

***Driv***ing Innovation in Crisis Management for ***E***uropean ***R***esilience

**MONTENEGRO**  
Policy, Legislation, Organisation, Procedures & Capabilities (PLOPC) in crisis management and disaster response



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Scope and limitations

This study serves as supporting information for further work within DRIVER.

Only limited time and budget has been available for this first general survey, which needs to be considered in terms of scope and completeness of the respective studies.

The author/s of this study is/are responsible for its content and quality.

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# Overview

Despite its relatively small territory and size of population, Montenegro is highly exposed and vulnerable to natural hazards. The country has to address primarily earthquakes, wild fires and hydro-meteorological phenomena such as floods, droughts, heat waves, and heavy snowfall. Of particular concern are the frequent landslides and rock falls linked to the country’s moun­tainous terrain.

As most of the other former Yugoslavia countries, Montenegro’s authorities have been devel­oping the national civil protection system since 2006 on what remained from the federal insti­tutions, applying modern global and European practices and standards. Gradually, the civil protection mechanism has moved away from the former “civil defence.” In result, the coun­try’s framework on civil protection and disaster relief is not contained in a single formal docu­ment. However, in terms of legal arrangements and policy statements, the harmonisation with international norms and standards is relatively successful.



At the policy level, the National Strategy for Emergency Situations defines the risks and re­sponsibilities of different state, local, and private authorities to deal with such. Directorate for Emergency Situations has been established to implement mechanisms for prevention, prepar­edness and response. The Law on Rescue and Protection is the core legal act, supplemented by the Environment Law (1996), Law on Waters of (1995), Law on Protection against Natural Dis­asters (1992), Law on Protection of Air against Pollution (1980), and others. The principal po­litical-managerial body on civil protection is the National Coordination, headed by the Prime Minister and the ministers are remaining members. The core administration of civil protection is provided by the Ministry of Interior and Administration (MoI).

Introduction of an emergency regime is a right and obligation of the Parliament.

The civil protection concept is comprehensive and relatively well balanced among the state, the municipalities (21 in numbers), business, and private citizens.

By way of comparison with best practices, the country’s civil protection framework does not require development of hazard-specific contingency plans.

Montenegro is engaged in the Southeastern European international co-operation for risk re­duction and disaster response.

On September 29, 2014, Montenegro and the European Union signed an agreement paving the way for Montenegro's membership in the [EU Civil Protection Mechanism](http://ec.europa.eu/echo/node/524) as the 32nd mem­ber of this community. According to the official statement, “Montenegro's membership in the EU Civil Protection Mechanism strengthens the Mechanism and enhances Montenegro's ca­pacities to respond to natural disasters. It will also help the country with further harmonisation with the EU norms and procedures required under the EU legislation. In addition, the country will benefit from the ever-improving and developing European [monitoring tools and early warn­ing systems](http://ec.europa.eu/echo/node/830) as well as satellite imagery and mapping services. It will be able to participate in the EU [trainings](http://ec.europa.eu/echo/node/1087) and [exchanges of experts programme](http://ec.europa.eu/echo/node/1087) and will be eligible for the EU co-fi­nanced disaster [prevention and preparedness](http://ec.europa.eu/echo/node/520) projects and civil protection [exercises](http://ec.europa.eu/echo/node/525).”[[1]](#footnote-1)

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## List of Abbreviations

|  |  |
| --- | --- |
| DES (SES) | Directorate for Emergency Situations (*formerly* Sector for Emergency Situations and Civil Protection) |
| DPPI | Disaster Preparedness and Prevention Initiative |
| DRR | Disaster risk reduction |
| EC | European Commission |
| EU  EMCT | European Union  Emergency Management Coordination Team |
| GIS | Geographical Information System |
| HFA | Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters |
| IHMS | Institute of Hydro-meteorology and seismology of Montenegro |
| MoD | Ministry of Defence |
| MoI | Ministry of Interior (In some documents: Ministry of Interior and Public Admin­istration) |
| MRC | Montenegro Red Cross |
| NGO | Non-governmental organisation |
| OG | Official Gazette of Republic of Montenegro |
| SEE | South-East Europe (Southeastern Europe) |
| SFRY | Socialist Federal Republic of Yugoslavia |
| SZCG | Seismology Institute of Montenegro |
| UNDP  UNHCR | United Nations Development Programme  Unite Nations High Commissioner on Refugees |

# Policy

A national policy of civil protection has not existed in Montenegro until independence.[[2]](#footnote-2) While the country has been in different state configurations,[[3]](#footnote-3) all responsibilities for disaster risk man­agement and civil protection had been assigned to various ministries, having neither a single political document nor legislation. After obtaining independence[[4]](#footnote-4) in 2006, the new Govern­ment has adopted National Strategy for Emergency Situations, aimed to establish a ground for building an adequate system of protection and rescue in an emergency, and for policy on risk reduction based on prevention, mitigation and preparedness measures.



Figure 66. Montenegro in the region of the Western Balkans

Table 1 presents conclusions from a SWOT analysis made by an international needs assess­ment study of Montenegro’s disaster risk reduction, protection and relief. (EU-UNDP, 2011).

Table 41 Strengths and weakness in Montenegro policy on disaster risk reduction, protection and relief.[[5]](#footnote-5)

|  |  |
| --- | --- |
| **Strengths and opportunities** | **Weaknesses** |
| Experience with disasters;  Documented damages;  Easy and good communications flow;  Relatively high level of autonomy of local governments in creating local develop­ment policies and measures;  Existence of institutions such as the Insti­tute of Hydro-meteorology and Seismol­ogy of Montenegro (IHMS);  Network of online stations that connect Seismology Institute of Montenegro (SZCG) with the neighbouring countries;  A single system for developing assess­ments and plans at all levels;  Good relationship with NGO’s and inter­national organisations;  Experienced and knowledgeable man­agement staff;  Excellent informal relations and commu­nication between the members of Direc­torate for Emergency Situations with colleagues in the region and international community. | Montenegro’s legal framework often lacks neces­sary disaster risk reduction (DRR) components. The country has no DRR National Action Plan and lacks the capacities to implement policies, strategies and mechanisms. To avoid overlaps and clarify responsibilities, standard operational procedures need to be developed for all stakeholders involved in disaster response;  The absence of specific allocation mechanism for DRR in the national and local budgets leads to insufficient funding for many DRR-related areas. For instance, this prevents the IHMS to operate a 24/7 analysing forecasting system;  There is no post-disaster data collection and no database of hazards. A country-level Geographical Information System (GIS) database should be cre­ated;  Risk assessments taking into account vulnerability and capacity considerations need to be strength­ened at local level;  Information management lacks established proto­cols and mechanisms. Little information has been exchanged; hydro-meteorological data, for in­stance, is not integrated into development plans, agriculture sectorial plans and the like. It is im­portant to define ways for better utilisation of the seismic and hydro-meteorological data produced;  The building codes are not properly enforced. Roles and responsibilities regarding the legalisa­tion and approval of constructions should be clari­fied;  Gender issues are currently not mainstreamed into the Montenegrin DRR planning. To tackle this problem, gender sensitive DRR training pro­grammes should be offered to planners in minis­tries;  Climate change adaptation mechanisms are hard to find in the country’s DRR approach and no cross-border partnerships for production and utili­sation of climate change related data exist. |

## Risk Assessment

The Strategy of National Security of Montenegro presumes that “Natural, ecological, technical and technological disasters, man-made accidents, and epidemics of human or contagious ani­mal diseases may generate challenges, risks and threats against national security.”[[6]](#footnote-6)

Risk identification, assessment and monitoring are mainly organised and implemented at the national level. However, a natural disasters risk assessment study for South East Europe con­cludes that, “…in many cases, the assessment team witnessed some confusion between hazard and risk identification. …The Law on Rescue and Protection defines the hazard identification methodology, but very little reflects on risk identification. There are no risk assessments con­ducted at municipal level or at the level of companies and organizations.”[[7]](#footnote-7)

Threat assessments are to be developed according to the Ministry of Interior and Public Ad­ministration’s “Rulebook on the Methodology for the Development of Threat Assessment Studies of Natural, Technical-technological and Other Disasters.”[[8]](#footnote-8) According to the Rulebook, the risk assessments should describe characteristics of threatened territory, assess the poten­tial impact of different hazards (and thus vulnerability of the area to disasters), explain the human and material capacity to respond to the hazard and identify where material and tech­nical resources, knowledge, organisational structures should be improved.

The Directorate for Emergency Situations (DES), using the Rulebook, drafts the National Plan for the Protection of Extreme Meteorological Occurrences. Along with the DES subordinated units, several ministries provide information and qualitative analysis of threats to DES. The Montenegro Red Cross (MRC) also has conducted vulnerability and capacity assessments in ten pilot communities.

Natural hazards

The National Security Strategy considers as the most significant natural hazards “earthquakes, fires and other natural and technical-technological catastrophes.”[[9]](#footnote-9) The Rulebook on the Method­ology for the Development of Threat Assessment Studies of Natural, Technical-tech­nological and Other Disasters considers as natural disasters earthquakes, fires, floods, snow drifts, avalanches, landslides and subsidence, droughts, storms, hails, frosts, and all other nat­ural phenomena that can endanger the health and lives of a large number of people and cause great material damage.”[[10]](#footnote-10)

The most dangerous natural disasters in Montenegro for the period 1900- 2014 are presented in the Table below:

Table 42 The most dangerous natural disasters in Montenegro 1900-2014.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Disaster** | **Date** | **Number of total affected people** | **Number of deaths** | **Financial lost** |
| Earthquake | April 1979 | 100 400 | 136 | US$ 4 billion |
| Flood | 3/12/2010 | 5000 |  | EUR 44 million |
| Extreme low tempera­ture with heavy snow­fall | Jan.-Feb. 2012 | 4500 |  |  |
| Flood | 12/11/2010 | 1350 |  |  |
| Flood | 26/11/2007 | 1086 |  |  |
| Flood | 25/12/2009 | 450 |  |  |

*Earthquakes*

A thorough analysis on seismic risk was conducted in 1984 by the National Seismologic Insti­tute of Montenegro in cooperation with the Institute for Geological Research of Montenegro and the Institute for Earthquake Engineering and the Engineering Seismology Institute of Skopje (now in FYROMacedonia), largely through research into the effects of the devastating earthquake of April 1979.[[11]](#footnote-11) This study serves as the foundation for current vulnerability assess­ment of building stocks. The mentioned institutions constructed a first seismic zoning map of Montenegro and the whole region in 1982. From 1984 to 1988, the Institute for Geological Research of Montenegro realised seismic micro-zoning and maps showing the degree of suita­bility for constructions for urban areas within all municipalities in Montenegro.[[12]](#footnote-12)

From 1987 on, the seismologic institute of the former Yugoslavia has prepared a series of seismologic maps, which facilitated the establishment of building codes in seismic areas and the Regulations on Technical Norms for Building Construction in Seismic Areas[[13]](#footnote-13) still in force in Montenegro. An isolated map for the seismogenic zone of Berane was also created. The last hazard map of 2005 is currently being updated, and as part of the NATO’ Science for Peace Project it will be harmonised with the seismic hazard maps of other western Balkans countries. However, these are the only studies carried out in the field of hazard characterisation for Mon­tenegro.

