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EVALUATION OF DISASTER RISK MANAGEMENT GOVERNANCE AT DISTRICT AND INTERMUNICIPAL LEVELS IN METROPOLITAN LIMA, PERU. 2025

AVALIAÇÃO DA GOVERNANÇA DE GESTÃO DE RISCOS DE DESASTRES (GRD) NOS NÍVEIS DISTRITAL E INTERMUNICIPAL DA REGIÃO METROPOLITANA DE LIMA - PERU. 2025

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Abstract
Metropolitan Lima, with 43 districts and a population of 13 million as of 2025, is the country's main urban center and is exposed to both natural and human-induced hazards. The complexity of its territorial structure and the informal nature of its urban expansion make it necessary to improve disaster risk management (DRM) governance at the district and inter-municipal levels. The objective of this research was to evaluate DRM governance in the district municipalities and Metropolitan Lima, with an emphasis on policies, management systems, specific plans, and institutional capacities. Data were obtained from 43 districts and seven municipal associations in the Lima Metropolitan Area. The results reveal a high degree of

Resumo
A Região Metropolitana de Lima, com 43 distritos e uma população de 13 milhões de habitantes em 2025, é o principal centro urbano do país e está exposta a riscos tanto naturais quanto de origem humana. A complexidade de sua estrutura territorial e a natureza informal de sua expansão urbana tornam necessária a melhoria da governança da gestão de riscos de desastres (GRD) nos níveis distrital e intermunicipal. O objetivo desta pesquisa foi avaliar a governança da GRD nos municípios distritais e na Região Metropolitana de Lima, com ênfase em políticas, sistemas de gestão, planos específicos e capacidades institucionais. Os dados foram obtidos de 43 distritos e sete associações municipais na Área Metropolitana

dispersion among organizational units, weak standardization of plans, limited updating of management tools, and a low level of technical expertise in DRM. Only one association of municipalities has a Disaster Risk Prevention and Reduction Plan. The connection between territorial administration, sustainable urban growth, environmental management, climate change, and DRR is in its infancy. It is concluded that DRR governance in Metropolitan Lima is fragile, fragmented, and lacks sufficient intergovernmental and intersectoral coordination.

Keywords: Governance. Disaster Risk Management. Intermunicipal Associations. Metropolitan Lima. Public Policies.

de Lima. Os resultados revelam um alto grau de dispersão entre as unidades organizacionais, fraca padronização dos planos, atualização limitada das ferramentas de gestão e um baixo nível de conhecimento técnico em DRM. Apenas uma associação de municípios possui um Plano de Prevenção e Redução de Riscos de Desastres. A conexão entre administração territorial, crescimento urbano sustentável, gestão ambiental, mudanças climáticas e RRD está em sua infância. Conclui-se que a governança da RRD na Região Metropolitana de Lima é frágil, fragmentada e carece de coordenação intergovernamental e intersetorial suficiente.

Palavras-chave: *Governança. Gestão de Risco de Desastres. Associações Intermunicipais. Região Metropolitana de Lima. Políticas Públicas.*

1 INTRODUCTION

The Lima region, known as Metropolitan Lima, occupies approximately 2,819 km² and serves as the seat of the government of the Republic of Peru. Administratively, it consists of 43 district municipalities, which constitute a single geographic unit with high population density and notable territorial heterogeneity. By 2025, the population is projected to reach 13 million people, concentrating a significant portion of the country's economy and critical infrastructure. Metropolitan Lima presents diverse geomorphological units such as hills, steep mountain slopes, plains and flatlands, irrigated valleys, and coastal areas that, combined with accelerated and often informal urbanization processes, increase exposure and vulnerability to natural and human-caused hazards.

In this context, Disaster Risk Management (DRM) becomes a cross-cutting axis to ensure urban resilience, protection of human life and property, and continuity of essential services. DRM governance, defined as the set of methods, structures, rules, and procedures that guide decision-making and cooperation among stakeholders, is crucial in a territory as complex as Metropolitan Lima. The presence of districts that vary in technical, budgetary, and institutional capacities, as well as the formation of seven municipal associations, presents challenges and opportunities for intergovernmental coordination and associative risk management.

This report focuses on the need to analyze the current state of DRM governance in Metropolitan Lima, emphasizing districts and intermunicipal associations, and suggesting criteria for strengthening it in alignment with the National Disaster Risk Management Policy and the National Disaster Risk Management System (SINAGERD).

The regulatory framework related to Disaster Risk Management (DRM) in Peru is extensive and constitutes a solid but complex system, whose review was central to this study. The following are the main provisions regulating DRM administration and the functions of regional and local governments and intermunicipal associations:

- **Political Constitution of Peru.** Establishes the territorial structure of the State, the responsibilities of regional and local authorities, and the government's duty to protect citizens from emergency situations and disasters.
- **Law No. 29664.** Creates the National Disaster Risk Management System (SINAGERD) and defines the foundations, processes (prospective, corrective, and reactive), and responsibilities of public entities regarding DRM.
- **Supreme Decree No. 048-2011-PCM.** Approves the Regulation of Law No. 29664 and details the organization, roles, and coordination mechanisms of SINAGERD.
- **Supreme Decree No. 060-2024-PCM.** Modifies the Regulation of Law No. 29664, strengthening the organization and integration of DRM plans—such as the Disaster Risk Prevention and Reduction Plan, the Reactive Management Plan, and the Operational Continuity Plan—to avoid instrument overlap and improve system coherence.
- **National Disaster Risk Management Policy through 2050 (PNGRD).** Approved by Supreme Decree No. 038-2021-PCM, addresses the high vulnerability of the population and their livelihoods. Defines priority objectives, guidelines, and services aimed at strengthening DRM governance at all three levels of government.
- **National Disaster Risk Management Plan (PLANAGERD).** Operational instrument that implements the PNGRD and guides the formulation of DRM policies, plans, and programs in regional and local governments.
- **Law No. 27972, Organic Law of Municipalities.** Establishes the competencies of local governments in urban development, territorial planning, and disaster risk management.

