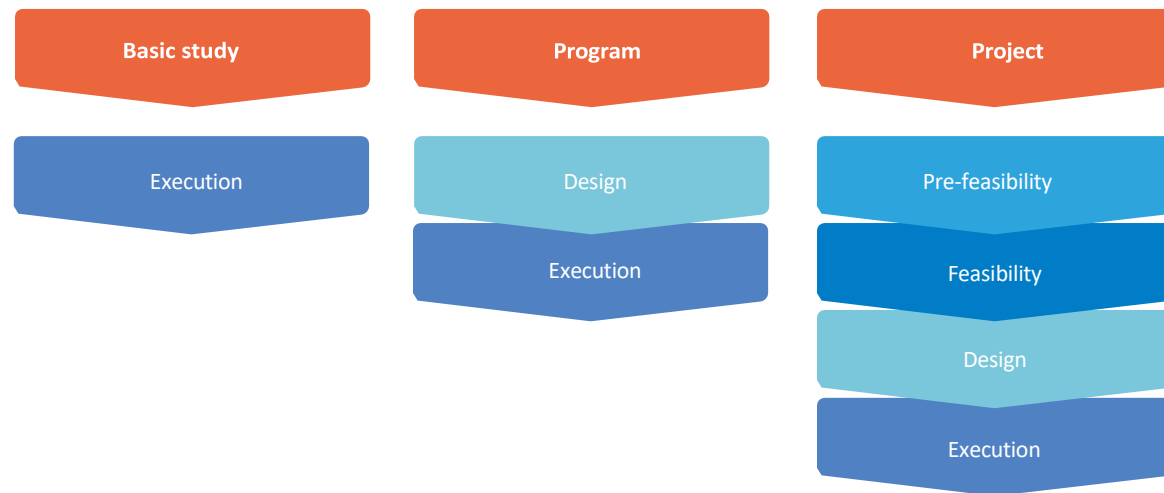
As stated previously, the implementation of actions for DRR requires an associated budget, ideally integrated into the multi-year communal budget defined in the PLADECOC.

(1) Types of initiatives

To fund the various strategic actions outlined in the Communal Plan for DRR, it is convenient that these are aligned with the types of initiatives included in the National Investment System (SNI), as well as with the sectors and subsectors considered in this system.

The following figure outlines the types of initiatives included in the SNI. It should be noted that different stages may sometimes be implemented in a single action. For instance, in the case of a training program, the design and execution can be carried out as part of the same initiative.

Figure 15. Types of initiatives included in the SNI



Source: Own elaboration

(2) Funds available for the implementation of actions for DRR

The principal funding sources that can or could be used for the implementation of actions for DRR are summarized next. Annex 5, Funding Sources, contains a list of links to operational guides to access these funds or provides information on where to find relevant information.

A. Communal level

- **Municipal budget.** Defined as multi-year by the PLADECO, considering the ordinary or regular budget. In some cases, external funding may also be considered.
- **Private funding sources.** Public-private alliances at the municipal level can provide funds from businesses and organizations through their Corporate Social Responsibility programs. Organizations may also promote tenders for funding communal or municipal initiatives.

B. Regional level

- **National Fund for Regional Development (FNDR):** The central government transfers resources to the regions for funding various social, economic, and cultural development actions in the region. These funds support a wide range of initiatives, including as studies, programs, and projects across different public investment sectors and subsectors.
- **Regional Fund for Local Initiative (FRIL):** Finances infrastructure projects in their execution stage aimed at improving the regional quality of life and social conditions of the population in each commune.
- **Circular 33 (Instruction No. 33),** Instructions for financing institutional studies, purchasing non-financial assets (buildings, vehicles, equipment and furniture), emergency expenses, and infrastructure maintenance.
- **Sectoral funds:** Various ministries allocate funds through their respective regional offices (SEREMIs) for project design and construction of works. In particular, those from the Ministry of Public Works, (Department of Port Works, Department of

Hydraulic Works, General Water Directorate, Department of Transportation, etc.), and the Ministry of Housing and Urban Development, and Ministry of Education, etc.

