Montenegro

Interim national progress report on the implementation of the Hyogo Framework for Action

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**Strategic goals 1**

**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:**
Disaster risk management policies are integrated into development plans at the national and local levels.

**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:**
The system which enables integrated disaster management is organized at the level of the State. We are currently working on strengthening institutions which are integrated in the system for emergency management.

**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:**
Mechanisms for the implementation of emergency preparedness, response and recovery programmes are institutionalized at all levels.

**Priority for action 1**
_Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation._

**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:**
5: Comprehensive achievement with sustained commitment and capacities at all levels

**Description:**
At the State level, the National Strategy for Emergency Situations defines the risks and mechanisms which deal with them. The Sector for Emergency Management is established in order to implement mechanisms for risk reduction. The Law on Rescue and Protection enables overall adequate functioning and gives municipalities competences to act in case of disasters. The State will provide support to municipalities whenever it is necessary. The National Coordination Team is formed as well. The Head of
that team is the Prime minister and ministers, from other respective ministries, are the remaining members.

Context & Constraints:
The main challenge was the lack of understanding concerning the fact that the State should have this kind of system. In Montenegro in the past, the civil protection system was support to the system of defence. From 2006 the civil protection system represents the mass support to civil response to disasters, in accordance with European standards. Another challenge also referred to modernizing the system.

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

Description:
The Government of Montenegro realized the importance of programs presented by the Sector for Emergency Management, which aimed to continuously improve an integrated response to disasters. The Government financed equipping of the Operational-Communication Center 112; the purchase of 65 specialized firefighting vehicles for the needs of municipal services; and it also approved monthly allowance for civil protection members (2000 members). With the support from DEMA (Danish Emergency Management Agency) we trained and equipped rescue service members.

Context & Constraints:
The financial support from the Government was received only after the Service was technically equipped, which was supported by our main donor (DEMA), and when the achieved results were visible.

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

Description:
After the Law on Local Governance and Law on Rescue and Protection were adopted, decentralization of authority ensued, which enabled the establishment of rescue and protection services at the local level. In case of major disasters and emergency situations, the State provides the mass support to these services and financially supports local governances, especially those which are not financially strong, by purchasing special equppment and training members of these services.

Context & Constraints:
The main challenge related to the inadequacy of personnel in municipal services, which respresented the obstacle to full implementation of European standards.

Core indicator 4
A national multi sectoral platform for disaster risk reduction is functioning.

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

**Description:**
16 institutions were involved in preparing the National Strategy for Emergency Situations. This team consisted of University representatives, representatives from specialized institutions which deal with hazards etc.
The National Coordination Team consists of of the Primeminister (the Head of the team), Minister of Interior and Public Administration, who is the competent authority for emergency situations, and other line ministers. We think that this type of multi-disciplinary approach contributes significantly to the improvement of efficiency and rationalization of an integrated system for disaster response.

**Context & Constraints:**
The main challenge to overcome was already established opinion that fire is the dominant hazard in Montenegro. Only after the National Strategy for Emergency Situations was adopted, did we resolve that misaprehension.

**Priority for action 2**
*Identify, assess and monitor disaster risks and enhance early warning*

**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

**Description:**
Within the Sector for Emergency Management an organizational unit was established to manage risks and to create a data base on elements at risk. With support from DEMA , we developed the software which will enable a good-quality access to these information. We also adopted two significant documents: the Methodology for Evaluation of Threats and the Methodology for Developing Action Plans.

**Context & Constraints:**
The main challenge was the lack of any data base at the level of the State as well as lack of documents that could be used in order to conduct the evaluation of threats.

**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
Description:
We perform seismic monitoring, monitoring of dangerous substances (chemical; explosives) and we recently became a member of the ARGOS Consortium, which will enable good-quality monitoring of chemical, nuclear and radiological hazards.

Context & Constraints:
Except for the seismic hazard, which is monitored by the Seismic Observatory of Montenegro, monitoring of other hazards is problematic, due to non-defined competences of various state bodies. Only after the Ministry of Interior and Public Administration defined the competences, were conditions created for a significant progress. In this area, further advancement of institutions and capacities is needed.

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

Description:
Early warning systems are in place for seismic, meteorological hazards and fire in the open space. The same will apply for CBRN hazard after the implementation of the ARGOS project, which is expected in the following months.

Context & Constraints:
After an integrated disaster response was established, competent authorities placed the main focus of their activities on the early warning system. The main challenge relates to modernizing the institutions for hazard monitoring and early warning.