- **Law No. 27867, Organic Law of Regional Governments.** Defines regional functions related to territorial planning, environment, and DRM, emphasizing coordination with local governments.
- **Laws No. 29029 and No. 29341.** Regulate the formation and operation of municipal associations, spaces dedicated to shared management of services and projects, including those related to DRM.

From a territorial sustainability perspective, DRM cannot be analyzed in isolation but in coordination with urban and territorial planning instruments. Among these, the following stand out:

- Concerted Development Plans (PDC)
- Urban Plans (PU) and Specific Plans (PE)
- Territorial Conditioning Plans (PAT)
- Sustainable Urban Development Plans

For this study, the Territorial Conditioning Plan (PAT) and urban and district development plans constitute fundamental instruments due to their technical-regulatory nature and their role in regulating and organizing geographic space at both provincial and district scales. Consequently, these instruments must be explicitly linked to Disaster Risk Prevention and Reduction Plans (PPRRD) and other specific DRM plans.

The evaluation of DRM governance at the district and intermunicipal association levels in Metropolitan Lima was conducted considering both the DRM regulatory framework—Law No. 29664, its regulation and amendments, PNGRD, and PLANAGERD—and its articulation with regulations related to territorial planning and the structure of subnational governments. This responds to the premise that effective risk management requires coherence among policies, plans, and instruments from different governmental levels and sectors.

2 BACKGROUND

The province of Lima, also known as Metropolitan Lima, covers approximately 2,819 km² and constitutes the capital of the Republic of Peru. Administratively, it consists of 43 district municipalities (see Figure 1). By 2025, the population is estimated at approximately 13 million inhabitants.

Figure 1

Map of Metropolitan Lima Districts

Fuente: Plan de Prevención y Reducción del Riesgo de Desastres 2019-2022 de Lima Metropolitana.

Additionally, Metropolitan Lima is home to seven municipal associations. These are constituted as voluntary agreements between two or more municipalities—adjacent or not—with the purpose of promoting citizen participation and local development through joint management of projects and services (see Figure 2).

Figure 2

Map of Municipal Associations in Metropolitan Lima

The metropolitan territory is characterized by broad geomorphological diversity, including hills, steep and rugged mountain slopes, plains and flatlands, irrigated valleys, and coastal zones. This physical heterogeneity is linked to the territory's exposure to multiple natural and human-caused threats (see Figure 3), recorded between 2003 and 2019 (MML, 2024).

Figure 3

Important Natural and Induced Hazards in Metropolitan Lima 2003-2019

PELIGROS GENERADOS POR FENÓMENOS DE ORIGEN NATURAL	PELIGROS INDUCIDOS POR ACCIÓN HUMANA
INUNDACION	INCENDIO URBANO
PRECIPITACIONES - LLUVIA	DERRUMBE
DESLIZAMIENTO	COLAPSO DE VIVIENDAS
SISMOS	EXPLOSION
OTROS DE GEODINAMICA EXTERNA	INCENDIO INDUSTRIAL
HELADA	DERRAME DE SUSTANCIAS NOCIVAS
HUAYCO	OTROS FENOMENOS TECNOLOGICOS
OTRO FENOM. MET. O HIDROL.	EPIDEMIAS
DESCENSO DE TEMPERATURA	OTROS FENOMENOS DE ORIGEN BIOL
FRIAJE	CONTAMINACION AMBIENTAL
PRECIPITACIONES - NEVADA	
INCENDIO FORESTAL	
RIADA (CRECIDA DE RIO) (AVENID	
OTROS DE GEODINAMICA INTERNA	
EROSION	
VIENTOS FUERTES	
MAREJADA	

Among the most relevant natural hazards are floods, landslides, debris flows, earthquakes, heavy rainfall, and forest fires. Regarding human-caused hazards, urban fires, collapses, building failures, industrial fires, and explosions stand out. Although environmental pollution was not considered a hazard in previous analyses, in this study it is incorporated as a priority component.

In this context, Disaster Risk Management (DRM) involves implementing policies and strategies aimed at minimizing the negative effects of disasters, promoting preventive actions, and strengthening resilience. However, Metropolitan Lima presents various weaknesses in DRM, including:

- Unplanned urban growth
- High and complex territorial vulnerability
- Informality in building construction
- Limited citizen awareness and sensitivity regarding DRM
- Occupation of areas exposed to high risks without mitigation possibilities

- Insufficient information and knowledge among the population
- Limited budgetary resources for risk management
- Lack of regulatory knowledge regarding DRM
- Lack of coordination and weak articulation between metropolitan, district, and intermunicipal association government levels
- Overlap of functions

Additionally, significant building informality persists, which increases urban vulnerability (see Figure 4).

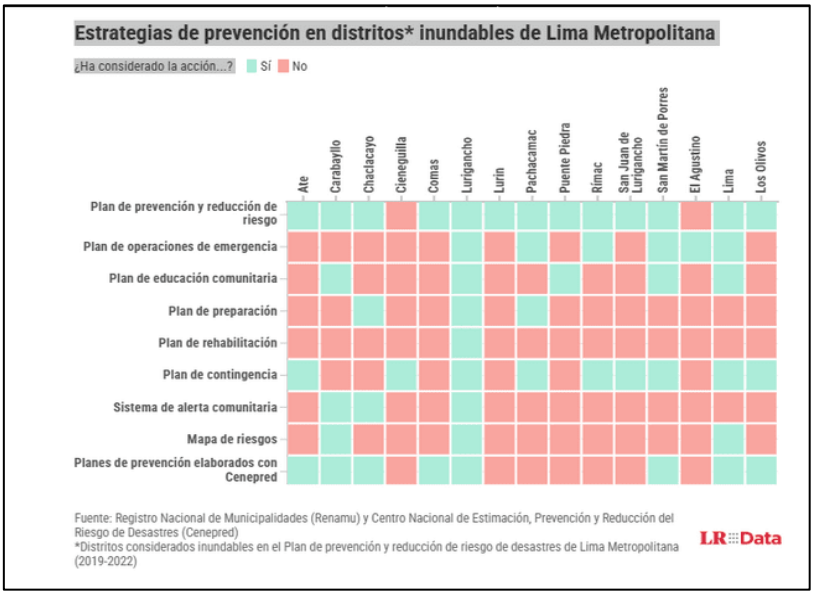
Figure 4

Building Informality

In turn, only a reduced number of districts consider prevention strategies against floods and other hazards, despite their relevance for risk reduction (see Figure 5).