C. Sectoral initiatives

- **Risk Prevention and Mitigation Program (PREMIR),** managed by the Undersecretariat for Regional and Administrative Development (SUBDERE) of the Ministry of the Interior and Public Security, offers funds for activities aimed at disaster prevention, mitigation, response preparedness, and recovery assistance nationwide. It may finance studies, plans, and other activities focused on risk prevention and/or mitigation.
- **Urban Improvement and Municipal Equipment Program (PMU),** managed by the Ministry of the Interior and Public Safety through SUBDERE, PMU provides funding for investment programs and projects in minor urban infrastructure and communal equipment. It aims to create employment opportunities and enhance the quality of life for the poorest population.

5.5 Funding sources

- **Neighborhood Improvement Program (PMB)**, launched by SUBDERE, it aims to improve the quality of life of low-income populations residing in areas with sanitation deficiencies. It focuses on irregular marginalized neighborhoods lacking basic services (such as water, sewage, electricity, and paving).
- **City Recovery Fund (FRC)**, managed by SUBDERE, the FRC was established following the 2010 earthquake and tsunami. Since 2017, it has been transformed into a program offering partial or full funding for projects aimed at the recovery of communes affected by emergencies or catastrophes.
- **National Fund for Inclusive Projects (FONAPI)**, it aims to incorporate disability considerations into the elaboration, implementation, and dissemination of local emergency plans. It addresses the specific needs of people with disabilities, mitigating their risks and vulnerabilities during emergency situations. It is administered by the National Disability Service.

- **Social Fund President of the Republic**, from the Undersecretary of the Interior (Ministry of the Interior and Public Security), this fund aims to promote and strengthen social organizations. It focuses on two priority areas of investment: (1) Promoting community life and social cohesion, and (2) social action.

D. International level

- **Program Grant Assistance for Grassroots Human Security Projects (GGP)**, funded by the Government of Japan, it aims to enhance the basic quality of life in various areas by providing non-reimbursable financial resources for community projects benefiting communities in need.
- **International call CAF** (Andean Development Corporation) focuses on impact assessments to enhance management practices. The program seeks to measure the impact of policies or improve implementation processes. They include management initiatives or public programs to improve service delivery and internal processes. CAF identifies innovative public institutions in Latin

America interested in learning about their programs to support them in designing and implementing rigorous impact assessments.

- **Chile-Mexico Joint Cooperation Fund**, it aims to strengthen bilateral relations between Mexico and Chile in political, economic, commercial, and cooperation matters. Projects submitted to the fund should promote sustainable economic and social development between Mexico and Chile and contribute to human capacity building and institutional strengthening in the proposed priority areas.

(3) Funding of strategic actions of the Communal Plan for DRR

Once the estimated costs of the strategic actions outlined in the Communal Plan for DRR are determined, it becomes feasible to identify potential funding sources for their implementation.

These actions, as illustrated in the following table, can be financed through the municipal budget or external funding sources beyond those identified in this chapter or others available to municipalities.

Requirements for accessing each funding source may vary, so municipal teams must prepare the necessary files and documents in accordance with the requirements of each funding source they intend to access (see Annex 5).

Table 8. Example of possible funding sources for strategic actions of the Communal Plan for DRR

Amount to consider by funding source

Actions	Municipal budget	FNDR	PREMIR	...
Construction of a rockfill dam		50		
Leaflet to disseminate the flood early warning system			1	
Training on evacuations			0.5	
Evacuation drill	0.1			