The DES considers as a critical priority to enlarge seismic risk assessments to cover the whole national territory, especially for the most populated municipalities located in high-risk zones such as Budva, Herceg Novi, Bar, Ulcinj and Podgorica.

One of the biggest challenges is a large number of informal settlements; these complicate the development of risk analyses because it is difficult to ensure that the data corresponds with reality. (EU-UNDP, 2011) The entire area of Montenegro, and especially its coastal and central part (Zeta-Skadar depression and the Berane basin) is a seismically active area, exposed to low- and medium-intensity earthquakes, and occasionally to devastating earthquakes of large magnitude.

Modern research has confirmed the lasting existence of a high level of seismic activity and earthquake hazard in this part of the lithosphere, practically the entire region of Montenegro. The coastal area, the Zeta-Skadar depression and the Berane basin should be highlighted as significant seismically active areas of the country.

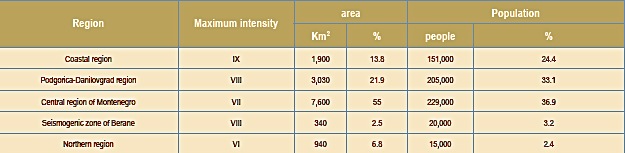
The earthquake of 15 April 1979 at the coast and wider area of Skadar Lake had a devastating effect. 101 people were killed in Montenegro and 35 more in Albania (in Shkodër and Lezhë counties), while the injured reached 1172 and 382, respectively. After the earthquake, 100,000 people were left homeless (of which 20% were in Albania).[[14]](#footnote-14)

Damage surveys of circa 58,000 buildings in the affected areas of Montenegro (6 coastal and 6 inland municipalities) showed that worst affected was Ulcinj municipality with 47% of its building stock classified as collapsed or destroyed, followed by the municipality of Bar (37%). Severely affected were also the municipalities of Budvar, Kotor and Cetinje (all three lost circa 22% of their building stock). In total almost 15,000 buildings were destroyed (16% of which in Albania) and another 25,000 were damaged (49% of which in Albania and 4% in Croatia). Dam­age to historic buildings and other heritage sites of Montenegro was particularly serious, with over 1600 cultural monuments being affected as well 33,000 of works of art and valuable col­lections. The old towns of Ulcinj, Bar, Budva, Kotor, and Herceg-Novi were so badly damaged that their entire artistic contents had to be rescued and stored elsewhere while the old towns of Budva, Ulcinj and most of Kotor were entirely evacuated as they were in a highly dangerous condition.

The cost of the earthquake according to the Yugoslav government’s final estimate was 4 billion USD including 275 million USD indirect losses (7.5% of Yugoslavia’s GDP in 1979).

The National Strategy of Emergency Situations (2006) evaluates the seismic risk throughout the country in the following way:

Table 43. Seismic risk, area and potentially affected population in Montenegro[[15]](#footnote-15)



More recently, the seismic activities are concentrated along the seacoast and the Southeastern part of the country. According to the IHMS, last three years the strongest earthquake has been on November 3 2012, with 3.0 Richter magnitudes in the area of Radanovića.

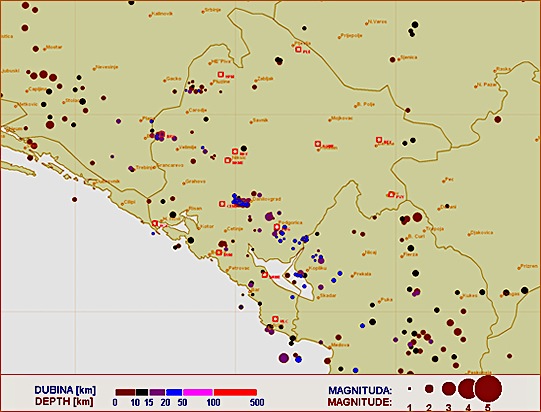


Figure 67. Seismic activities in Montenegro in 2012.[[16]](#footnote-16)

*Heavy rains that cause floods and erosion, including river flooding*

Floods are the most frequent natural hazard (there have been six destructive floods in the last 20 years). Pazickopolje and the Lim River valley are most prone to flooding. The biggest floods have been recorded in the upper flow of the Tara and the Lim rivers in 1963, 1979, 1999 and 2000.

The best and most fertile land in Montenegro is regularly flooded. The Pazicko polje is vulner­able to flooding, and flood events were reported there in 1980 and 2001. The valley of River Lim at the estuary of the River Moraca and the Zeta plain are also susceptible to flood. Flood­ing occurs irregularly in other areas due to the karstic structure.

With average flowing off, which is 40 litres/s/km2, and in cubic capacity it is about 19,5 km3/year, Montenegro is a part of 4% of the world territory with the biggest average flowing off. Water is the country’s biggest natural resources as 95,3% of watercourses are formed within the country (both source and drainage basin). (UNDP, 2011)

The December 2010 floods had unprecedented water levels, the extent of flooded areas and damage occurred in 12 out of 21 municipalities in Montenegro. Transport routes, electricity supply and communication lines between the northern region and the rest of the country were obstructed for some time and 1.5% of the population had to be evacuated. The “Post-Disaster Needs Assessment following the November – December 2010 Flood Disaster” in Montenegro, estimated the total damages and losses at approximately EUR 44 million, or 1.49% of the 2009 GDP. (ECIS, 2012)

*Extreme heat and droughts*

According to the available data, i.e. in a series of measurements since 1949, and at some sta­tions and since 1958 until the present day, it is evident that since 1998 extreme heat has started appearing more often, and especially during August. In the Northeastern regions of Montenegro (confluence of the Tara and the Lim), maximum annual precipitation in mm/day has been on the rise since the 80’s. However, there is no systematic increase and it has been strictly localised. Strong droughts and increased summer temperatures were recorded in the periods 1981–1990 and 2000–2011.

*Cold weather*

In January 2012, the country faced a cold freeze, with heavy snowfall blocking access to lifeline services and communications for many communities in the mountainous areas. The Govern­ment had to declare a state of emergency and national and international resources had to be mobilised to provide humanitarian relief to the stranded areas.

Technical and technological disasters

The Rulebook on the Methodology for the Development of Threat Assessment Studies of Natu­ral, Technical-technological and Other Disasters considers as “technical and technological dis­asters: great fires, demolitions or impounding reservoir overflows, expansions and explosions of gases and hazardous substances, radioactive and other types of pollution of air, water, land and foodstuff of herbal and animal origin, great disasters in road, rail and air traffic, nu­clear/radiological, chemical and biological disasters, mining disasters, ground settlements due to minerals exploitation, and other similar phenomena that can endanger the health and life of a large number of people and cause great material damage.”[[17]](#footnote-17)

Major technogenic hazards include oil storages along the seacoast, mines in the mountains, steel factories and several small chemical plants, transport and railroad infrastructure (includ­ing bridges and tunnels) and the electric grid.

In terms of its preparation for EU membership, “Montenegro has indicated that the so-called Seveso II Directive, i.e. Directive 96/82/EC on the control of the major-accident hazards in­volving dangerous substances as amended by Directive 2003/105/EC, is at a very early stage of transposition. Full alignment to the Seveso II Directive is planned for 2015 by the adoption of a new Law on Environment in 2014, and a number of secondary legislative acts in 2015. The practical implementation of the Seveso II Directive has yet not started” (as of 2013).[[18]](#footnote-18) The Euro­pean Commission 2015 report on Montenegro progress concludes, “Preparations in this area are still at an early stage.”[[19]](#footnote-19)

Biological disasters

The Rulebook on the Methodology for the Development of Threat Assessment Studies of Natu­ral, Technical-technological and Other Disasters considers as “biological disasters: epidemics, epizootics and infectious diseases of people, plants and animals.”[[20]](#footnote-20)

## Policy and Governance

Montenegro has completed important initial steps towards building and upgrading its emer­gency management system. The National Security Strategy (2006) is the overall conceptual document, the Law on Protection and Rescue (2007) is the basic legal act for crisis manage­ment and disaster response and the National Strategy for Emergency Situations (2013) is the statement on the civil protection policy. Twelve national plans on protection from fires, floods, extreme weather, earthquakes, accidents, etc., organises the operational work on risk preven­tion and civil protection. These documents define the responsibilities, rights and obligation of citizens, legal entities, local self-governments, and state administration and establish a set of competent national and local authorities regarded crisis management and disaster response. The Ministry of Interior (MoI) is mandated for risk management, preparedness and response since 2004. The Directorate for Emergency Situations (DES), subordinate to the MoI, has been established in 2004 and a number of subordinated local units are operational.

The accession of Montenegro to the [EU Civil Protection Mechanism](http://ec.europa.eu/echo/node/524) (the agreement has been signed in 2014) will bring the country more in line with the EU civil protection *acquis* and disas­ter management policies. The Spatial Plan of Montenegro (2006) and National Strategy of Sus­tainable Development (2007) are other instruments for risk mitigation management.[[21]](#footnote-21)

Currently, civil protection is an evolving function under gradual transition from a civil defence and local based protection and rescue, towards a disaster risk reduction, prevention and man­agement. However, Montenegro has acknowledged that the organisation for crisis manage­ment and disaster response is facing a lack of financial resources and insufficient administra­tive capacity.

### Strategy scope and focus

The overwhelming national security document – the National Security Strategy of Montene­gro, determines that the country should be ready to respond to variety of threats against na­tional and international security by undertaking three missions:

* “*Prevention and management of vital threats*. All instruments of security policy contrib­ute to the prevention and management of vital threats. That means in particu­lar: helping to relieve natural and man-made disasters in Montenegro and abroad; protecting people, critical national infrastructure and vital facilities; and combating or­ganized crime and terrorism.”[[22]](#footnote-22)
* *“Crisis management for the purpose of promoting peace*. Montenegro benefits directly from a stable strategic development and therefore it has every reason to contribute to crisis management and promotion of peace.”[[23]](#footnote-23)
* *“Defence*. Montenegro maintains its capability to protect and defend its sovereignty, bor­ders, territory, air and sea space, and its population against the threat and use of force of strategic magnitude.”[[24]](#footnote-24)

The Strategy of National Security rules out that, “helping to relieve natural and man-made disasters in Montenegro and abroad; protecting people, critical national infrastructure and vital facilities” in emergency situations caused by natural disasters, ecological, technical-tech­nological (manmade), chemical, biological, nuclear and radiological disasters, epiDESics, as well as consequences of terrorism and other hazards is between the core national security mis­sions. The scope of disaster management strategy and policy of Montenegro include natural and man-made disasters at national, local, business and private levels. As the capacities of municipalities are relatively limited, the focal point of all preparations is at the Government and the governmental agencies.