Figure 5

List of districts that have considered flood prevention strategies in Metropolitan Lima



The regulatory framework governing the formulation of specific DRM plans was previously governed by Article 39 of the Regulation of Law No. 29664, approved by S.D. No. 044-2011-PCM. This article established the obligation to formulate the following specific plans:

a. Disaster risk prevention and reduction plans
b. Preparedness plans
c. Emergency operations plans
d. Community education plans
e. Rehabilitation plans
f. Contingency plans

These instruments were to be developed and executed by local and regional governments within their competencies. However, the analysis showed that most districts do not implement these plans adequately or keep them updated.

Supreme Decree No. 060-2024-PCM, enacted on June 8, 2024, modified the Regulation of Law No. 29664 with the objective of correcting plan overlap. The new Article 39.2 establishes that regional and local governments must formulate, approve, and execute three specific plans:

a. Disaster Risk Prevention and Reduction Plan
b. Reactive Management Plan
c. Operational Continuity Plan

Additionally, Article 39.3 provides that regional governments and provincial municipalities prepare the Community Education Plan in coordination with district municipalities.

2.1 Governance in disaster risk management

Governance in DRM refers to the structures, mechanisms, and processes through which societies organize risk management associated with adverse events. In a complex metropolis like Lima, risk governance must be integrated in an articulated manner with planning, management, and territorial planning.

The country has an extensive set of DRM regulations, among which Law No. 29664 stands out, regulating the National Disaster Risk Management System

(SINAGERD) and establishing that risk management must be based on scientific research.

2.2 The problem

This research is based on the public problem identified in the *National Disaster Risk Management Policy (PNGRD) through 2050*, specifically in causal factor 3, recognized as a determining factor in the vulnerability of the population and their livelihoods. This causal factor indicates **weak disaster risk management governance**, derived from insufficient planning and implementation of comprehensive strategies at intersectoral and intergovernmental levels, with a territorial, articulated, and long-term approach. Additionally, this situation is aggravated by limited participation from the private sector and civil society. Furthermore, the lack of integration of disaster risk management into development governance, inadequate application of existing regulatory frameworks, weak execution of monitoring, control, oversight, and accountability processes, and insufficient institutionalization of risk management from a systemic perspective are identified.

In this research, DRM governance was evaluated under the following criteria at the District and Intermunicipal Association levels:

- Designation of Organizational Units
- Existence of DRM Policy
- Existence of a Disaster Risk Management System (SGRD)
- Updated Disaster Risk Prevention Plans
- Knowledge of Technical Standard ISO 31000:2018 Risk Management

The problem is posed as a research question:

What is the current state of some aspects of Risk Management Governance in the Districts and Intermunicipal Associations of Metropolitan Lima?

Other sub-problems derive from this:

Is there effective and efficient Disaster Risk Management Governance at the Metropolitan Lima level?

Do the Districts and Intermunicipal Associations of Metropolitan Lima have Disaster Risk Management Policies and Systems?

2.3 Justification e importance

This research is justified in various aspects such as:

- **Scientific:** By addressing the topic within the field of Disaster Risk Management
- **Political:** Regarding Risk Management Governance in Metropolitan Lima
- **Regulatory:** By integrating environmental, risk management, and climate change aspects with territorial planning and other national policies
- **Educational:** By fostering greater participation and citizenship to ensure a culture of DRM
- **Social:** Socializes, integrates, and leads to frameworks for inter-district coordination and cooperation
- **Economic:** An effective and efficient metropolitan disaster risk management system reduces costs in risk prevention and reduction
- **Research:** Opens diverse areas or fields of research in DRM

2.4 Importance

It is of great importance for the provincial government or Lima region, its 43 districts, and seven intermunicipal associations that house a population of approximately thirteen (13) million inhabitants. It extends to all regions, intermunicipal associations, provinces, and districts of Peru.

Also, for CENEPRED and the National Civil Defense Institute (INDECI).

2.5 Objetives

2.5.1 General objetive

To evaluate, based on certain criteria, the Governance of Disaster Risk Management (DRM) at the District and Intermunicipal Association Levels of Metropolitan Lima, Peru. 2025

2.6 Specific objectives

See the typology of specific plans under CENEPRED and INDECI according to Article 39 of the Law's regulation.

- Identify the existence of District/Intermunicipal Association policies in DRM
- Identify the existence of Disaster Risk Management Systems at District/Intermunicipal Association levels
- Determine the existence of updated Disaster Risk Prevention and Reduction Plans at District/Intermunicipal Association levels