CHAPTER 6

Annexes



Annex 1. Main disasters in Chile 1960-2020

Year	Geological		Fires	Hydrometeorological			
	Earthquake	Eruption	Wildfire	Flood / Front system	Flood	Drought	Summer rain
1960	Valdivia, 05/22	Cordón Caulle, 05/24					
1960		San Pedro, 12/02					
1961		Calbuco, 02/01		Valparaíso-Los Lagos, 06/02			
1962				Valparaíso-Maule, 06/23			
1964		Villarrica, 03/03					
1965	La Ligua, 03/28			Atacama-Aysén, 08/14			
1966	Taltal, 12/28			Aysén, 05/24			
1967	Tocopilla, 12/20	Decepción, 12/04					
1968						Atacama-Los Lagos	
1969				Araucanía-Los Lagos, 07/01		Atacama-Los Lagos	
1970		Decepción, 08/12					
1971	Illapel, 06/08	Hudson, 08/17 Villarrica, 10/29		Valparaíso- O'Higgins, 07/21			
1972			Torres Esperanza and Placeres hills, Valparaíso, 02/02	Valparaíso-Araucanía, 05/06			
1973							Arica and Parinacota, 01/13
1974				Valparaíso-Los Lagos, 05/21			
1980				Atacama- Biobío, 04/14			
1982				Coquimbo-Maule, 06/25			
1984		Villarrica, 04/30		Atacama-Los Lagos, 07/02			
1985	Algarrobo, 03/03		Torres del Paine (Magallanes) 02/10				
1986				Valparaíso-Biobío, 06/15			

	Geological		Fires	Hydrometeorological			
Year	Earthquake	Eruption	Wildfire	Flood / Front system	Flood	Drought	Summer rain
1987	Tarapacá, 08/08			Antofagasta-Los Lagos, 07/10			
1988		Lonquimay, 12/26	El Llico (Los Lagos), 01/25				
1991		Hudson, 08/08		Antofagasta, 06/18			
1993		Láscar, 04/19		La Florida, 05/03			
1994		Llaima, 05/18					
1995	Antofagasta, 06/30		Torres del Paine, 02/10				
1997	Punitaqui, 10/14			Atacama-Los Lagos, 05/28			
1998			Gran Guaitecas, 02/08			Atacama-Biobío	
1999			La Rufina (O'Higgins), 02/01 Hualqui (Biobío), 07/02			Atacama-Biobío	
2000				Atacama-Aysén del Gral. Carlos Ibáñez del Campo, 06/01			
2001							Arica and Parinacota - Antofagasta, 01/08
2002			Reserva Forestal Malleco, 01/20	Atacama- Araucanía, 06/02			
2005	Tarapacá, 06/13		Torres del Paine, 02/17	Metropolitan Aysén, 05/10			
2006				Valparaíso, Araucanía, 07/10			
2007	Aysén, 04/21						
	Tocopilla, 11/14						

Year	Geological		Fires	Hydrometeorological			
	Earthquake	Eruption	Wildfire	Flood / Front system	Flood	Drought	Summer rain
2008		Llaima, 01/01		Maule-Los Ríos, 08/24			
		Chaitén, 05/02					
2010	Cauquenes, 02/27					Atacama-Los Lagos	
2011		Puyehue-Caulle, 06/04	Torres del Paine, 12/27 Pichiqueime (Biobío), 12/30			Atacama-Los Lagos	
2012					Río Las Minas (Magallanes), 03/12	Atacama-Los Lagos	Arica and Parinacota - Tarapacá, 03/14
2013						Atacama-Los Lagos	
2014	Iquique, 04/01		Camino La Pólvora (Valparaíso), 04/12			Atacama-Los Lagos	
2015	Illapel, 09/16	Villarrica, 03/03 Calbuco, 04/22	Canelillo / Valdés (Maule), 01/11 Curva El Parque (Valparaíso), 03/13		Antofagasta - Atacama, 03/25 Tocopilla 08/05	Atacama-Los Lagos	
2016	Chiloé, 12/25			Valparaíso - O'Higgins, 04/14		Atacama-Los Lagos	
2017			Valparaíso-Araucanía, 01/02	Atacama-Valparaíso, 05/11	San José de Maipo, 25/02 Villa Santa Lucía, 12/16	Atacama-Los Lagos	
2018						Atacama-Los Lagos	
2019	Tongoy, 01/19		Rocuant-San Roque (Valparaíso), 12/24			Atacama-Los Lagos	Arica and Parinacota - Antofagasta, 01/31
2020	Vallenar, 09/01					Atacama-Los Lagos	

Source: Own elaboration based on the timeline of the National Policy for Disaster Risk Reduction 2020-2030 (SENAPRED, 2019) and SENAPRED, EM-DAT, MINVU, and National Seismological Center websites.