At the documental level (National Security Strategy, National Strategy for Emergency Situa­tions and Law on Protection and Rescue), Montenegro applies an integrated approach to dis­aster management that includes preventive and operational plans and operations.

In 2014, Montenegro launched a National Platform for Disaster Risk Reduction, which is seen as a key step towards implementing the Hyogo Framework for Action. According to UNISDIR, “The National Platform will allow for a coordinated approach in building resilience to disasters and focus on multi-hazard risk assessments and the development of a disaster risk manage­ment strategy. It will address ongoing vulnerabilities faced by the country, such as earth­quakes, floods and forest fires.”[[25]](#footnote-25)

### Monitoring and analytical support to policy making; R&D

Disaster data is poorly integrated in Montenegro. Because of relatively short history as an in­dependent sovereign state, much data are still merged with data from Serbia and former Yu­goslavia. Institutionally, a DES division – Department for Risk Assessment, is responsible for the repository and management of the national database on risks.

The National Strategy for Emergency Situations determines the following set of monitoring and evaluation requirements:

* “Creation of new and improvement of existing technical capacity for reliable continu­ous monitoring of all natural phenomena and technological processes, as well as bio­logical hazards, which can result in disasters such as seismological, hydrological and meteorological phenomena, as well as radiological, environmental and health condi­tions and parameters;
* Equip existing laboratories and establishment of new laboratories necessary for an effi­cient detection technology and radiological accidents, in order to effectively pre­vent and reduce accidents,
* Develop modern integrated information systems (GIS) for automated monitoring of all important processes as the basis for system management in emergency situations;
* Periodically re-evaluate all types of important hazards in Montenegro, in order to pro­vide valid data for reliable preventive action and emergency management;
* Provision of the institutions engaged in monitoring natural phenomena and techno­logi­cal accidents with relevant equipment and training.”[[26]](#footnote-26)

The Rulebook on the Methodology for the Development of Threat Assessment Studies of Natu­ral, Technical-technological and Other Disasters stipulates that threat assessments should con­stantly stay up-to-date. Therefore, hazards are subject to compulsory analysis at least once a year.[[27]](#footnote-27) To enable the harmonisation of contents between different levels, the Ministry of Inte­rior submits their reports to municipalities, and municipalities – to concrete business entities. The assessments are stored in printed and electronic versions by the Ministry of Interior, self-governing administrations and legal subjects.[[28]](#footnote-28)

However, it seems that the Rulebook’s methodology is not widely acknowledged or practiced, particularly at municipal level, notably because of limited capacities. According to an interna­tional study (EU-UNDP, 2011), the Montenegro Red Cross, for example, does not use the ex­isting risk identification methodology either, and receives risk information only in emergency cases rather than on a regular basis.

The hydrological, meteorological, oceanographic, air and water quality data, collected by the Institute of Hydro-meteorology and Seismology of Montenegro through its networks, is stored in the digital Oracle database.[[29]](#footnote-29) The IHMS maintains two types of databases – meteorological and environmental. There is a linkage established by the IHMS with those systems and sensors that measure various radiological, weather, seismologic, air and water quality parameters. The IHMS does not collect or keep any separate hazards statistics, but statistics for high wind, heavy precipitation and extreme temperatures can be produced for each synoptic observation station.

Local community units collect data on the impact of hazards on the population: police units report on the impact of landslides and rockslides on transport.

An international study (EU-UNDP, 2011) concludes that, “[d]ata is scattered amongst various players and no formal mechanism has been developed to store or access it. There is no central depository of hazard-related data, no data storage bank to facilitate data collection and dis­semination. Although DRR-related data can be accessed informally on DESand, many stake­holders are unaware of its mere existence because of its unsystematic collection and updating. Beyond hazard-related data, vulnerability and capacity maps are not existent. Information sharing needs to be improved and systematised.”[[30]](#footnote-30)

A UNDP Disaster Risk Reduction Capacity Assessment Report For Montenegro (UNDP, 2011) concludes, “The Ministry of Environment conducts risk monitoring but issues limited early warning messages. The ministry has developed predictive hydrological models and is consid­ering the development of similar models for other risks. Existing risks are reflected in the min­istry’s development plans through policy documents – however, it is not clear how this infor­mation is used in the development of programmes of other governmental institutions. In case of forest fires, there is no monitoring and prevention mechanism in place, even in protected areas.”[[31]](#footnote-31)

Seismological Observatory in Montenegro is responsible for the monitoring of seismic hazards – probably the best-monitored hazard in the country. Other hazards are monitored to a lesser extend or not at all.

The Institute of Hydro-meteorology and Seismology of Montenegro (IHMS), by using its net­work of monitoring stations (10 automatic stations, 20 climatological stations, 60 precipitation stations and 51 hydrological stations, out of which 23 are automatic) provides data on a regu­lar basis to the DES and other government organisations. According to an UNDP study (UNDP, 2011), the institute does not have a specific methodology for risk identification when moni­toring floods, droughts and fires. The IHMS has counted on the support of the World Meteor­ological Organisation (WMO) for risk assessment and monitoring. The study also concludes that, “…lack of funding and human capacity is a concern for the smooth functioning of the institute.”[[32]](#footnote-32)

Montenegro has joined the ARGOS consortium[[33]](#footnote-33) to enable better identification and monitor­ing of chemical, biological, radiological and nuclear threats.

### Policy for Prevention

Prevention has been considered and addressed by the Montenegrin authorities only since 2010. Montenegro is slowly getting aware of the possibilities existing regarding this issue, for instance through earthquake-resistant design, spatial-city planning and preparation against earthquakes to alleviate seismic risk.

The National Strategy for Emergency Situations prescribes the following set of prevention pri­orities:

* “To build facilities and installations in accordance with the local risk of emergencies and with respect to technical norms;
* To certify the microbiological laboratories and establish a permanent supervision of their work;
* To intensively implement monitoring of transportation of dangerous goods;
* To strengthen the regimes of arms, military equipment and dual-use goods control;
* To develop appropriate plans for protection against all hazards; the plans shall be con­crete and focus on prevention the occurrence of harmful effects from emergencies as well as on rehabilitation in case they happened;
* To conduct of a periodical (at least once a year) review of the readiness of the responsi­ble personnel and mobile teams for all types of assumed disaster;
* To establish reserves of necessary materials for all anticipated disasters;
* To establish preventive measures to protect sources and supply installations of drink­ing water to the large urban areas;
* To develop national contingency plans in case of emergencies;
* To coordinate interventions in cases of accidents between institutions and with the lo­cal authorities.”[[34]](#footnote-34)

At the community level, municipalities have the responsibility to build their own capacities. Thus, their development processes are mostly ad hoc and depend on their respective budg­ets.[[35]](#footnote-35) In flood-prone areas like Berane, Ulcinj or Rozalje, local municipalities are building em­bankments as preventive measures, but processes like these vary according to municipalities.

Risk mitigation measures are integrated to a good extent into the spatial development plan, even though vulnerability due to different hazards has not been worked out.[[36]](#footnote-36) The Vienna Decla­ration (2004) has recognised the construction of illegal settlements in the countries of South Eastern Europe as an evident problem.[[37]](#footnote-37) As a signatory state, Montenegro is now commit­ted to undertake measures necessary for defining causes of illegal construction and initiating and implementing reforms in the field of sustainable urban development and housing policy through appropriate inspection and supervision. Illegal construction in some local self-governments has been significantly reduced, e.g. in the capital Podgorica. However, lack of professional personnel for execution of the works related to inspection supervision[[38]](#footnote-38) and disre­spect of regulations by legal entities and natural persons hamper the state’s efforts to suppress illegal construction and to improve existing legislation in the area of spatial plan­ning.[[39]](#footnote-39) As one of the measures to reduce seismic risk, the municipalities have to define proce­dures for seismic risk to be assessed and considered when elaborating local planning docu­ments and urban development.

Environmental assessments, taking into account seismic risk and climate change, are compul­sory for the construction of critical infrastructures such as bridges, schools and hospitals. How­ever, whether the responsibility of approving construction lies at the municipal or central level is not always clear. (EU-UNDP, 2011)

### Policy for Preparedness

The National Strategy for Emergency Situations (2005) provides a basis to respond quickly to technological and natural disasters. The policy for preparedness envisages a whole-of-govern­ment approach to emergency assistance and rescue through engagement of experienced rep­resentatives from all institutions, which by their function are involved in the process of moni­toring, reporting, prevention, rescue and relief, into the national coordinating body of Monte­negro. Along this, experts and trained workers in all the relevant institutions for disaster man­agement, as well as trained volunteers, must have a certain schedule to organise their activi­ties and ensure their efficient activating and engaging in disaster response operations.[[40]](#footnote-40)

The Rulebook on Methodology for the Development of Protection and Rescue Plans[[41]](#footnote-41) delivers a more systematic guidance on the policy for preparedness. The Rulebook establishes how contingency plans for a) prevention, b) crisis management and c) early recovery should be developed at the national level, a local level and within specific business entities. To compre­hensively address the three disaster management phases, the following aspects should be reflected by the policy and planning for preparedness: spatial planning, regulation of river flows, protection from fire, building of local early warning systems, preparation of water sani­tation and potable water sources, and implementation of a variety health measures.

Plans should also define which body is accountable for taking decisions, transmitting infor­mation to the 112 Centre, executing and managing mobilisation, making reports, and where funding and personal and material resources are to be found.

It requires also a layered map to be created at the national level (1:200 000), identifying pop­ulation density, threatened zones, and border crossings where international aid and rescuers could potentially arrive. At the local level, 1: 25 000 maps should help locate temporary set­tlement areas, access roads for intervention, evacuation routes, zones where to place refu­gees, medical facilities. The similar map should be created for companies (places for the ad­ministration of first aid, shelters).