3 METHOD

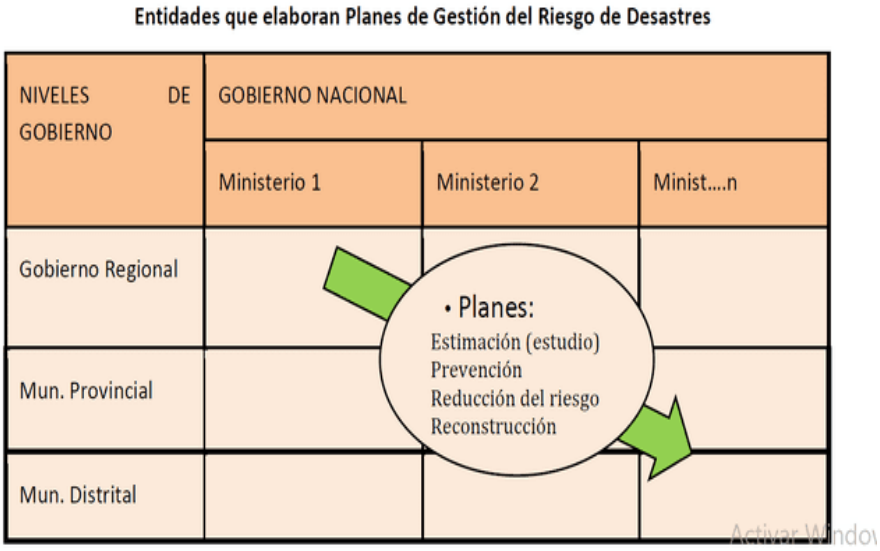
This research is basic and theoretical in nature. It is classified as descriptive, given that it is based on updated information collected from the 43 districts and 7 intermunicipal associations that make up Metropolitan Lima.

The study encompasses all 43 districts and 7 intermunicipal associations of Metropolitan Lima, thus constituting the analysis universe. The time horizon considered for the research corresponds to the year 2025. In each of these territorial units, the following aspects were investigated:

- Designation of organizational units
- Existence of an institutional Disaster Risk Management (DRM) policy
- Existence of a Disaster Risk Management System (SGRD)
- Update of the Disaster Risk Prevention and Reduction Plan
- Knowledge of Technical Standard ISO 31000:2018 on risk management
- Existence of specific plans linked to disaster risk management

Figure 6

Entities that Develop Disaster Risk Management Plans



4 RESULTS

From the analysis conducted, several relevant findings were identified. First, the 43 evaluated districts have organizational units oriented toward disaster risk management; however, these present heterogeneous designations and non-standardized structures. Additionally, while all districts have Disaster Risk Prevention and Reduction Plans (PPRRD), these instruments lack uniformity; most are not updated, and several replicate content from other plans, evidencing limited adaptation to the specific reality of each territory.

Regarding intermunicipal associations, only one has a Disaster Risk Prevention and Reduction Plan, revealing a significant lag in articulated planning at the intermunicipal scale. A lack of technical competencies in human resources in disaster risk management (DRM) was also identified, as well as the absence or weakness of planning and management instruments necessary for adequate policy and action implementation in this area.

Similarly, a marked lack of coordination is observed among territorial, urban, environmental, climate change, and disaster risk management components, which limits the coherence of public interventions. Added to this is the widespread lack of knowledge of international technical standards, such as those established by the International

Organization for Standardization (ISO), particularly regarding risk management standards (e.g., ISO 31000).

Finally, the existence of a single Disaster Risk Prevention and Reduction Plan at the provincial level and a total of twenty-four plans at the district level was recorded. Some districts in Metropolitan Lima—including San Juan de Miraflores, Comas, Los Olivos, San Martín de Porres, Ate, Carabayllo, Chaclacayo, and Lima—have PPRRD developed with technical support from the National Center for Disaster Risk Estimation, Prevention, and Reduction (Cenepred) and the National Civil Defense Institute (Indeci), aimed at reducing vulnerability to natural phenomena.

Figure 7

North Lima Districts - Reactive Plans

PLANES REACTIVOS EN LIMA NORTE

DISTRITO	RESOLUCIÓN DE CONFORMACIÓN DE EQUIPO TÉCNICO	PLAN DE PREPARACIÓN VIGENTE AL 2025	PLAN DE CONTINGENCIA ANTE LLUVIAS INTENSAS VIGENTE AL 2025	PLAN DE CONTINGENCIA ANTE SISMOS VIGENTE AL 2025	PLAN DE OPERACIONES DE EMERGENCIA VIGENTE AL 2025	PLAN DE EDUCACIÓN COMUNITARIA VIGENTE AL 2025	PLAN DE REHABILITACIÓN VIGENTE AL 2025	PLAN DE CONTINUIDAD OPERATIVA VIGENTE AL 2025
01.- ANCÓN	RA N° 239-2023-A-MDA	NO CUENTA	NO CUENTA	RAN° 55-2022-A/MDA	RAN° 129-2022/MDA	RAN° 130-2022/MDA	NO CUENTA	NO CUENTA
02.- CARABAYLLO	RA N° 192-2023-A/MDC	NO CUENTA	RAN° 020-2024/MDC	NO CUENTA	RAN° 020-2024/MDC	NO CUENTA	NO CUENTA	RDMN° 251-2024-GM/MDC
03.- COMAS	RGM N° 392-2023-GM/MDC	NO CUENTA	RAN° 261-2023/MDC	RAN° 262-2023/MDC	RAN° 17-2022-AL/MDC	RAN° 279-2023-MDC	NO CUENTA	NO CUENTA
04.- INDEPENDENCIA	RA N° 000202-2023-MDI	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA
05.- LOS OLIVOS	RGM N° 474-2023-MDLO/GM	RAN° 252-2023-MDLO	RAN° 218-2023-MDLO	RAN° 216-2023-MDLO	RAN° 219-2023-MDLO	RAN° 217-2023-MDLO	RAN° 252-2023-MDLO	RAN° 730-2022-MDLO
06.-PUENTE PIEDRA	RA N° 187-2023-ALC/MDPP	NO CUENTA	RAN° 120-2022-MDPP	NO CUENTA	RAN° 121-2022-MDPP	NO CUENTA	NO CUENTA	RAN° 122-2022-MDPP
07.- RÍMAC	RA N° 203-2023-MDR-AL	RAN° 110-2022/MDR	RAN° 269-2023-MDRAL	RAN° 276-2023-MDRAL	RAN° 120-2022-SG-MDR	RAN° 260-2023-MDR-AL	RAN° 275-2023-MDRAL	NO CUENTA
08.- SAN MARTÍN DE PORRES	RA N° 261-2023-MDSMP	RAN° 0271-2023-MDSMP	RAN° 0264-2023-MDSMP	RAN° 192-2023-MDSMP	RAN° 0272-2023-MDSMP	RAN° 0265-2023-MDSMP	RAN° 054-2024-MDSMP	RAN° 054-2024-MDSMP
09.- SANTA ROSA	RA N° 145-2021-A/MDSR	RAN° 220-2022-A/MDSR	NO CUENTA	RAN° 221-2022-A/MDSR	RAN° 219-2022-A/MDSR	RAN° 222-2022-A/MDSR	NO CUENTA	NO CUENTA