Annex 2. Sendai Framework for Disaster Risk Reduction 2015 - 2030

Global targets

- a. Substantially reduce global disaster mortality by 2030.
- b. Substantially reduce the number of affected people globally by 2030.
- c. Reduce direct disaster economic loss in relation to global gross domestic product (GDP) by 2030.
- d. Substantially reduce disaster damage to critical infrastructure and disruption of basic services among them health and educational facilities, including through developing their resilience by 2030.
- e. **Substantially increase the number of countries with national and local disaster risk reduction strategies by 2020.**
- f. Substantially enhance international cooperation to developing countries by 2030.
- g. Substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to people by 2030.

Priorities for Action

1. Understanding disaster risk.
2. Strengthening disaster risk governance to manage disaster risk.
3. Investing in disaster risk reduction for resilience.
4. Enhancing disaster preparedness for effective response, and to “Build Back Better” in recovery, rehabilitation and reconstruction.

Source: UNISDR

Annex 3. Complementary tools on the importance of investing in DRR at a communal level

Video and brochure

Objective: Encourage municipalities to develop their Communal Plan for Disaster Risk Reduction.

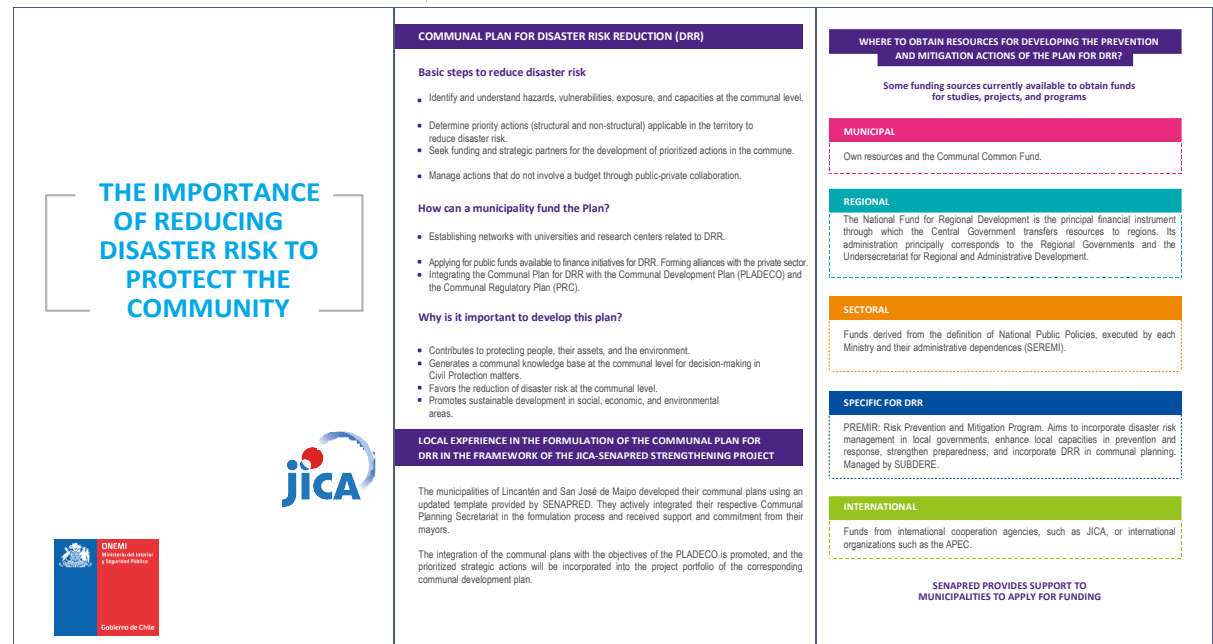
Target audience: Municipal decision-makers.

