

Portugal

National progress report on the implementation of the Hyogo Framework for Action (2009-2011)

Name of focal point : Mr Vicencio HENRIQUE

Organization : National Authority for Civil Protection, Ministry of the Interior

Title/Position : Head of Unit for Risks and Early Warning at the Portuguese National Authority for Civil Protection

E-mail address : Henrique.Vicencio@prociv.pt

Telephone : +351 214247100

Fax : +351 21 4247180

Reporting period : 2009-2011

Last updated on : 2 Nov 2010

Print date : 22 Aug 2011

Reporting language : English

An HFA Monitor update published by PreventionWeb

<http://www.preventionweb.net/english/countries/europe/prt/>

Strategic goals

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Strategic Goal Statement 2011-2013:

Disaster and environmental risk management are being integrated into land planning plans and the emergency plans are also being reformulated at all levels. Our national Commission for Civil Protection are evolved in strategic preparedness and response.

Portugal has a National Climate Change Strategy at high level of administration

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Strategic Goal Statement 2011-2013:

Portugal create a National Platform for disaster reduction, to improve mechanisms and capacities at all levels

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Strategic Goal Statement 2011-2013:

Portugal has emergency plans at three different administrative levels, national, regional and local. This plans can be for all hazards or for specific one

Priority for action 1

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 1: Core indicator 1

National policy and legal framework for disaster risk reduction exists with decentralised responsibilities and capacities at all levels.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Is DRR included in development plans and strategies? -- not complete --
- * Yes: National development plan
- * Yes: Sector strategies and plans
- * Yes: Climate change policy and strategy
- * No: Poverty reduction strategy papers
- * No: Common Country Assessments (CCA)/ UN Development Assistance Framework (UNDAF)

Description:

Disaster and environmental risk management are being integrated into land use planning. Portugal have new legislation in the fields of civil protection frame work, forest fire, floods (transpose form EU directive), and others sectorial plans

Context & Constraints:

The full accomplishment of the objectives set by the Hyogo Framework for Action will be tied to the improvement of coordination among all actors involved in Disaster Risk Reduction. The National Platform has recently been officially introduced and will be implamented a stategy for action

Priority for action 1: Core indicator 2

Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Is there a specific allocation of budget for DRR in the national budget?
- * 0 % allocated from national budget

* 0 USD allocated from overseas development assistance fund

* 0 USD allocated to hazard proofing sectoral development investments (e.g transport, agriculture, infrastructure)

* 0 USD allocated to stand alone DRR investments (e.g. DRR institutions, risk assessments, early warning systems)

* 0 USD allocated to disaster proofing post disaster reconstruction

Description:

Budget is spread through several organizations connected with those issues.

Context & Constraints:

Is necessary to exchange data between different organizations

Priority for action 1: Core indicator 3

Community Participation and decentralisation is ensured through the delegation of authority and resources to local levels

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Do local governments have legal responsibility and budget allocations for DRR? Yes

* Yes: Legislation

* No: Budget allocations for DRR to local government

Description:

The Portuguese Civil Protection system is based on decentralization and subsidiarity. Under the framework provided by the Law 27 of 2006, and the Law 65/20071, is ensured forecasting, preventive, emergency and recovery measures for the protection of people, goods and of the environment. At local level the responsibility is of the Mayor and other authorities that participate in the prevision and prevention of disasters.

The central authorities are involved only in case of major events that have or may have national consequences or that require the use of extraordinary means and resources.