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

Description:
Real time data exchange and cooperation with international and national agencies exist only for seismic risks, fires and hidrometeorological risks.

Context & Constraints:
Different levels of development of these services in neighbouring countries represents the main difficulty.

Priority for action 3
Use knowledge, innovation and education to build a culture of safety and resilience at all levels

Core indicator 1
Relevant information on disasters is available and accessible at all levels, to all stakeholders (through
Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:
Information on hazards for which monitoring is performed, is available and accessible at all levels, to all stakeholders.

Context & Constraints:
Stakeholders, especially at the local level, should be aware of the importance of these information. So far the level of awareness is inadequate.

Core indicator 2
School curricula, education material and relevant trainings include disaster risk reduction and recovery concepts and practices.

Level of Progress achieved:
2: Some progress, but without systematic policy and/or institutional commitment

Description:
In our education system and materials, disaster risk reduction and recovery concepts and practices are not adequately treated.

Context & Constraints:
Our education programs are outdated and only now do we have an institution which is competent to manage emergency situations and to enhance modernisation of school programs, in an organized manner.

Core indicator 3
Research methods and tools for multi-risk assessments and cost benefit analysis are developed and strengthened.

Level of Progress achieved:
2: Some progress, but without systematic policy and/or institutional commitment

Description:
Certain cost benefit analysis exists for important infrastructure, but we do not perform them in a systematic manner.

Context & Constraints:
Absence of practice of cost-benefit analysis applied to disaster management problems in this region.

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:
2: Some progress, but without systematic policy and/or institutional commitment
Description:
We are currently working on the Strategy for stimulating the culture of disaster resilience. We cooperate together with the Ministry in charge of education, culture, public media etc. on that issue.

Context & Constraints:
We do not have countrywide public awareness strategy yet; only individual attempts of raising public awareness exist; therefore old-fashioned ways should be modernized.

Priority for action 4
Reduce the underlying risk factors

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

Description:
In all strategies, we defined strategic objectives which correspond with disaster risk reduction. Our activity, as a line ministry, is to try to harmonize approaches with the aim to improve efficiency of the disaster response system.

Context & Constraints:
Harmonize an intensive construction of buildings and land use planning in Montenegro with disaster risk reduction strategic goals.

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

Description:
Institutions which deal with implementation of social development policies and plans to reduce the vulnerability of populations most at risk exist in Montenegro.

Context & Constraints:
The main challenge relates to better equipping and improving capacities of those institutions.

Core indicator 3
Economic and productive sectorial policies and plans have been implemented to reduce the vulnerability of economic activities

Level of Progress achieved:
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

**Description:**
Activities which aim to further improve reduction of vulnerability of economic activities in all sectors are underway.

**Context & Constraints:**
The lack of positive practice.

**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

**Description:**
The competent ministry has adopted a number of laws which incorporate disaster risk reduction elements, in accordance with European standards.

**Context & Constraints:**
Technical regulations and standards are not harmonized with the European standards. These activities are underway.

**Core indicator 5**
*Disaster risk reduction measures are integrated into post disaster recovery and rehabilitation processes*

**Level of Progress achieved:**
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

**Description:**
Our practice shows that disaster risk reduction measures are significantly integrated into the post disaster recovery and rehabilitation processes. With respect to the significance of that process, we work intensively on further improvement of that practice.

**Context & Constraints:**
Not so long ago, Montenegro was faced with several challenges (1979 earthquake; 2006 train accident in Bioše) and realized, to a certain extent, the importance of integration of disaster risk reduction measures into post disaster recovery and rehabilitation processes.

**Core indicator 6**
*Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure.*

**Level of Progress achieved:**
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

**Description:**
The competent ministry has adopted a number of by-laws which incorporate the assessment of disaster
risk impacts of major development projects, especially infrastructure.

**Context & Constraints:**
The main challenge refers to the lack of adequate legislation.

**Priority for action 5**
*Strengthen disaster preparedness for effective response at all levels*

**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

**Description:**
These activities are defined by establishing the National Team for Disaster Management, led by the Prime Minister. Now, activities on technical modernization and advancement should follow, at all levels. It is important to define and integrate the system of communication.

**Context & Constraints:**
The main challenges refer to the absence of technical capacities, lack of communication as well as to inadequate training of services

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

**Description:**
In Montenegro, the system which enables an integrated emergency management is organized. Therefore it is necessary to have action plans for all hazards, which will enable an efficient action of rescue services. Thus, we prepared the Methodology for Evaluation of Threats and the Methodology for Developing Action Plans which apply for all levels.