Dissemination: Municipal associations, AChM and AMUCH. Open dissemination online.

The video is accessible at: https://youtu.be/BTG7RfjiP_I

The brochure provides information highlighting the importance of investing in disaster risk reduction and the role of the Communal Plan for DRR in defining and guiding such actions.

Figure 16. Brochure format for disseminating information on the importance of DRR at a communal level.



Annex 4. Summary of the Plan for DRR

The Plan for DRR at the municipal level serves as an internal management tool for the municipality. To facilitate its integration with other instruments, in particular as a tool to seek funding and promote DRR at the communal level among various stakeholders, it is recommended to create a summary of the plan.

The mayor and municipal officials can disseminate this summary to the Communal Council, the Regional Council (CORE), ministries, SUBDERE, and other organizations that may provide funding.

It can also be shared with the community to raise awareness about disaster risk reduction and the benefits of investing in DRR.

The summary of the Plan for DRR consists of a document that synthesizes the contents, aiming to systematize information on diagnosis, proposals, implementation, and follow-up:

- Risk diagnosis of the commune.
- Definition of strategic objectives and actions, including estimated budgets and prioritization.
- Definition of the operational structure.
- Mechanisms for follow-up and monitoring.

It is suggested that the summary be presented primarily through tables, similar to those outlined in the SENAPRED Format for the elaboration of the plan.

Furthermore, the following example provides a synthesis table for the risk diagnosis outlined in Chapter 3 of the Communal Plan for DRR.

Table 9. Synthesis of the risk diagnosis

No.	Hazard	Locality or localities exposed	Vulnerabilities			Information source	Estimated risk
			Population exposed	Environment	Critical infrastructure		
1	Riverside flooding	Río Tranquilo	500 inhabitants, mainly older people.	Loss of biodiversity, damage to agricultural land.	Rural hospital, elementary school	Communal Regulatory Plan Diagnosis	High
2	...						

The following table presents an example of the synthesis of the principal proposals from the Communal Plan for DRR, based on the contents of points 4.1 and 5 of the Plan.

Table 10. Strategic objectives and actions, estimated budget and prioritization

Strategic objective	Strategic action	Description	Type of action	Estimated amount (CLP\$) millions	Priority	Strategic or axis of development (PLADECO)
Decrease flood risk in an urban area	Construction of a rockfill dam	Installation of a rockfill dam in the northern river section in flood-prone areas based on engineering projects	Structural	50	2	Increase communal resilience to climate change
Improve population preparedness	Leaflet to disseminate the flood early warning system	Elaboration and distribution of a leaflet to local neighbors to inform about the early warning system and encourage its proper implementation	Non-structural	1	3	Community preparedness and involvement
Improve municipal capacities for DRR	Training on evacuations	Conduct training on evacuation procedures and the roles of communal civil protection committee members for subsequent community dissemination	Non-structural	0.5	1	Improvement of institutional capacities

Regarding the implementation of the Communal Plan for DRR, the summary should include the systematization of the operational structure. This entails identifying the organizations or actors involved and delineating their roles and functions related to the elaboration, approval, implementation, and follow-up of the Plan. This information is outlined in point 7.1, following the SENAPRED Format. The following table can be complemented with an organizational chart.