Context & Constraints:

The lack of resources to implement the DRR at local levels

Priority for action 1: Core indicator 4

A national multi sectoral platform for disaster risk reduction is functioning.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Are civil society organisations , national planning institutions, key economic and development sector organisations represented in the national platform? -- not complete --

* 2 civil society members (specify absolute number)

* 23 sectoral organisations (specify absolute number)

* 0 women's organisations participating in national platform (specify absolute number)

Description:

National platform was established in 2010 and it is open for participation to government and civil society organizations and scientific organizations

Context & Constraints:

Is necessary to exchange data between different organizations

Priority for action 2

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 2: Core indicator 1

National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Is there a national multi-hazard risk assessment available to inform planning and development decisions? Yes

* Yes: Multi-hazard risk assessment

* 0 % of schools and hospitals assessed

* 0 schools not safe from disasters (specify absolute number)

* No: Gender disaggregated vulnerability and capacity assessments

* No: Agreed national standards for multi hazard risk assessments

Description:

Portugal has some experience in multi hazard risk assessment in the field of land use and emergency plans at all levels

Context & Constraints:

It lacks the full introduction of the information of risk assessment in the decision level

Priority for action 2: Core indicator 2

Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Are disaster losses systematically reported, monitored and analysed? Yes

* No: Disaster loss database

* Yes: Reports generated and used in planning

Description:

Several Portuguese authorities have data bases in place

Context & Constraints:

The process of linking separated data bases into a single one

Priority for action 2: Core indicator 3

Early warning systems are in place for all major hazards, with outreach to communities.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Do risk prone communities receive timely and understandable warnings of impending hazard events?
Yes

* Yes: Early warnings acted on effectively

* No: Local level preparedness

* Yes: Communication systems and protocols

* Yes: Active involvement of media in early warning dissemination

Description:

This system involves Meteorological, hydrological institutes, health care entities, media, and other entities

Context & Constraints:

Integration between all warning systems

Priority for action 2: Core indicator 4

National and local risk assessments take account of regional / trans boundary risks, with a view to regional cooperation on risk reduction.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Does your country participate in regional or sub-regional DRR programmes or projects? Yes

* Yes: Programmes and projects addressing trans-boundary issues

* Yes: Regional and sub-regional strategies and frameworks

* Yes: Regional or sub-regional monitoring and reporting mechanisms

* Yes: Action plans addressing trans-boundary issues

Description:

Portugal has international protocols with UE, in several fields, and with some countries of Africa

Context & Constraints:

Development of some action plans addressing trans-boundary dams

Priority for action 3

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 3: Core indicator 1

Relevant information on disasters is available and accessible at all levels, to all stakeholders (through networks, development of information sharing systems etc)

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Is there a national disaster information system publicly available? Yes

* Yes: Web page of national disaster information system

* No: Established mechanisms for accessing DRR information

Description:

Information concerning disaster is produce by different entities and after compile for civil protection

Context & Constraints:

Improve the procedures for sharing information between civil protection and different entities

Priority for action 3: Core indicator 2

School curricula , education material and relevant trainings include disaster risk reduction and recovery concepts and practices.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Is DRR included in the national educational curriculum? Yes

* No: Primary school curriculum

* No: Secondary school curriculum

* Yes: University curriculum

* No: Professional DRR education programmes

Description:

DRR matters are not include in to school curricula, but exist a number of university courses covering DRR.

Context & Constraints:

Portugal will try to introduce DRR curricula in all levels of schools

Priority for action 3: Core indicator 3

Research methods and tools for multi-risk assessments and cost benefit analysis are developed and strenghtened.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Is DRR included in the national scientific applied-research agenda/budget? Yes
- * Yes: Research outputs, products or studies
- * Yes: Research programmes and projects
- * No: Studies on the economic costs and benefits of DRR

Description:

Scientific research has many projects in DRR field, in natural and technological areas

Context & Constraints:

It is important to coordinate the research outputs and to apply financial resources to DRR projects

Priority for action 3: Core indicator 4

Countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Do public education campaigns on DRR reach risk-prone communities? Yes
- * Yes: Public education campaigns.
- * Yes: Training of local government
- * Yes: Availability of information on DRR practices at the community level

Description:

For forest fires prone comities Portuguese authorities develop awareness campaigns for students and shapers

Develop educational materials for support teachers, the focus is placed on students age's 7 to 14 old.
This is a national wide programme with more than 300 civil protection clubs