**Context & Constraints:**
In the past, civil protection was organized as support to the system of defence (now it is organized as support to disaster response civil structures). Therefore, action plans were too military-oriented, general and unfortunately inefficient.

**Core indicator 3**
*Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.*

**Level of Progress achieved:**
3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

**Description:**
In the State budget, there are certain funds which might be used for these purposes, when needed.

**Context & Constraints:**
Insufficient financial means.

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

**Description:**
We are currently working on the standard-operational procedures which will include, among other things, the exchange of relevant information during hazard events and disasters, and post-events reviews as well.

**Context & Constraints:**
In the State, disaster response was not integrated in the past.

**Drivers of Progress**

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

**Levels of Reliance:**
Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

**Do studies/ reports/ atlases on multi-hazard analyses exist in the country/ for the sub region?:**
No

**Description (Please provide evidence of where, how and who):**
We marked this driver of progress with 2 (partial/some reliance) although we think we are closer to 3 (significant and ongoing reliance). There are relevant institutions; the National Strategy as the relevant document that qualify and quantify all possible hazards, but we still need to create a system which will enable good-quality communication between all institutions and competent state bodies. Now, we are executing one of investments which will provide support to this multi-hazard integrated approach to disaster risk reduction and development through operational-communication center 112.

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

**Levels of Reliance:**
Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

**Description (Please provide evidence of where, how and who):**
We recognize the problem and work on the adoption of gender perspectives on risk reduction and recovery.

c) Capacities for risk reduction and recovery identified and strengthened

Levels of Reliance:
Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):
Through the National Strategy, we recognized the capacities and relevant institutions, and we work on strengthening the capacities for risk reduction and recovery.

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

Levels of Reliance:
Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):
These problems are concern of various state bodies, which have different competences in relation to this issue. We think that our initial steps have defined the right way which will enable the implementation of the European standards in this segment.

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):
With the aim to efficiently respond to disasters as well as to reduce disaster risk, we established the cooperation, which resulted in real good-quality ideas and proposals, which significantly provide support to the Sector for Emergency Management to create development projects. We would also like here to emphasise the importance of cooperation with representatives from various international institutions, which contributes to institution and capacity strengthening.

f) Contextual Drivers of Progress

Levels of Reliance:
Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):
We marked this driver of progress with 2 (partial/some reliance) although we think we are a bit closer to 3 (significant and ongoing reliance). The main drivers of progress are institutionalization of mechanisms to mainstream disaster risk reduction in national development policy. Also, in our national legislative the European standards are implemented in a number of laws, and in some, due to particularities of Montenegro, they are even more strictly defined.
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 overall challenges are to achieve integrated disaster management, emphasizing effective response, as the first goal to achieve. Also, to achieve integration of disaster management at all levels.

Future Outlook Statement:
To involve modern approaches to disaster management policy, to show the best-results practice and advocate further implementation of disaster management into sustainable development policies, planning etc. Further to implement disaster mitigation plans into development policies, to reduce vulnerability of strategic elements at risk, to undertake prevention and preparedness measures devoted to specific hazards.

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 biggest challenge referring to this strategic objective is inadequate personnel, especially at the municipal level, from where the lack of understanding stems from. In this moment, it is very important to make high-quality communication system. This system should also significantly improve early warning system. Also, it is important to adjust institutions to modern challenges (ex. human resources; technical means etc.)

Future Outlook Statement:
Personnel strengthening, especially at the municipal level, which will lead to visible progress together with the necessary education of all participants, especially those who are the most responsible. Also, technical modernization of all institutions in disaster response system: those which act to prevent hazard as well as those which respond to disaster. Alongside we will enable the functioning of the whole system for recovery after emergency, with the aim to return to the state prior to disaster. In the future, we should focus on institution and capacity strengthening for the most important hazards identified in the National Strategy for Emergencies Situations, as well as on preparation of legislative which will enable an efficient disaster response.

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:
It was necessary to adopt European standards which aimed to institutionalize mechanisms for the implementation of emergency preparedness, response and recovery programmes at all levels.
Future Outlook Statement:
In disaster response as well as in the overall hazard treatment approach, mechanisms thus institutionalized enable the action, integrating all available resources and capacities at the local and State level. This means that the State resources will be used depending on the evaluation, and that this type of support will be: mass support and highly specialized support (depending on the type of hazard).