### Policy for Response

The Law on Protection and Rescue (Art. 11) regulates the policy for response in the following way:

*Activities and practices that are mandatory conducted in the time of risk, are espe­cially:*

*1) Activation of protection and rescue units;*

*2) Implementation of evacuation and care and support for the population and ma­terial goods;*

*3) Preventing the spread of risk and risk consequences and*

*4) Coordinating the activities of participants in protection and rescue.[[42]](#footnote-42)*

At the national level, the Emergency Operations Centre situated within the Emergency Man­agement Coordination Team (EMCT) operates the standby troops. At the local level, Municipal Teams for the Management of Emergency Situations include members of the Montenegro Red Cross (MRC), who are volunteers, and a representative of the DES (professional rescuers), and are lead by the mayors.[[43]](#footnote-43)

Protection and rescue operations are conducted by civil protection units of the government, fire fighting units, local government units, specialised protection units, business organisations, airborne (helicopter) and terrestrial fire units, trained volunteers, and employees of Ministry of Interior, which have passed the state licence exam for working on protection and rescue affairs. More than 4000 people, not including the Army and Police units, can be counted on to respond to any emergency.[[44]](#footnote-44) From the 10,000 Red Cross volunteers, 1,000 are operational on a daily basis.

The DES can additionally activate its local branches, local MRC units, as well as the local Police Units and its operational helicopter unit. When needed, the MoD can deploy steady Civil Pro­tection Units to empower the resources and capacities of the DES and municipalities.

The quality of protection services greatly depends on the municipalities’ financial capacity. A UNDP study cites the response of the municipality of Berane to the 2010 flash floods: 700 per­sons could be accommodated in sport halls and provided „with food, mattresses, blankets, cooking sets, hygiene items, potable water, baby formula and diapers”. However, according to the report, this has been greatly due to external funding provided by the UNHCR, Caritas Lux­emburg and UNDP (the MRC also provided some donations), and the funds were not sufficient to cover urgent repair of houses.[[45]](#footnote-45)

### Policy for Relief and Recovery

The terms “relief” and “recovery” have not been used in the relevant legislation and documen­tation of Montenegro. However, the Law on Protection and Rescue (Art. 12) prescribes the policy of “elimination of risk consequences” in the following format:

*The activities and practices that mandatory conducted for the elimination of risk consequences are, especially:*

*1) Assessment of the damage and consequences;*

*2) Remediation of risk affected areas;*

*3) Ensuring and providing necessary assistance to vulnerable and affected popula­tion;*

*4) Implementation of health and hygienic and epiDESiological measures;*

*5) Implementation of appropriate protection of animals and plants and animal and plant products and*

*6) Organising supply with resources for assistance and provision of utility services for a fast normalisation of life.*[[46]](#footnote-46)

There is no available information on the mechanism of post-disaster assessment and delivery of compensations at the national level. It seems that the Government decides on case-by-case basis all consequence management issues.

According to the Law on Protection and Rescue (Art. 41), “The municipality shall, in exercising rights and obligations in the protection and rescue field: … decide on the amount of budgetary funds for damages caused by risk.” Based on this regulation, the local committees conduct damage assessments at the municipality level. A special budget for disaster response is allo­cated to municipalities and managed by the mayors. However, citizens are not compensated in full. The municipality authorities decide the amount to be compensated, but usually it does not go beyond 50 per cent of the total cost of the damage (regarding construction, this prac­tice covers both legal and illegal construction). As a result, richer municipalities may apply higher standards for damage and loss compensation. In case the available budget in the mu­nicipality is not sufficient to compensate the citizens, the central level provides a mechanism to access funds for this purpose. According to Art. 76 of the Law on Protection and Rescue, “Cost of ac­commodation of evacuated population shall be provided in the budget of Montenegro.”

EU-UN sponsored study concludes that early recovery issues in Montenegro “… are only ad­dressed as much as the budget allows it, which is very superficially, and not specifically incor­porated into any strategies, legal acts, plans or institutional arrangements. Financial means are by far not sufficient to effectively allow communities to quickly recover in times of emergen­cies.” (EU-UNDP, 2011)

## Financing

According to the Law on Protection and Rescue, there are the following sources of disaster management funding:

*Protection and rescue shall be funded from:*

* *The budget of Montenegro;*
* *Municipal budget;*
* *Voluntary contributions;*
* *International assistance;*
* *Funds of business organisations, other legal persons and entrepreneurs;*
* *Other sources.*[[47]](#footnote-47)

According to the Government report (MoI, 2014), the Budget of the Ministry of Interior for 2013, for the purposes of the Directorate of Emergency Situations is at the amount of 2,552,337 euros. The structure of the funds spent by positions is:

* “Gross wages and employer contributions -1,474,081 euros;
* Other personal payments - 280,567 euros;
* Expenses for materials – 117,045 euros;
* Expenses for services – 29,473 euros;
* Expenses for maintenance - 376,623.83 euros;
* Annuity – 90,000 euros;
* For other tasks – 184,545 euros.”[[48]](#footnote-48)

The structure of the budget clearly illustrates that funding is limited to salaries mostly. For further development of the most important components of the protection and rescue system such as education and training of the operational units, the purchase of new equipment and machines, etc., no sufficient funds are committed.

### Investing in preparedness

Neither that Law on Protection and Rescue, nor any other document prescribes how the budget should be dedicated to risk reduction and crisis response. However, despite that the DES has been working on DRR since 2010, at central level there is no budget to develop disas­ter risk reduction activities, as the existing budget is allocated to covering salaries. Further­more, within other ministries, annual planning needs do not include specific programs ori­ented towards risk reduction so budgets cannot be allocated for them.

At the municipal level, spending on developing or implementing DRR measures is on *ad hoc* basis.

The IHMS is severely under-financed for essential parts, concerning DRR, and it does not have resources to operate a 24/7 analysing and forecasting system.

According to the World Meteorological Organisation study (WMO, 2011), it can be expected that, if ministries prepare adequate DRR programmes or projects, there could be possibility of funding from EC funds. UNDP has also channelled activities through the Bureau of Crisis Pre­vention and Recovery, which could be directed at capacity development and improving risk assessment practices.

### Investing in consequence management

Montenegro does not regulate the maximum amount of emergency assistance aid per person or legal entity in the case of large disasters. However, the emergency assistance typically co­vers only a small fraction of the total damages, as the overall amount of aid is mainly limited to government budget reserves for emergencies. The relief aid, provided by the Government of Montenegro, is up to 10 per cent of physical damages (e.g. in Slovenia, the compensation is 40-60 per cent).

Municipalities in Montenegro dedicate to disaster management between one and three per cent of their budgets. Mayors manage this funds according recommendations from established committees. Presumption is that, if the disaster is significant and damages are above the local budgets capacity, than the Government shall provide additional funding for reconstruction and compensation of people.

Concerned the specific requirements for pricing, reserving or reporting disaster risks under­written by local insurers, Montenegro companies are allowed to form equalisation or other reserves, but only after a formal approval by the Insurance Regulator.

In terms of personal and family insurance culture, most of the population do not have (or are not aware of the need for) insurance against natural disasters – it barely exists in Montenegro. It is the responsibility of the citizens to activate the insurance, but since it is not mandatory by law, the population and companies don’t see the need for it. In practice, citizens expect the State to somehow compensate them. Furthermore, it is not clear if the insurance system in the country is capable of issuing insurance products covering natural disasters, as there is no proper risk assessment that could be used by the insurance companies for costing their prod­ucts.

## Policy review, Evaluation &Organisational Learning

### Post-Disaster Assessment

The Law on Protection and Rescue requires the Government to “…submit a report to the Par­liament of Montenegro and the President of Montenegro on the type, cause and scope of the resulting state of emergency, the measures and activities taken to protect and rescue and es­timates regarding the possible future developments.” (Art. 36)

However, the policy on civil protection, obviously, is a part of the Ministry of Interior’s internal planning, implementation and accountability process. There are not any publicly available plans or annual reports neither from the Ministry of Interior nor the Directorate for Emergency Situations.

A collection of data and assessment has not been established yet in a formal manner that makes post-disaster policy review unavailable.

Recently, the post-disaster recovery is not introduced into disaster preparedness planning.

UNDP-Montenegro has organised ‘Post-Disaster Needs Assessment following the November – December 2010 Flood Disaster in Montenegro’ observing damages to households and liveli­hoods in Berane.

### Departmental Lessons Learned systems

No data was found on departmental lessons learned systems.

### Centralised (national) Lessons Learned system

The Department for Risk Assessment within the DES is responsible for managing a national risk database,[[49]](#footnote-49) but no formal mechanism for the collection, storage and accession of information exists at national level. There is little retrospective country-specific disaster data available and data collection is generally undergone ad hoc at different levels, mostly by local committees, and by organisations pertaining to hazards, which impacted them. There is an extensive belief expressed by the stakeholders that a standardised methodology for impact assessment is needed.

The DES has an inventory of information about some past floods (local commissions made damage assessment reports in the aftermath of the 2009/2010 floods, some information is available concerning the 2000 droughts), but the data is neither organised nor harmonised. The same holds true for data from the Ministry of Agriculture, which prepares surveys on damages caused by floods at municipal level when farmers claim for indemnities. The only comprehensive post-disaster assessment was developed for building stocks after the 1979 earthquakes in order to serve as a basis for a study assessing the vulnerability to seismic haz­ards. (EU-UNDP, 2011) However, it is difficult this achievement to be qualified as a lessons learning system.

### International exchange for Lessons Learned

Obviously, the authorities in Montenegro are aware with the fact that the country has not sufficient resources and capabilities to protect, rescue and relief in a case of major natural or technological disasters. The National Strategy for Emergency Situations reflects this under­standing, requiring to establish communication with relevant international institutions, which in the case of a major disaster could render appropriate assistance, such as the International Red Cross, WHO, FAO, UNEP, UNCOPS, UNIDO, IAEA, and others. The Strategy stipulates the importance of regional crisis management cooperation in SEE in order to gain new experiences and improving response capabilities.

### Regular policy reviews

The Law on Protection and Rescue requires the Government to “… submit an annual activity report to the competent working body of the Parliament of Montenegro.” (Art. 36)

## Resilience

The Montenegrin authorities do not implement the concept of resilience. There are neither legal, nor policy regulations on the use of sustainability standards by public institution or pri­vate business in disaster management and civil protection context.

## Information sharing and data protection

Information collection and sharing are seen as one of the most poorly defined elements in the Montenegro protection and rescue system. The UNDP conclusion (UNDP, 2011) that “… it is still to be decided who has the responsibility to treat data and process information and to make risk assessments”[[50]](#footnote-50) is also shared by other observers. The EU sponsored study empha­sises that,

… *[t]here is currently no evidence of DRR information management methodology. Data is scattered amongst various players and no formal mechanism has been de­veloped to store or access it. There is no central depository of hazard-related data, no data storage bank to facilitate data collection and dissemination. Although DRR-related data can be accessed informally on DESand, many stakeholders are unaware of its mere existence because of its unsystematic collection and updating. Beyond hazard-related data, vulnerability and capacity maps are not existent. Information sharing needs to be improved and systematized.*[[51]](#footnote-51)

# Legislation

Following the dissolution of the Socialist Federal Republic of Yugoslavia (SFRY) in 1992, Monte­negro federated with Serbia, first within the Federal Republic of Yugoslavia and subsequently, after 2003, in a union of Serbia and Montenegro. Since 2003, and following the declaration of its independence on 3 June 2006, the Parliament of Montenegro approved a number of laws and regulations with the aim of modernising the old jurisdiction of the SFRY, as well as intro­ducing new state’ competences. In result, the disaster management and civil protection legis­lation in force is still based on a large number of laws, regulations and decrees approved and implemented by the former Parliament of SFRY. However, protection and rescue are a critical issue for the country, since historically Montenegro has suffered the dramatic effects of natu­ral and technological disasters that have caused huge damage and suffering.