Context & Constraints:

Public awareness should be a continuous process but the population loose his interest in this kind issue after the emergency

Priority for action 4

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 4: Core indicator 1

Disaster risk reduction is an integral objective of environment related policies and plans, including for land use natural resource management and adaptation to climate change.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Is there a mechanism in place to protect and restore regulatory ecosystem services? (associated with wet lands, mangroves, forests etc) Yes

* Yes: Protected areas legislation

* No: Payment for ecosystem services (PES)

* Yes: Integrated planning (for example coastal zone management)

* Yes: Environmental impacts assessments (EIAs)

* Yes: Climate change adaptation projects and programmes

Description:

Disaster risk reduction is taken in account in the land use plans, natural resource management, and in adaptation to climate change

Context & Constraints:

There is a lack of enforcement of environmental and land use regulations related to DRR

Priority for action 4: Core indicator 2

Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Do social safety nets exist to increase the resilience of risk prone households and communities? Yes

* Yes: Crop and property insurance

* Yes: Employment guarantee schemes

- * No: Conditional cash transfers
- * Yes: DRR aligned poverty reduction, welfare policy and programmes
- * Yes: Microfinance
- * Yes: Micro insurance

Description:

Social development is one of the main goals of national government, in the last decades almost self-made illegal residential areas were demolished and the population was relocated in new buildings. Portugal has social preoccupations concerning the poorest people

Context & Constraints:

Financial limitations for implementing guarantee mechanisms

Priority for action 4: Core indicator 3

Economic and productive sectorial policies and plans have been implemented to reduce the vulnerability of economic activities

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Are the costs and benefits of DRR incorporated into the planning of public investment? Yes
- * Yes: National and sectoral public investment systems incorporating DRR.
- * Yes: Investments in retrofitting infrastructures including schools and hospitals

Description:

In the last years was implemented large scale projects in the area of preventive policies, on educational and health care facilities

Context & Constraints:

The verification of the application of seismic codes is very loosely enforced

Priority for action 4: Core indicator 4

Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Is there investment to reduce the risk of vulnerable urban settlements? Yes
- * Yes: Investment in drainage infrastructure in flood prone areas
- * Yes: Slope stabilisation in landslide prone areas
- * No: Training of masons on safe construction technology
- * No: Provision of safe land for low income households and communities

Description:

There are plans and policies that take into account the DRR and management of human settlements. Some viaducts in Lisbon were reinforced in the past following seismic risk analyses

Context & Constraints:

The lack of enforcement of codes and the small investments for reinforcement of buildings and other structures

Priority for action 4: Core indicator 5

Disaster risk reduction measures are integrated into post disaster recovery and rehabilitation processes

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Do post-disaster recovery programmes explicitly incorporate and budget for DRR? No
- * 0 % of recovery and reconstruction funds assigned to DRR
- * No: Measures taken to address gender based issues in recovery

Description:

Disaster risk reduction measures are taken into account in the form of restrictions in the land use plans

Context & Constraints:

It is necessary to improve the recovery and rehabilitation planning processes

Priority for action 4: Core indicator 6

Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Are the impacts of major development projects on disaster risk assessed? Yes

* Yes: Assessments of impact of projects such as dams, irrigation schemes, highways, mining, tourist developments etc on disaster risk

* Yes: Impacts of disaster risk taken account in Environment Impact Assessment (EIA)

Description:

It is a normal to evaluate risk impacts of major development projects in Portugal by Environment Impact Assessment, in the process of making land use plans

Context & Constraints:

The assessment usually are for small scenarios and not for major events

Priority for action 5

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 5: Core indicator 1

Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective are in place.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Are there national programmes or policies to make schools and health facilities safe in emergencies?
Yes

* Yes: Policies and programmes for school and hospital safety

* Yes: Training and mock drills in school and hospitals for emergency preparedness

Description:

Hospitals and schools have their emergency plans and they do emergency drills

Context & Constraints:

There are schools and hospitals that don't make drills regularly

Priority for action 5: Core indicator 2

Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Are the contingency plans, procedures and resources in place to deal with a major disaster? Yes

* No: Contingency plans with gender sensitivities

* Yes: Operations and communications centre

* Yes: Search and rescue teams

* Yes: Stockpiles of relief supplies

* No: Shelters

* Yes: Secure medical facilities

* No: Dedicated provision for women in relief, shelter and emergency medical facilities

Description:

Portugal has emergency plans at, national, district and local levels. Exercises and drills have been done regularly at the three levels

Context & Constraints:

Many municipally authorities don't have resources to fully implement emergency plans

Priority for action 5: Core indicator 3

Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Are financial arrangements in place to deal with major disaster? Yes

* Yes: National contingency funds

* Yes: Catastrophe insurance facilities

* No: Catastrophe bonds

Description:

Portugal has insurances for floods and earthquakes, and the government can attribute compensation for several damages

Context & Constraints:

Continuous effort is in place to improve financial management

Priority for action 5: Core indicator 4

Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Has an agreed method and procedure been adopted to assess damage, loss and needs when disasters occur? No

- * No: Damage and loss assessment methodologies and capacities available
- * No: Post disaster need assessment methodologies
- * No: Post disaster needs assessment methodologies include guidance on gender aspects
- * No: Identified and trained human resources

Description:

Communications procedures between relevant organizations is implemented during hazard events and disasters

Context & Constraints:

There a need to improve and extend the range of events which have damage and loss and assessment done

Drivers of Progress

a) Multi-hazard integrated approach to disaster risk reduction and development

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Do studies/ reports/ atlases on multi-hazard analyses exist in the country/ for the sub region?:

Yes

If yes, are these being applied to development planning/ informing policy?:

Yes

Description (Please provide evidence of where, how and who):

There are land use plans with DRR application at national, regional and local levels. These plans have studies, reports, and multi-hazard analyses.

b) Gender perspectives on risk reduction and recovery adopted and institutionalized

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

Portugal has a gender equality policy fully implemented

c) Capacities for risk reduction and recovery identified and strengthened

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

Further achievements will be necessary to improve capacities for risk reduction and recovery at all levels

d) Human security and social equity approaches integrated into disaster risk reduction and recovery activities

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

Many accomplishments in the social aspects, of the society, have been achieved but it is effort that has to continue

e) Engagement and partnerships with non-governmental actors; civil society, private sector, amongst others, have been fostered at all levels

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

Portugal has a system that involves actors from civil society, private sector, amongst others. It is the example of the forest fires activities, in the fields of prevention, monitoring and response

f) Contextual Drivers of Progress

Levels of Reliance:

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

It is necessary to improve formation and training at all levels of the administration. Portugal has implemented a new legislation system that can provide further developments for the future

Future outlook

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Overall Challenges:

The concentration of the population in mega urban areas and the possible climatic changes will be some of the challenges of the next years. The relation between safety and security will be also important in the future planning tools

Future Outlook Statement:

The public awareness, after the planning phase, will be of extreme importance in the safety context. Also, the equilibrium of economics and environmental aspects will be keys of success
The supervision of the implementation of building codes must be strengthened

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Overall Challenges:

The community level risk and vulnerability assessment are not full disseminated

Future Outlook Statement:

To improve awareness and formation of the population, the information of risk areas and vulnerabilities should be actively disseminated to the exposed population

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Overall Challenges:

There are schools and hospitals that don't make drills regularly and many municipally authorities don't have resources to fully implement emergency plans. There a need to improve and extend the range of events which have damage and loss and assessment done.

Future Outlook Statement:

It is important to improve response plans at all levels, to do formation to all actors from different levels. The National Platform of Portugal will be a way to improve the safety strategic policies

Stakeholders

Departments/organizations that have contributed to the report

* National Authority for Civil Protection (Gov) - Dr. Henrique Vicêncio