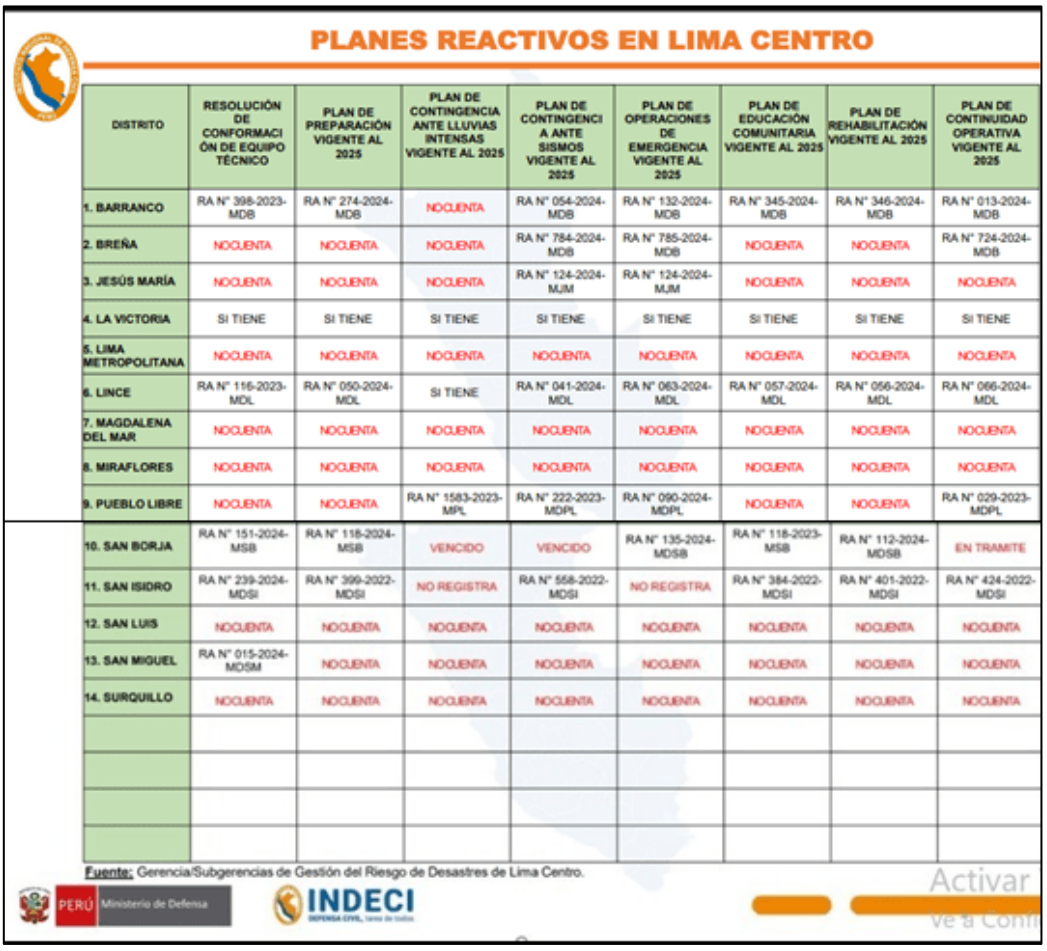
Fuente: Gerencia/Subgerencias de Gestión del Riesgo de Desastres de Lima Norte.

PERÚ Ministerio de Defensa

INDECI DEFENSA CIVIL, tarea de todos

Figure 8

Central Lima Districts - Reactive Plans



PLANES REACTIVOS EN LIMA CENTRO

DISTRITO	RESOLUCIÓN DE CONFORMACIÓN DE EQUIPO TÉCNICO	PLAN DE PREPARACIÓN VIGENTE AL 2025	PLAN DE CONTINGENCIA ANTE LLUVIAS INTENSAS VIGENTE AL 2025	PLAN DE CONTINGENCIA ANTE SISMOS VIGENTE AL 2025	PLAN DE OPERACIONES DE EMERGENCIA VIGENTE AL 2025	PLAN DE EDUCACIÓN COMUNITARIA VIGENTE AL 2025	PLAN DE REHABILITACIÓN VIGENTE AL 2025	PLAN DE CONTINUIDAD OPERATIVA VIGENTE AL 2025
1. BARRANCO	RA N° 398-2023-MDB	RA N° 274-2024-MDB	NO CUENTA	RA N° 054-2024-MDB	RA N° 132-2024-MDB	RA N° 345-2024-MDB	RA N° 346-2024-MDB	RA N° 013-2024-MDB
2. BREÑA	NO CUENTA	NO CUENTA	NO CUENTA	RA N° 784-2024-MDB	RA N° 785-2024-MDB	NO CUENTA	NO CUENTA	RA N° 724-2024-MDB
3. JESÚS MARÍA	NO CUENTA	NO CUENTA	NO CUENTA	RA N° 124-2024-MJM	RA N° 124-2024-MJM	NO CUENTA	NO CUENTA	NO CUENTA
4. LA VICTORIA	SI TIENE	SI TIENE	SI TIENE	SI TIENE	SI TIENE	SI TIENE	SI TIENE	SI TIENE
5. LIMA METROPOLITANA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA
6. LINCE	RA N° 116-2023-MDL	RA N° 050-2024-MDL	SI TIENE	RA N° 041-2024-MDL	RA N° 063-2024-MDL	RA N° 057-2024-MDL	RA N° 056-2024-MDL	RA N° 066-2024-MDL
7. MAGDALENA DEL MAR	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA
8. MIRAFLORES	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA
9. PUEBLO LIBRE	NO CUENTA	NO CUENTA	RA N° 1583-2023-MPL	RA N° 222-2023-MDPL	RA N° 090-2024-MDPL	NO CUENTA	NO CUENTA	RA N° 029-2023-MDPL
10. SAN BORJA	RA N° 151-2024-MSB	RA N° 118-2024-MSB	VENCIDO	VENCIDO	RA N° 135-2024-MDSB	RA N° 118-2023-MSB	RA N° 112-2024-MDSB	EN TRAMITE
11. SAN ISIDRO	RA N° 239-2024-MDSI	RA N° 399-2022-MDSI	NO REGISTRA	RA N° 558-2022-MDSI	NO REGISTRA	RA N° 384-2022-MDSI	RA N° 401-2022-MDSI	RA N° 424-2022-MDSI
12. SAN LUIS	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA
13. SAN MIGUEL	RA N° 015-2024-MDSM	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA
14. SURQUILLO	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA

Fuente: Gerencia/Subgerencias de Gestión del Riesgo de Desastres de Lima Centro.

PERÚ Ministerio de Defensa INDECI

Figure 9

East Lima Districts - Reactive Plans

PLANES REACTIVOS EN LIMA ESTE

DISTRITO	RESOLUCIÓN DE CONFORMACIÓN DE EQUIPO TÉCNICO	PLAN DE PREPARACIÓN VIGENTE AL 2025	PLAN DE CONTINGENCIA ANTE LLUVIAS INTENSAS VIGENTE AL 2025	PLAN DE CONTINGENCIA ANTE SISMOS VIGENTE AL 2025	PLAN DE OPERACIONES DE EMERGENCIA VIGENTE AL 2025	PLAN DE EDUCACIÓN COMUNITARIA VIGENTE AL 2025	PLAN DE REHABILITACIÓN VIGENTE AL 2025	PLAN DE CONTINUIDAD OPERATIVA VIGENTE AL 2025
01.- ATE	R.A. N° 680-2023-MDA	ELABORADO	ELABORADO	ELABORADO	ELABORADO	ELABORADO	ELABORADO	R.A. N° 849-2024-MDA
02.- CHACLACAYO	R.A. N° 082-2024-ALC/MDCH	NO CUENTA	R.G. N° 168-2024-GM/MDCH	NO CUENTA	R.A. N° 104-2024-MDCH	NO CUENTA	NO CUENTA	NO CUENTA
03.- EL AGUSTINO	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA
04.-LA MOLINA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA
05.- LURIGANCHO CHOSICA	R.A. N° 132-2024-MDL	NO CUENTA	R.A. N° 104-2024-MDCH	NO CUENTA	NO CUENTA	ELABORADO	NO CUENTA	NO CUENTA
06.-SAN JUAN DE LURIGANCHO	R.A. N° 101-2024-MDSJL	R.A. N°828-2023-MDSJL	R.A. N°829-2023-MDSJL	NO CUENTA	R.A. N°830-2023-MDSJL	R.A. N°827-2023-MDSJL	ELABORADO	R.A. N°052-2024-MDSJL
07.- SANTA ANITA	R.A. N° 190-2023/MDSA	NO CUENTA	NO CUENTA	NO CUENTA	R.A. N°235-2023-MDSA	R.A. N°175-2022-MDSA	NO CUENTA	NO CUENTA

Fuente: Gerencia/Subgerencias de Gestión del Riesgo de Desastres de Lima Este.

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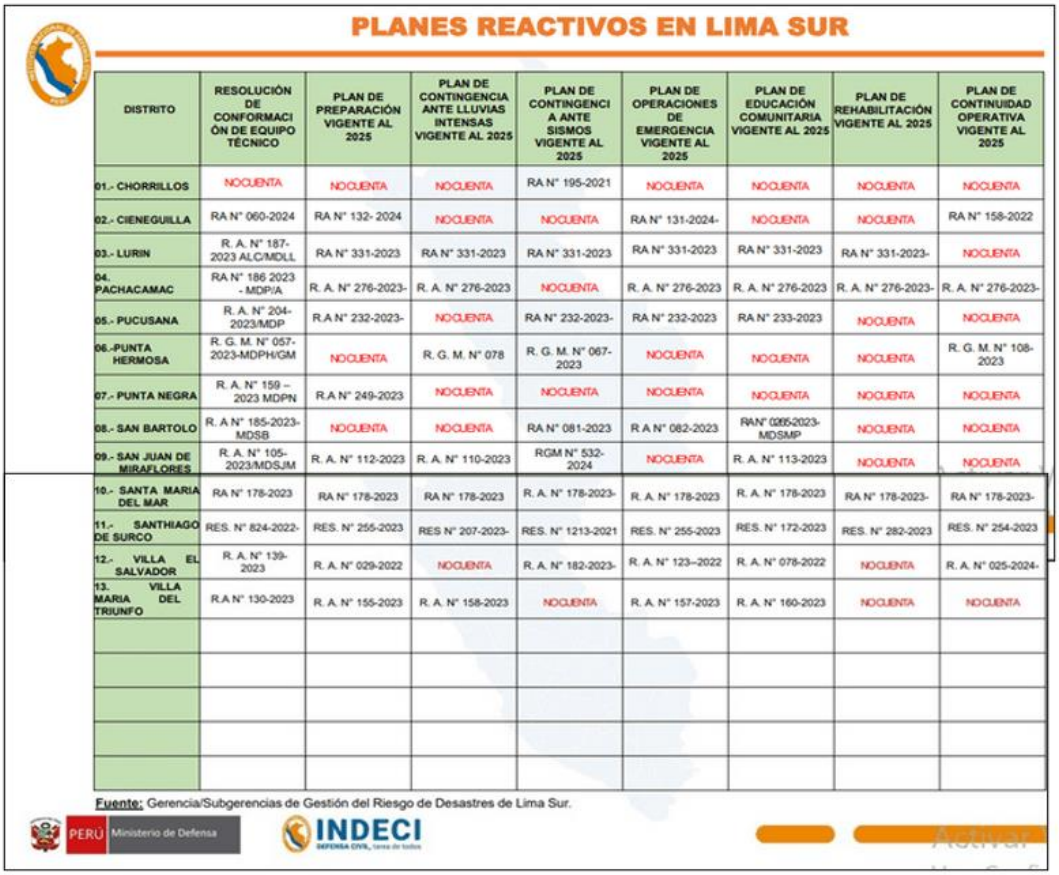
Figure 10