## Crisis (emergency, disaster) management concept

The National Strategy for Emergency Situations is one of the strategic documents concerning national security with. Its goal is to secure that the state has established and maintains a rele­vant to the country’s natural and technological hazards and threats. The strategy has origi­nated from the increased awareness of the needs of the citizens of Montenegro for a compre­hensive and efficient treatment of all forms of emergency in the country.

The strategy determines the policy of prevention, mitigation and preparedness at national, local, business and individual levels. The document has a serious volume (pages 165) as it anal­yses all hazards, risks and expected consequences, frames the civil protection system and ex­plains the integrated procedures for protection and rescue. A National Action Plan is devel­oped to implement the strategy.

The National Strategy for Emergency Situations can be summarised in the following priority commitments:

* Normative regulation of salvage and preventive action in order to protect against natu­ral disasters, technical and technological accidents and biological hazards;
* Establishment of national system of disaster management through the Directorate for Emergency Situations and Civil Security as an organisational unit of the Ministry of In­ternal Affairs of Montenegro, which will functionally integrate all relevant institutions involved in the process of monitoring of natural and technological hazards, protection and rescue;
* Initiate social processes to long-term development of scientific research in the field of phenomenology of natural disasters and their impact on society;
* Strengthen the overall preparedness of the community and awareness of the im­portance and need for organised and effective social action in the prevention and treatment of adverse effects and emergencies at regional and local level;
* Improve the system of continuous monitoring of all significant natural, technological and biological hazards, in order to provide reliable and efficient detection and notifica­tion;
* Provide relevant and sufficient equipment and training of specialised institutions and in­dividuals for protection and rescue in emergency;
* Take all necessary measures to prevent the occurrence and reduce harmful effects of dis­asters;
* Create a formal basis and establish international cooperation with other organisations for protection and rescue in the region in order to create conditions for regional res­cue and relief in cases of large-scale emergencies. [[52]](#footnote-52)

## General crisis (emergency, disaster) management law

Specific laws relevant to civil protection have been approved as follows:

* The Law on Protection and Rescue (2007);
* The Law on Hydro-meteorological Services (2010);
* The Law on Hydrographic Services (2010).
* Act on Flammable Liquids and Gases (2010);
* Law on Transport of Dangerous Goods (2014);
* The Law on Explosive Substances (2008).

Among other laws with references to disaster management and civil protection (usually indi­rect) are the following:

* The Environment Law (1996);
* The Law on Waters of the Republic of Montenegro (2007);
* The Law on Protection of Air against Pollution (1980).

The Law on Protection and Rescue provides the legal background for response to all disasters caused by natural and man-made hazards. In order to protect effectively the population and the material heritage against possible disasters and preventing the spreading of risk, the Law prescribes to conduct activities related to collection and processing of data on potential risks, establish information and early warning systems.

The Law mandates that these preventive activities include assessment of vulnerabilities[[53]](#footnote-53) as well as the development of plans for protection and rescue, spatial development and building buildings, the establishment of a protection and rescue system and provision of material re­sources, personnel and other resources necessary to carry out the planned activities. The Law enables the overall adequate functioning and gives to municipalities’ competencies to act in cases of disasters.

The Law stipulates that the Directorate for Emergency Situations coordinates the development of National Plans of Protection and Rescue. The National Plan for Protection of Extreme Mete­orological Occurrences and the National Plan for Flood Protection derivate from the National Plan.

## Emergency rule

The Law on Protection and Rescue introduces the emergency rule as “state of emergency.” It is stipulated, that the Parliament of Montenegro, based on Government proposal, shall proclaim state of emergency. Such a proposal should be made at the occurrence of a hazardous event, or after it occurred, if the hazard could not have been foreseen. The emergency rule might be proclaimed for the territory of Montenegro if there is an imminent hazard that would affect or has already affected at least two municipalities.

State of emergency shall be introduced for a municipality if there is an imminent hazard that would affect or has already affected part or the entire municipality. In a case of introduction of an emergency rule, the key role is of the Ministry of Interior. It is responsible to:

* Deliver the official communications about the hazard;
* Inform about the introduction of state of emergency and its scope, activities and measures to protect and rescue to be taken;
* Coordinate and command the task forces, implementation of mobilisation, timely notifi­cation and control of implementation of required measures and activities to pro­tect and rescue, with the exception of search and rescue at sea;
* Keep records of task forces, resources and measures taken to protect and rescue in states of emergency.

However, the Law on Protection and Rescue and the other normative acts do not regulate what human rights and civil freedoms could be limited or dismantled by introducing “state of emergency” and for how long. Obviously, the presumption is that the parliament will be re­sponsible enough to introduce only the necessary restrictions, on a concrete territory for as shorter as possible period.

## Specific, department/agency-level legal arrangements and regula­tions on emergency and disaster management

*Directorate for Emergency Situations on Threat Assessment*

Pursuant to Article 34 of the Law on Protection and Rescue, the Ministry of Interior has adopted two documents: the Rulebook on the Methodology for the Development of Threat Assessment Studies of Natural, Technical-technological and Other Disasters and the Rulebook on Methodology for the Development of Protection and Rescue Plans.

The Rulebook on the Methodology for the Development of Threat Assessment Studies of Natu­ral, Technical-technological and Other Disasters delegates responsibility:

* To the Directorate for Emergency Situations and other ministries for risk assessment on the territory of Montenegro;
* To the local governments in coordination with the Directorate for Emergency Situa­tions for the vulnerability assessment of municipalities and
* To companies with more than ten employees, again in coordination with the Direc­torate for the vulnerability assessment of companies activities and infrastructure.

According to the rulebook, the threat assessment shall include:

* “An assessment of hazards or causes that may lead to the occurrence of disasters and the consequences that may arise for people, material and cultural goods and the envi­ronment;
* Determining the appropriate organisation of protection and rescue in order to prevent the occurrence of disasters or for purposes of rescue of people; and
* An assessment of needs and possibilities in the provision of human and material poten­tials necessary for achieving the estimated protection and rescue organisa­tion.”[[54]](#footnote-54)

*The military*

There is no legal basis on the role of the army in disaster management and disaster response. There are, however, a National Security Strategy and a National Defence Strategy. There are no by-laws and standard operational procedures (SOPs) on the role of the army on disaster management. The Ministry of Defence (MoD) has not been involved in the development of any of the legal documents related to disasters. This, however, does not exclude the cooperation between the MoD and the DES, which have been working together during the floods in De­cember 2010. The MoD is considering the development of internal SOPs for disaster response.

*Construction*

The Law on Construction establishes construction practice and construction codes. However, in reality new codes and practices are better applied to new constructions and to a lesser ex­tend to older and illegal constructions. Although this particular law has a provision for disaster situations, most of the sectorial legislative documents do not mention DRR.

*Water*

The Law on Water defines the obligation of preparation of a General Plan for Protection from the Harmful Effects of Water (The current plan covers the period 2010-2016). It especially con­tains works and measures, which are undertaken preventively and in the period of high waters for protection from floods and erosion; a method of institutional organisation of defence; du­ties and responsibilities of the manager for protection; a method for monitoring and recording data; a method for early warning.[[55]](#footnote-55)

The law foresees the preparation of an annual Operational Plan for the Protection from the Harmful Effects of Floods. At national level, it should be prepared by the Water Department and the Ministry of Rural development and Agriculture (MoRA), while at the local level it should be prepared by competent local authority, with the approval of the MoRA’s Water De­partment. The Operational Plans determine the names of managers of protection against the harmful effects of water, headquarters, bodies and names of companies and other entities that conduct legal protection against the harmful effects of water and means for operational implementation of protection.

*Hydro-meteorological service*

The laws on “hydrometeorological services” and on “hydrographical services” (2010) define the tasks of the Institute of Hydrometeorological and Seismology of Montenegro (IHMS). It states that the IHMS has duty to:

* “Produce non-scheduled meteorological and hydrological information and warnings in situation before atmospheric and hydrosphere emergency situation;
* Organise emergency observation and measurement of the hydrological stations pro­files
* Submit emergency information;
* Monitor weather and waters;
* Collect and analyse data;
* Prepare forecast;
* Inform and alert responsible agencies.”[[56]](#footnote-56)

*Air*

There is also a Law on Environment and Air Quality. In 2007, the Government has adopted the National Strategy of Sustainable Development, which recognises climate changes and protec­tion of ozone layer as a priority.

## Specific to the regional and local authorities legal arrangements and regulations on emergency and disaster management

The Law on Local Self-Government states that the local authorities are the first line of re­sponding to protect and rescue the population from natural and manmade disaster. In the event of a disaster, an emergency management team led by the mayor (which includes a rep­resentative of the DES in a deputy position) is created, and it comprises all relevant authorities and stakeholders (including the Red Cross).

The protection services are managed locally and their equipment and training is provided with municipal funds. International studies report that few richer municipalities have an adequate mechanism to respond to emergencies, while most of them have very scarce means.

In case the municipality does not have enough means to respond to the disaster, it can request the Ministry of Interior for support. The DES, based in the Ministry of Interior, has local branches, however its capacities at the local level are modest.

## Legal regulations on the involvement of volunteers and specialised NGOs

The Law on Protection and Rescue determines that “Civil protection shall be part of a single protection and rescue system in states of emergency. Civil protection shall consist of civil pro­tection units, protective and rescue equipment, buildings and devices.” (Art. 56)

Citizens that reached 18 years of age shall be entities under obligation to participate in Civil Protection until 63 years of age (men) or 55 years (women). At the same time, all men and women older than 15 years may voluntarily participate in civil protection, with rights and du­ties of civil protection members. (Art. 59)

Under these circumstances, the citizens who voluntarily perform protection and rescue activi­ties shall be organised in “specialised units.” They have to be registered, certified and man­aged (during emergencies) by the Ministry of Interior. In case of engagement of crisis response operations, the volunteers have to be compensated by the Ministry.