Table 11. Operational structure of the Communal Plan for DRR

Organizations/Institutions	Functions
Mayor / Mayoress	Presides over the Communal Disaster Risk Management Committee. Instructs the elaboration, approval, and modification of the Communal Plan for DRR. Determines the modification of the Communal Plan for DRR.
Communal Disaster Risk Management Committee	Conducts the communal diagnosis based on hazards, identifies and describes vulnerabilities and territorial reality. Advised by specialized organizations and/or seeks consultation. Defines strategic objectives, actions. Defines worktables by strategic or thematic axes. Establishes specific actions and activities. Designate responsible persons and collaborators. Monitors and follows-up the execution of the Plan. Elaborates the summary of the Communal Plan for DRR. Coordinates the linkage of the Communal Plan with the Regional and National Plan for DRR.
Communal Planning Secretariat / Department of Civil Protection and Emergency / Department of Works / Department of Community Development / Department of Environment / Department of Finance.	Participates in the elaboration of the Plan. Develops the coordination of actions for the development and implementation of the Communal Plan for DRR. Estimates strategic actions and defines priorities in conjunction with the Mayor and the Communal Civil Protection Committee. Proposes funding mechanisms for strategic actions Coordinates the linkage of the Communal Plan for DRR with the PLADECO and the PRC.
Municipal Directorates and Departments / Sectoral Organizations / Organized Civil Society	Execute the Communal Plan for DRR.
Scientific-Technical Organizations / SENAPRED Regional Departments / private institutions / Organized voluntary service	Collaborate in the execution of the Communal Plan for DRR.

Lastly, the summary includes information about the mechanisms for follow-up and monitoring of the Plan, considering the contents of Chapter 8 of the Communal Plan for DRR and Annex 9.3 of the SENAPRED Format.

The summary of the Plan should include, at minimum, the contents of the following table.

Table 12. Mechanisms for the follow-up and monitoring of the Communal Plan for DRR

Strategic action	Description	Responsible organizations	Collaborating organizations	Follow-up indicator	Goal indicator	Measurement frequency
Construction of a rockfill dam	Installation of a rockfill dam in the northern river section in flood-prone areas based on engineering projects	Municipality	Department of Hydraulic Works (MOP)	ML of rockfill installed	100 ML	Quarterly
Leaflet to disseminate the flood early warning system	Elaboration and distribution of leaflets among local neighbors to inform about the early warning system and promote its correct implementation.	Municipal Office for DRR	DIDECO	Population to which the leaflet has been distributed	100% of the target population (exposed to floods)	3

Similarly, it is recommended to periodically assess the overall progress of the Plan's implementation using a summary table within the framework of the PLADECO follow-up and/or the formulation of the municipal annual budget.

Table 13. Example of an annual progress evaluation table in the implementation of the Plan

	Total strategic actions	Actions completed	Actions started	Actions with funding	Actions to be funded
Total actions	24	6	12	3	3
% actions portfolio	100%	25%	50%	12.5%	12.5%
Amount (M CLP\$)	200	60	70	30	40
% total budget	100%	30%	35%	15%	20%

Guide for the Implementation
**Communal Plan for
Disaster Risk Reduction**



Annex 5. Funding sources

To access various funding sources, it is recommended to refer to the following guides:

1. Operational Guide for PMU

<http://www.subdere.gov.cl/sites/default/files/documentos/RES%205972%20GUIA%20OPERATIVA%20PMU%202019.pdf>

2. User Manual for Online PMB Projects

http://www.subdere.gov.cl/sites/default/files/documentos/articles-83087_archivo_fuente.pdf

3. Operational Guide for PMB

<http://www.subdere.gov.cl/sites/default/files/documentos/RES%205973%20GUIA%20OPERATIVA%20PMB%202019.pdf>

4. Operational Guide for FRC

<http://www.subdere.gov.cl/sites/default/files/documentos/Gu%C3%Ada%20de%20Operaciones%20Fondo%20de%20Recuperaci%C3%B3n%20de%20Ciudades%202019.pdf>

5. Operational Guide for PREMIR

http://www.subdere.gov.cl/sites/default/files/documentos/guia_operativa_premir.pdf

Access to PREMIR application forms

<http://www.subdere.gov.cl/documentacion/ficha-de-postulaci%C3%B3n-proyectos-premir>

Technical requirements from SUBDERE for PREMIR projects

Additionally, for applications to FRIL and FNDR, it is advisable to visit the websites of the respective regional governments.

Finally, a summary table is included, listing the main funds available for activities and projects related to disaster risk reduction at the communal level.