South Lima Districts - Reactive Plans



PLANES REACTIVOS EN LIMA SUR

DISTRITO	RESOLUCIÓN DE CONFORMACIÓN DE EQUIPO TÉCNICO	PLAN DE PREPARACIÓN VIGENTE AL 2025	PLAN DE CONTINGENCIA ANTE LLUVIAS INTENSAS VIGENTE AL 2025	PLAN DE CONTINGENCIA ANTE SISMOS VIGENTE AL 2025	PLAN DE OPERACIONES DE EMERGENCIA VIGENTE AL 2025	PLAN DE EDUCACIÓN COMUNITARIA VIGENTE AL 2025	PLAN DE REHABILITACIÓN VIGENTE AL 2025	PLAN DE CONTINUIDAD OPERATIVA VIGENTE AL 2025
01.- CHORRILLOS	NO CUENTA	NO CUENTA	NO CUENTA	RA N° 195-2021	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA
02.- CIENEGUILLA	RA N° 060-2024	RA N° 132- 2024	NO CUENTA	NO CUENTA	RA N° 131-2024-	NO CUENTA	NO CUENTA	RA N° 158-2022
03.- LURIN	R. A. N° 187-2023 ALC/MDLL	RA N° 331-2023	RA N° 331-2023	RA N° 331-2023	RA N° 331-2023	RA N° 331-2023	RA N° 331-2023-	NO CUENTA
04. PACHACAMAC	RA N° 186 2023 - MDP/A	R. A. N° 276-2023-	R. A. N° 276-2023	NO CUENTA	R. A. N° 276-2023	R. A. N° 276-2023	R. A. N° 276-2023-	R. A. N° 276-2023-
05.- PUCUSANA	R. A. N° 204-2023/MDP	R.A N° 232-2023-	NO CUENTA	RA N° 232-2023-	RA N° 232-2023	RA N° 233-2023	NO CUENTA	NO CUENTA
06.-PUNTA HERMOSA	R. G. M. N° 057-2023-MDPH/GM	NO CUENTA	R. G. M. N° 078	R. G. M. N° 067-2023	NO CUENTA	NO CUENTA	NO CUENTA	R. G. M. N° 108-2023
07.- PUNTA NEGRA	R. A. N° 159 – 2023 MDPN	R.A N° 249-2023	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA
08.- SAN BARTOLO	R. A N° 185-2023-MDSB	NO CUENTA	NO CUENTA	RA N° 081-2023	R A N° 082-2023	RAN° 0065-2023-MDSMP	NO CUENTA	NO CUENTA
09.- SAN JUAN DE MIRAFLORES	R. A. N° 105-2023/MDSJM	R. A. N° 112-2023	R. A. N° 110-2023	RGM N° 532-2024	NO CUENTA	R. A. N° 113-2023	NO CUENTA	NO CUENTA
10.- SANTA MARIA DEL MAR	RA N° 178-2023	RA N° 178-2023	RA N° 178-2023	R. A. N° 178-2023-	R. A. N° 178-2023	R. A. N° 178-2023	RA N° 178-2023-	RA N° 178-2023-
11.- SANTHIAGO DE SURCO	RES. N° 824-2022-	RES. N° 255-2023	RES N° 207-2023-	RES. N° 1213-2021	RES. N° 255-2023	RES. N° 172-2023	RES. N° 282-2023	RES. N° 254-2023
12.- VILLA EL SALVADOR	R. A. N° 139-2023	R. A. N° 029-2022	NO CUENTA	R. A. N° 182-2023-	R. A. N° 123--2022	R. A. N° 078-2022	NO CUENTA	R. A. N° 025-2024-
13. VILLA MARIA DEL TRIUNFO	R.A N° 130-2023	R. A. N° 155-2023	R. A. N° 158-2023	NO CUENTA	R. A. N° 157-2023	R. A. N° 160-2023	NO CUENTA	NO CUENTA

Fuente: Gerencia/Subgerencias de Gestión del Riesgo de Desastres de Lima Sur.