The Law determines that the Red Cross of Montenegro, as a volunteer organisation, shall es­pecially do the following:

* “Perform search service tasks in view of collection and recording of data on evacuated persons, refugees, displaced and missing persons;
* Participate in giving shelter and accommodation of evacuated population, refugees and displaced persons, provision of assistance in the implementation of other measures that may contribute to the care and support for afflicted and vulnerable population, refugees and displaced persons;
* Run, organise, conduct or participate in solidarity actions for assisting vulnerable per­sons;
* Organise and train teams for activities in the field of social security, hygienic and epi­DESiological protection, care of the wounded and sick, rescuing on water and moun­tains and psychosocial support to the population and
* Advertise and organise voluntary blood donation actions, in cooperation with medical institutions for blood transfusion, keep records of voluntary blood donors, establish conditions for granting awards to voluntary blood donors and grant awards.”[[57]](#footnote-57)

The Law also provide opportunity for business organisations, entrepreneurs, and other legal and physical persons to organise voluntary units. (Art. 67) These units shall be completely pro­vided with resources and training by the establishment bodies, which are also obliged to sub­mit annual and monthly activity reports to the Ministry of Interior and the mayor of the mu­nicipality.

## Legal regulations for international engagements of first responders and crisis managers

The Directorate for Emergency Situations has signed on behalf of the country a number of bilateral partnership agreements, mostly related to cooperation in emergency response, with countries such as Bosnia and Herzegovina, Slovenia, Croatia, Macedonia, Greece, Serbia and the Russian Federation.

Montenegro also participates in regional and international frameworks in the area of disaster management such as Disaster Preparedness and Prevention Initiative, Programme for the Pre­vention Preparedness and Response to Natural and Man-Made Disasters (PPRD South), Civil-Military Emergency Preparedness, and the Organisation for the Prohibition of Chemical Weap­ons, among others.

However, the Law on Protection and Rescue does not provide any special regulations con­cerned the engagement of foreign first responders in emergencies on the Montenegrin territory and for sending Montenegro rescuers abroad. It only states that the Ministry of Interior shall “…cooperate with the competent authorities of other countries and with international organisations and institutions.”[[58]](#footnote-58)

# Organisation

## Organisational chart

In 2004, the Government of Montenegro has adopted changes and amendments to the regula­tions on the state administration. Under the terms of the new regulation, the Ministry of Inte­rior and Public Administration has been made responsible for managing risks, managing civil protection and rescuing in emergency situations and managing to relieve of consequences in the extraordinary situations (earthquakes, fires and other natural and technical/technological catastrophes).

The regulation also has established a Directorate for Emergency Situations and Civil Security as a unique body to coordinate Civil Protection in Montenegro. The Directorate has changed the name in 2013 to Directorate for Emergency Situations (DES) and the ministry has been titled Ministry of Interior (MoI).

Ministries and state agencies, engaged in disaster management with different responsibilities and resources, include the Ministry of Interior (namely the DES), Ministry of Defence, Ministry of Health, Ministry of Foreign Affairs and European Integration, Ministry of Transport and Maritime Affairs, MoRA, Ministry of Sustainable Development and Tourism, Army of Montene­gro, Police Directorate, Agency for Environment Protection, Institute for Hydrometeorology and Seismology, Centre for Ecotoxical Researches, Medical Emergency Service, Montenegro red Cross, other.

Within the current legal and organisational framework, there are three levels of disaster pro­tection and rescue: political, administrative and local (municipalities).

1. Political level

The key political leadership, guidance, coordination and control are provided by:

* Emergency Management Coordination Team (The Prime Minister heads the team and all ministers are members);
* The Ministry of Interior (Directorate for Emergency Situations) is the core national ad­ministrative authority on protection and rescue from natural and other disasters);
* The Ministry of Sustainable Development and Tourism (Institute of Hydrometeorology and Seismology Service of Montenegro controls the waters, air, sea, and seismic activi­ties).
* Administrative level

The Directorate for Emergency Situations (DES) is the leading national agency responsible for issues related to disaster management, which is well established and recognised by other na­tional and international organisations. According to the National Strategy for Emergency Situa­tions, DES is responsible for:

* Development of strategies, projects, programs and monitoring their implementation;
* Implementation of the process of harmonisation of legislation on civil protection with the EU legal system;

**DIRCTORATE FOR SECURITY, PROTECTION AND CONTROL**

**LOCAL UNIT IN PETNJICA**

**UNIT IN MUNICIPALITY ANDRIJEVICA**

**UNIT IN MUNICIPALITY PLAV**

**UNIT IN MINICIPALITY ROZAJE**

**HELICOPTER UNIT**

**INSPECTION AND PREVENTION DIVISION**

**OPERATIONAL COMMUNICATION CENTER 112**

**CRISIS MENAGEMENT DIVISION**

**CIVIL PROTECTION DIVISION**

**OPERATIONAL TASKS DIVISION**

**STRATEGIC, DEVELOPMENT, AND NORMATIVE AFFAIRS DIVISION**

**DIRCTORATE FOR EMERGENCY SITUATION**

**UNIT IN MUNICIPALITY MOJKOVAC**

**SUBORDINATE UNIT IN MUNICIPALITY BIJELO POLJE**

**SUBORDINATE UNIT IN MUNICIPALITY HERCEG NOVI**

**UNIT IN MUNICIPALITY ZABLJAK**

**UNIT IN MUNICIPALITY TIVAT**

**UNIT IN MUNICIPALITY KOTOR**

**GENERAL SECRETARY**

**DIRCTORATE FOR INTERNAL ADMINISTRATIVE AFFAIRS**

**MINISTER**

**DIRCTORATE FOR PUBLIC ADMINISTRATION**

**SECRETARIAT**

**DIRCTORATE FOR LOCAL SELF-GOVERNMENT**

**SUBORDINATE UNIT IN MUNICIPALITY PODGORICA FOR MUNICIPALITIES PODGORICA, CETINJE, DANILOVGRAD AND KOLASIN**

**INTEGRATED BORDER MENAGEMENT**

**SERVICE**

**INFORMATION TECHNOLOGY**

**SERVICE**

**SUBORDINATE UNIT IN MUNICIPALITY BERANE FOR MUNICIPALITIES BERANE, ROZAJE, ANDRIJEVICA AND PLAV**

**SUBORDINATE UNIT IN MUNICIPALITY BIJELO POLJE FOR MNUCIPALITIES BIJELO PLJE AND MOJKOVAC**

**FILIJALA KOLAŠIN**

**SUBORDINATE UNIT IN MUNICIPALITY NIKSIC FOR MUNICIPALITIES NIKSIC, SAVNIK AND PLUZINE**

**SUBORDINATE UNIT IN MUNICIPALITY Bar FOR MUNICIPALITIES OF ULCINJ BUDVA**

**SUBORDINATE UNIT IN MUNICIPALITY HERCEG NOVI FOR MUNICIPALITIES HERCEG NOVI, KOTOR AND TIVAT**

**SUBORDINATE UNIT IN MUNICIPALITY HERCEG NOVI FOR THE MUNICIPALITIES OF HERCEG NOVI, KOTOR AND TIVAT**

**SUBORDINATE UNIT IN MUNICIPALITY BAR FOR MUNICIPALITIES BAR, ULCINJ AND BUDVA**

**REGIONAL UNIT FOR THE MUNICIPALITIES OF PLJEVLJA AND ZABLJAK**

Figure 68. Organisation of the Directorate for Emergency Situations within the Ministry of Interior.[[59]](#footnote-59)

* Drafting of laws and regulations;
* Analysis and monitoring of the situation in the area of protection and rescue;
* Establishing programmes to equip and develop the system of protection and rescue;
* Preparing draft decisions on the provision of material reserves for the protection and res­cue;
* Giving directions for the management of the protection and rescue and proposing measures to protect participants and rescue;
* Collecting data on threats, causes and consequences of emergency situations;
* Assisting in eliminating the consequences of emergencies;
* Applying control on the preparedness of emergency operational units;
* Preparing and monitoring the execution of the contract on the use and operation of spe­cialised units;
* Prescribing technical standards of protection and rescue system in accordance with inter­national standards;
* Planning and development of civil protection and alignment of its activities with the op­erational units of protection and rescue;
* Preparing proposals for decisions on sending overseas operating units for training exer­cises and humanitarian activities;
* Seeking and accepting help from other countries in the event of emergencies;
* Receive calls and information in emergency situations through a single Operational Com­munications Centre 112.

DES also has to provide inspection and control work in the areas of:[[60]](#footnote-60)

* Protection and rescue, transportation of dangerous goods, manufacturing, transporta­tion, procurement, storage and use of explosive materials, storage, possession, transport, handling and use of flammable liquids and gases;
* Review of technical documentation;
* Transport and transit of arms, military equipment and dual-use goods;
* Technical protection of people, space and facilities;
* Preparation, organisation and implementation of programmes for professional develop­ment and training of the operational units members;
* Organising and implementing preventive, operational and remedial measures for the pro­tection and rescue; carrying out rescue activities in the event of emergencies;
* Preparing and informing citizens in the event of emergencies;
* Elimination of unexploded explosive devices;
* Organisation and operation of the unit for extinguishing fires from the air;
* Search and rescue operations from the air;
* Pilot training, pilot simulator and mandatory technical rehearsal; implementation of the program of cooperation with international and regional organisations, institutions and other entities involved in the protection and rescue;
* Preparation and monitoring of the implementation of international agreements in the field of protection and rescue.

The Directorate[[61]](#footnote-61) for Emergency Situations is divided into five divisions (indicated below from 1 to five), four departments (indicated as 2.1, 2.2, 3.1 and 3.2) and seven territorial units (listed in point 6):

1. Division for Civil Protection and Humanitarian Aid.
2. Division for Prevention:
   1. Department for Risk Management;
   2. Section for Management of Hazardous Substances.
3. Crisis Management Division:
   1. Department for Training and Operations;
   2. Operational communication centre 112;
4. Helicopter Unit.
5. Inspections and Prevention Division.
6. Regional Emergency Units:
   1. Podgorica Regional Unit for the Capital City of Podgorica, capital of Cetinje, and Funtana and municipality of Kolasin
   2. Regional Unit for the municipalities of Niksic Niksic, Šavnik and Plužine
   3. Branch Office Bijelo Polje for the municipalities of Bijelo Polje and Mojkovac
   4. Regional Unit for the municipalities of Berane Berane, Roţaje, Andrejevica and blue
   5. Regional Unit for the municipalities of Pljevlja and Zabljak
   6. Branch Office Bar in the municipalities of Bar and Ulcinj Budva
   7. Regional Unit Herceg Novi for the municipalities of Herceg Novi, Kotor and Tivat

*Division for Civil Protection and Humanitarian Aid*. Its main duties include “development of strategies, projects and programmes in the civil protection domain and monitoring their im­plementation; providing risk assessment and drafting national plans for protection and rescue; developing and maintaining of civil protection units; providing training and exercises to the members of the civil protection units; monitoring the situation and tendency in the field of civil protection; planning, organising and mobilising units and teams of civil protection; managing, coordinating and equipping units and teams of civil protection; implementing of measures for protection and rescue; monitoring and enforcement of laws and other regulations in the field of protection and rescue; drafting of laws and regulations proposals; participating in the de­velopment of standard operating procedures; harmonisation of legislation in the jurisdiction of this Directorate with the EU legal system; cooperation with international and regional organi­zations, institutions and other entities; providing and seeking international assistance; making and monitoring the implementation of the programme of development assistance (IPA, etc.).”[[62]](#footnote-62)

The *Division for Prevention.* Its main duties include “managing the operations and other activi­ties for protection and rescue; implementing the measures for protection and rescue; creating a database of all risks; monitoring and enforcement of laws and other regulations in the field of protection and rescue; participating in the drafting of laws and regulations; making risk as­sessment and plans for protection against chemical, biological and radiation accident; per­forming administrative tasks within the jurisdiction and powers established by law in the field of protection and rescue, transport of dangerous goods, manufacturing, transportation, sup­ply, storage and use of explosives, storage, possession, transport, handling and use of flamma­ble liquids and gases; controlling the transport and transit of arms, military equipment and dual-use goods; proposing the system of measures for implementation of established policy and predicting the consequences of legislation.”[[63]](#footnote-63) The division is divided into two depart­ments:

* Department for Risk Management: “It is responsible for the management of the na­tional database of the risks as reported by the National Strategy for Emergency Situa­tions. The duties of the Department encompass the drafting and development of stra­tegic documents and plans at national or inter-municipal levels, cooperation with sci­entific bodies (universities), laboratories and other research institutions.”[[64]](#footnote-64)
* Section for Management of Hazardous Substances (HAZMAT): It has jurisdiction over the activities defined by the Law on Protection and Rescue and other regulations re­lated to this area, including the construction of new buildings, the surveillance of warehouses containing dangerous substances, the transport of dangerous goods and military equipment, and the management of weapons.[[65]](#footnote-65)

The *Crisis Management Division.* Its main duties include “implementation of measures for pro­tection and rescue; organising, implementing and monitoring of members of operational units training, as well as organising the exercise of these units; providing the equipment of opera­tional units; developing of programs for professional training of members of operational units; managing and coordinating operational units; coordination of all institutions, companies and institutions in case of a disaster; data collecting and analysis; reporting and informing citizens, legal entities, the Government, emergency responders and authorities, businesses and other stakeholders to protect and rescue using standard operating procedures and coordinating action on call; proposing the system of measures for implementation of established policy and predicting the consequences of legislation.”[[66]](#footnote-66) The division is also divided into two depart­ments:

* Department for Training and Operations. “It is in charge of the coordination of all organi­sations, companies, and State or local authority institutions in emergencies. The department provides municipal departments for protection and rescue and Civil Pro­tection units with the equipment and training needed to cope with all types of risk.”[[67]](#footnote-67)
* Operational communication Centre-112. “The Centre uses the European emergency number 112 and is designed to be a unique communication hub for all types of emer­gency. Once operational, it will process all the data and information relevant to emer­gencies, including protection and rescue activities and measures. The Centre will be re­sponsible for broadcasting the information to the public, state institutions, legal enti­ties, rescue units and other competent bodies and subjects for protection and rescue (including the ERCC).[[68]](#footnote-68)

*Helicopter Unit* (with the rank of division). “The unit operates four helicopters - „Abell-412“, „Abell-212“, „Abell-206“ and „Gazella“, two planes type „Dromader“ and two aircraft for fire extinguishing type „AT-802A Fire Boss“. It is also responsible for search and rescue operations in Montenegro. The helicopters are also used for tactical transport of equipment and person­nel in case of emergencies.”[[69]](#footnote-69)

*Inspections and Prevention Division*. This Division controls functions and operations for protec­tion and rescue; transportation of dangerous goods; manufacturing, transportation, procure­ment, storage and use of explosives; storage, possession, transport, handling and use of flam­mable liquids and gases; transport and transit of weapons, military equipment and dual-use goods. For facilities, in which are stored or used in technological process hazardous sub­stances, the Division determines the zone of danger, security systems and other measures to increase security and reduce the risk of various fire-accidents, accidents, incidents, etc.[[70]](#footnote-70)

*Regional emergency units*. They perform the following tasks, “monitoring and enforcement of laws and other regulations for protection and rescue; assess the risk and protection and rescue plans; implementation of measures for the protection and rescue; formation and organisation units and teams of civil protection; coordinating the actions of participants in protection and rescue units of local self-government; training and exercises members of civil protection units; raising public awareness for emergency response; implementation of the mobilisation of civil protection; collection, information processing and information; rescue activities in the for­mation of emergencies; proposing a system of measures for the implementation of established policy and forecasting consequences of legal decisions; perform other duties within the scope of the regional unit.”[[71]](#footnote-71)

Protection and Rescue Task Forces perform all measures and operations for disaster manage­ment and include the following formations:[[72]](#footnote-72)

* Civil protection units;
* Units for protection and rescue of municipalities (firefighting units, units for providing as­sistance to vulnerable and affected population and other protection and rescue units), organised as municipal protection and rescue services;
* Specialised protection and rescue units;
* Volunteers protection and rescue units;
* Units for protection and rescue of business organisations and other legal subjects and en­trepreneurs; and
* Airborne firefighting unit.

According to a UNDP report as of 2011,

*“… the majority of municipalities do not have enough capacity to prepare and pro­tect themselves from existing risks and hazards. The level of capacity is much lower compared to the central level. At the same time, it is the responsibility of the mu­nicipalities to fund the municipal protection service (local rescuers). However, in most of the cases, funding is limited to salaries only. Some municipalities, however, have established reserve funds for first immediate response and some have mid- and long-term development plans (as in the municipality of Bar). Nevertheless, plans do not, in most cases, include the existing risks and hazards. Information flow from institutions such as the Hydrometeorological Institute of Montenegro to mu­nicipal level is not regular and is not clearly framed. Municipalities are also not mandated to have cross-border cooperation with municipalities from neighbouring countries.”* (UNDP, 2011)

The Institute for Hydrometeorological and Seismological Service of Montenegro (IHMS) is an­other organisation with an important role in disaster risk reduction, mitigation and protection. The institute is under the Ministry of Sustainable Development and Tourism. The IHMS tasks are explained in chapter 2.4. The institute has 112 staff members, of which 59 are based in Podgorica. The table below provides details on its organisation.[[73]](#footnote-73)

The Department of Seismology in IHMS is in practice the Seismological Observatory of Monte­negro. It exists since 1979 and is currently being transferred to the Ministry of Sustainable Development and Tourism and IHMS. “The Observatory operates the seismic observation net­work, prepares regional and micro-local maps, and conducts research on earthquake effects on building structures, ground, water courses, and many more.”[[74]](#footnote-74) The Observatory is organ­ised in two departments within IHMS:

* “Department for instrumental and engineering seismology responsible for recording of seismic data for earthquakes in Montenegro and its surroundings, technical mainte­nance of seismic and GPS instruments on all stations in seismological network, cali­brating of seismographs and accelerographs, upgrading of equipment for acquisition of

Table 44. Organisational chart of the Institute for Hydrometeorological and Seismological Service of Montenegro.

| **Department** | **Sector** | **Section (group)** |
| --- | --- | --- |
| Weather forecast and monitoring | Analysis and weather forecast; Meteorological monitoring | Weather forecast and model­ling; Regional units; Satellite and radar meteorology |
| Meteorology | Climatology; Applied meteorology |  |
| Hydrography and ocean­ography | Hydrology network stations; Hy­drology analysis | Hydrography data and analy­sis |
| Water, air quality control | Water quality control; Air quality control |  |
| Seismology | Instrumental and engineering seismology; Seismic data analysis and processing |  |
|  | Hydrometeorological Information systems |  |
|  | Administration and finance |  |
|  | PR and international cooperation |  |

seismic data, processing and maintenance of database of digital accelerograms, pro­cessing of macro-seismic data for strong and catastrophic earthquakes, determination of seismic hazard elements, etc.”[[75]](#footnote-75)

* “Department for seismic data analysis and processing in charge for couple levels of auto­matic acquisition of seismic signals generated by earthquakes and explosions, modern numerical and graphical analysis and processing of seismic and GPS data, quantification of parameters for actual and historical seismicity in Montenegro, seismo-tectonic interpretation of seismic data, focal mechanism solutions for stronger earthquakes in region, seismological database maintenance, modernisation of meth­ods and computer programs for seismic and geodynamic analysis, publishing and ex­change of seismic data, etc.”[[76]](#footnote-76)

The Ministry of Defence (MoD) controls the Security Forces of Montenegro. The National Secu­rity Strategy determines as one of the internal tasks of the Montenegro Security Forces: “Providing support to state institutions and authorities in cases of environmental, natural or man-made disasters of greater scale, as well as in cases of human or animal epiDESics, where human life, environment and material goods are under considerable threat …”[[77]](#footnote-77) However, according to an international study (UNDP, 2011), the role of the MoD in disasters is not clear and has not been identified at the national level or indeed within the ministry itself. In prac­tice, during the floods of December 2010, the MoD’s Operations Centre reported to the opera­tions centre of the DES and based on an informal and personal level the cooperation worked well.

C) Local level

At the local level, municipal teams are only responsible for the management of emergencies. These teams are led by the president/governor of each municipality. A deputy of SEM is pre­sent in each municipality to coordinate sectoral activities and serve as the link between the government body and municipalities. The fire-fighting service, with its Municipal Rescue and Protection Units, plays an important role. Currently, 450 people are attached to these units. (EU-UNDP, 2011)

## Organisational cooperation

Within the current legal and institutional framework, the organisational cooperation is mostly operational. The way the system works in the most dangerous situations of seismic and flood­ing emergencies is presented in Table 5.

Table 45. Functional scheme of Montenegro disaster (floods and seismic) response system

|  |  |  |
| --- | --- | --- |
| **Function** | **Lead body** | **Sources; forces** |
| Early warning | IHMS | Other entities  International sources  Citizen |
| Notification and alerting | DES: Operational Communi­cations Centre 112 | Local authorities;  Enterprises  Specialised NGO organisa­tions |
| Coordination 1 (Operational) | DES | Inter-institutional and central-local coordination at administrative level |
| Coordination 2 (Political) | Emergency Management Coordination Team | Government level coordination (in cases of serious emergencies) |
| Operations | Task force(s) | Civil protection units; Units for protection and rescue of municipalities (firefighting units, units for providing assistance to vulnerable and affected population and other protection and rescue units), organised as municipal protection and rescue services; Specialised protection and rescue units; Voluntary pro­tection and rescue units; Units for protection and rescue of business organisations and other legal subjects and entrepreneurs; and Airborne firefighting unit. |
| International support |

Considering the size of the country and its geological setting, trans-boundary initiatives play a crucial role in disaster mitigation and preparedness.[[78]](#footnote-78)

DES has signed bilateral partnership agreements with Albania, Bosnia and Herzegovina, Slove­nia, Croatia, Macedonia, Greece, Serbia and the Russian Federation, which define a common protocol for cross-border cooperation in the event of natural disasters. The latest flood emer­gencies have proved that these agreements are efficient, especially regarding the provision of support, custom lifting and fast entry for rescue teams.