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Figure 11

Constitutional Province of Callao Districts - Reactive Plans

PLANES REACTIVOS EN EL CALLAO

DISTRITO	RESOLUCIÓN DE CONFORMACIÓN DE EQUIPO TÉCNICO	PLAN DE PREPARACIÓN VIGENTE AL 2025	PLAN DE CONTINGENCIA ANTE LLUVIAS INTENSAS VIGENTE AL 2025	PLAN DE CONTINGENCIA ANTE SISMOS VIGENTE AL 2025	PLAN DE OPERACIONES DE EMERGENCIA VIGENTE AL 2025	PLAN DE EDUCACIÓN COMUNITARIA VIGENTE AL 2025	PLAN DE REHABILITACIÓN VIGENTE AL 2025	PLAN DE CONTINUIDAD OPERATIVA VIGENTE AL 2025
01.- GORE	NO CUENTA	000132-2023	000395-2022	000395-2022	000132-2023	NO CUENTA	000128-2023	NO CUENTA
02.- CALLAO	NO CUENTA	R.A N° 477-2023	R.A. N°543-2023	NO CUENTA	R.A. N°539-2023	R.A.N°477-2023	R.A N°541-2023	R.A.N°478-2023
03.- BELLAVISTA	NO CUENTA	R.A. N°133-2023	R.A. N°133-2023	NO CUENTA	R.A. N°133-2023	NO CUENTA	R.A. N°133-2023	NO CUENTA
04.- CARMEN DE LA LEGUA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	R.A. 320-2021
05.-LA PERLA	NO CUENTA	R.A. N° 338-2023	R.A. N° 322-2018	NO CUENTA	R.A. N° 099-2024	NO CUENTA	NO CUENTA	R.A. N°239-2021
06.- LA PUNTA	NO CUENTA	R.A. N°073-2024	NO CUENTA	R.A. N°127-2022	R.A. N°127-2022	NO CUENTA	R.A. N°026-2024	R.A. N°239-2021
07.- MI PERU	NO CUENTA	NO CUENTA	R.A. N°127-2022	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA
08.- VENTANILLA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA	NO CUENTA

Fuente: Gerencia/Subgerencias de Gestión del Riesgo de Desastres del Callao.

5 DISCUSSION

- In accordance with the provisions of the *National Disaster Risk Management Policy (PNGRD) through 2050*, six priority goals, seventeen guidelines, and twenty-seven services are identified that entities at all three government levels must implement according to their competencies and as part of the National Disaster Risk Management System (SINAGERD). Within these guidelines, the need to integrate disaster risk management with territorial components stands out, including planning, management and territorial planning, urban development, environmental management, and climate change adaptation.
- In this regard, the creation of a Management for Territory, Sustainable Urban Development, Environmental Management, Climate Change, and Disaster Risk Management is proposed, consisting of four sub-management units: (a) Territorial Management and Planning, (b) Sustainable Urban Development, (c) Environmental Management and Climate Change, and (d) Disaster Risk Management. This administrative structure would strengthen inter-institutional coordination and improve both response capacity and strategic planning from a comprehensive approach.
- Additionally, at the intermunicipal association and district levels, incorporating territorial, environmental, climate, and disaster risk management components into

the Concerted Development Plans of Metropolitan Lima is proposed. Similarly, the importance of allocating adequate and sustainable budgets that enable the proposed actions is emphasized. Finally, the need to modernize the current regulatory framework and strengthen the technical competencies of human resources in the areas of territorial planning, sustainable urban development, environmental management, climate change, and disaster risk management is emphasized.

6 CONCLUSIONS

- Regarding the general objective, the evaluation of Disaster Risk Management (DRM) governance in the districts and intermunicipal associations of Metropolitan Lima confirmed that the local management system has not yet reached a level of institutional maturity sufficient to respond effectively and sustainably to the threats facing the metropolis. Despite the fact that most local governments formally recognize DRM functions and there is a solid legal framework, actions are carried out in an uncoordinated manner, with ineffective integration among prevention, reduction, and preparedness components, and limited intergovernmental coordination.
- Regarding the first specific objective, it was identified that most districts do not have formalized Disaster Risk Management policies, and intermunicipal associations, with one exception, lack their own guidelines to guide planning and decision-making in this area. This evidences the lack of effective governance and local political leadership to prioritize DRM within concerted development instruments.
- In fulfillment of the second specific objective, the review of management systems revealed that only a small number of districts present formally constituted organizational structures with designated personnel for DRM. However, most maintain areas or sub-management units with fragmented functions, limiting the capacity for comprehensive risk management and implementation of sustainable strategies.
- Regarding the third specific objective, it was determined that existing Disaster Risk Prevention and Reduction Plans (PPRRD) present different degrees of

progress and updating. In most cases, these plans have not been reviewed according to the new guidelines of SINAGERD and Supreme Decree No. 060-2024-PCM. At the intermunicipal level, the gap is even more notable, as only one of the seven intermunicipal associations has a current plan, demonstrating a low level of associative risk management.

- Finally, it was found that the level of knowledge about ISO Standard 31000:2018 is scarce in both districts and intermunicipal associations, reflecting the lack of training processes in risk management and the imperative need to strengthen institutional capacities. In summary, the research concludes that DRM governance in Metropolitan Lima presents a weak institutional structure, insufficient planning, and low coordination among actors, limiting compliance with the objectives of the National Disaster Risk Management Policy through 2050.

7 RECOMMENDATIONS

- It is recommended to create or consolidate a Management for Territory, Sustainable Urban Development, Environmental Management, Climate Change, and DRM, with specialized sub-management units that ensure technical coordination among all three levels of government. This structure must have clear functions, qualified personnel, its own budget, and a results monitoring system, guaranteeing institutional continuity beyond political periods.
- Formulate and approve local and intermunicipal DRM policies. Each district and intermunicipal association must have a Local Disaster Risk Management Policy aligned with the National Policy through 2050 and the National DRM Plan (PLANAGERD). These policies must include strategic objectives, goals, and compliance indicators, articulating with concerted development and territorial instruments.
- Update and standardize Disaster Risk Prevention and Reduction Plans (PPRRD). PPRRD must be reviewed periodically to guarantee their technical and legal validity, in accordance with Supreme Decree No. 060-2024-PCM. It is suggested that CENEPRED accompany this process through training and technical assistance. Plans must be based on real diagnoses, risk zoning, prevention measures, and community action protocols.

- Consolidate the role of municipal associations in DRM. The seven intermunicipal associations of Metropolitan Lima must assume DRM as a shared strategic function. It is recommended to develop Intermunicipal DRM Plans to address inter-jurisdictional threats such as debris flows, floods, or fires, optimizing human, financial, and logistical resources.

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Authors' Contribution

All authors contributed equally to the development of this article.

Data availability

All datasets relevant to this study's findings are fully available within the article.

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