According to the EU study (EU, 2011), Montenegro participates in the following regional activi­ties:

* “The Disaster Preparedness and Prevention Initiative for South Eastern Europe and the EU-funded PPRD South Programme, to implement HFA objectives and priorities;
* The Civil Military Emergency Planning for South Eastern Europe, in cooperation with the U.S. Army Engineering Corps, to improve the civil-military coordination of disaster preparedness and response;
* The Drought Monitoring Centre for South East Europe, the European Centre for Me­dium-Range Weather Forecasts and the Accident Reporting Guidance Operational Sys­tem (ARGOS) to upgrade its hydro-meteorological services, weather forecasting prod­ucts and early warning system;
* The Project SHARE (Seismic Hazard Harmonisation in Europe, 2009–2012), within the Seventh Framework Program of the European Commission, to provide an updated, living seismic hazard model for the Euro-Mediterranean region[[79]](#footnote-79) and NATO’s Science for Peace project „Harmonisation of Seismic Hazard Maps for the Western Balkan Countries“, whose end product will be an integrated database organised in GIS appli­cations for the whole region with a regional earthquake catalogue and seismic hazard maps.”[[80]](#footnote-80)

Specific memorandums of understanding in the field of education, technical training, prepar­edness and prevention are being considered with Turkey and Italy.[[81]](#footnote-81)

While a number of regional agreements are signed at the central level, municipalities do not have the mandate to replicate this process at local level. Regarding the capacity of Montene­gro’s crisis response institutions to benefit from regional coordination and cooperation, lever­aging expertise, capacities, resources and information across the region among SEE countries and with various regional centres in Europe the assessment of the EU – UNDP from 2011 is that the effectiveness of international cooperation is quite low, “…partially because of lack of experts and acaDESic staff with good skills in European languages, especially English. This as­pect is often under considered, but it dramatically hampers the participation of personnel to international workshops or training.“[[82]](#footnote-82) (EU-UNDP, 2011)

# Procedures

## Standing Operating Procedures (SOPs) and Guidelines

Recently, there are no by-laws and standard operational procedures (SOPs) for civil protection operations in Montenegro that to be relevant to all stakeholders. Sops have been established for some components as the Operational Communication Centre “112.”

However, in 2013, the Department for Emergency Management has sent for coordination the final version of the Standard Operating Procedures (SOP) for crossing the border in the event of natural disasters involving the Ministry of Internal Affairs of Montenegro and the Ministry of Internal Affairs of the Republic of Serbia.[[83]](#footnote-83)

According to the UNDP study as of 2011, the MoD is considering the development of internal SOPs for army participation in disaster response operations.

## Operations planning

The normative ground for operational planning is the Rulebook on Methodology for the De­velopment of Protection and Rescue Plans.[[84]](#footnote-84)

The overall national-level planning document on disaster management is the National Plan for Rescue and Protection. The plan is based on the vulnerability assessments for all major haz­ards, as the National Strategy has outlined them for Emergency Situations. The set of hazard-based national plans includes:[[85]](#footnote-85)

* National Plan for Protection from Earthquakes;
* National Plan for Fire Protection;
* National Plan for Protection Against Chemical Accidents;
* National Plan for Protection Against Biological Accidents;
* National Plan for Protection Against Radiation Accidents;
* National Plan for Search and Rescue in Civil Aviation Incidents and Accidents;
* National Plan for Protection Against Floods;
* National Plan for Protection Against Landslides and Avalanches;
* National Plan for Protection from Extreme Weather Phenomena;
* National Plan for Protection from Traffic Accidents on Road and Rail;
* National Plan for Protection from Technical and Technological Hazards;
* National Plan for Protection from Destruction of Power Plants.

As the floods are the current most serious source of risk, the authorities in Montenegro pay special attention to prevention, rescue and relief measures in cases of heavy rains and flood­ing. According to a 2015 Montenegro report on the transposition of Directive 2007/60/EC of the European Parliament and of the Council of 23 October 2007 on the assessment and man­agement of flood risks,

*Preventive measures regarding protection from floods are prepared and imple­mented by the Ministry of Agriculture and Rural Development and Water Direc­torate, on the grounds of the Law on Water and General Plan for protection from adverse effects of water for water areas which are important for Montenegro, along with Operational Plans for protection from adverse effects of water. Preven­tive measures include: regulation of watercourse, building protection structures (dams), cleaning and deepening of watercourses, maintenance and repair of dam­aged parts of protection structures, observation and reconnaissance of the state of watercourses and high dams etc.*[[86]](#footnote-86)

## Logistics support in crises

The Law on Protection and Rescue prescribes that, in the case of imminent threat or in time of emergency on the territory of municipality, the president of municipality have the right and obligation to mobilise all human and material resources from the territory of that municipality, in accordance with the municipal plan. Mobilised persons and material resources shall be enti­tled to reimbursement of expenses from the municipal budget, in accordance with the regula­tion of the municipality.

Concerned the citizen, the Law (Art. 61) stipulates that they have to make available to civil protection units the use of vehicles, machines, equipment and other material resources, land, facilities, devices and energy sources, necessary for protection and rescue in case of introduc­tion of “state of emergency”.

Material obligation is also considered to be the placing of instruments and devices for observ­ing, notifying and informing on commercial and other buildings, and as an exception, on resi­dential buildings as well, if the instruments and devices can not be placed on other buildings. The material obligation may be ordered to legal persons and entrepreneurs as well.

Military logistic support has been and could be provide based on decision of the Emergency Management Coordination Team.

## Crisis communication to general public; Alert system; Public Infor­mation and Warnings

The Emergency Management Coordination Team (EMCT) is tasked with management of the national early warning system.[[87]](#footnote-87)

The early warning system (EWS) is currently in the process of being developed. The system is located with the DES, and each relevant ministry and institution has place within it.

According to the internal regulations of the Ministry of Interior, the “Section 112” of DES – “Operations and Communications Centre 112” performs the activities related to the coordina­tion and management of search and rescue operations. The centre is collecting information and data, reporting and informing citizens, legal entities, government, emergency responders and authorities, businesses and other stakeholders in accordance with standard operating procedures.

The unit is also calling operational units in the event of mobilisation; preparing and sending requests to seek international assistance in case of emergencies; preparing the notification of threats and disasters that may threaten the neighbouring countries; establishing communica­tion with the state’s crisis centre, and centres for search and rescue of countries in the region.

The centre is administrating and maintaining security database and geographic information system, keeping proper records, and performs other tasks within the scope of the DES.[[88]](#footnote-88)

However, according to an official report, problems of a technical nature prevent completion of the project. The system is still not fully operational because the missing optical cables connec­tions between ECC 112 in Podgorica, Bijelo Polje and Bar, and the hub at the Ministry of Inte­rior and radio communications between all locations of EEC 112. (MoI, 2014)

As the system of 112 is still in the development phase and the television and radio is not al­ways reliable in diffusing priority information, the current dissemination mechanism of warn­ings and advisories is not very efficient, especially to those situated in threatened areas. The warnings given directly to the public via the IHMS web pages are a very passive dissemination channel and do not actively meet people, authorities and public when needed.

While the DES issues warnings and coordinates action with municipal representatives, the Par­liament alone has the power to declare a national state of emergency. A major problem is the lack of clear guidelines as to how this decision is reached and how national emergencies should be announced to the public. Additional procedures concerning support of national and local authorities should be established, as well as a classification of emergencies and alerts. (EU-UNDP, 2011)

# Capabilities

Human and material resources are considered as a very important component of the system of protection and rescue. It is essential that all subjects of protection and rescue operations at the state and municipal levels are provided with resources to promptly undertake all planned and extraordinary measures for prevention of hazards and protection and rescue in case of disasters.

## Human resources

According to the Government annual report (MoI, 2014), in 2013 the Directorate of Emergency Situations has employed 106 employees: 55 officers with higher education (of whom seven masters of science), 3 positions with a college degree and 48 officers with a high school di­ploma. From a total of 106 employees of civil servants and employees, 32 of them or 30.19% are women, and 74 or 69.81% are men.

In all municipalities in Montenegro organisations (units) for protection and rescue services have been formed. 582 members, of which 530 members have been permanently employed, and 52 - hired on contract have served in these units.

Pursuant to Article 65 of the Law on Protection and Rescue, Ministry of Internal Affairs has concluded a contract with rescue specialists (organised also in units). At the end of 2013 a con­tract was signed with Mountain Rescue Courier Service. It has been established full coopera­tion of the MoI with the Red Cross of Montenegro and numerous joint activities on improving the system of protection and rescue have been planned and undertaken.

As part of the protection and rescue system, the volunteer fire departments that operate with a long tradition in the municipalities of Tivat and Kotor are of particular importance. In addi­tion, procedures have been initiated for the establishment of volunteer fire companies in the capital Podgorica and in Banjani (the municipality of Niksic).

Entrepreneurial units, as a kind of operating units, are considered as very important because of the willingness to provide an adequate first response to certain types of hazards (fire), which may happen in a company, other legal entity or an entrepreneur. Entrepreneurial units are organised in White Shipyard, airports Tivat and Podgorica, Bar Harbor, KAP, Ţeljezara Niksic, Pljevlja thermal power plants and at “Monteput” Podgorica.

Units for extinguishing fires from the air (i.e. the helicopter unit of the DES) is organised as a directorate within the Directorate for Emergency Situations. The total number of officers is 17, of whom 14 have been employed on full-time while three have been engaged under a contract of work. In addition to the above, in the course of fire season, contractors engage the addi­tional four executors.

## Materiel (non-financial) resources

Ensuring equipment, instruments and materials is a precondition for the establishment of a system of protection and rescue services. Units have to be able to act immediately and as longer as it is necessary to respond to disasters.

Facilities, accommodating service protection and rescue units in Podgorica, Bar, Budva and Niksic, Bijelo Polje, Mojkovac, Herceg Novi, Zabljak, Ulcinj, Roţaje, Berane and Cetinje, meet the accommodation requirements of professional members of the protection and rescue ser­vices. In Savnik, the unit shall move into a new facility, expected in the second quarter of 2014. In the municipality Andrijevci, by a donation from the US Embassy in Podgorica, an object in the former barracks of the Army of Montenegro has been reconstructed, thereby creating conditions for normal operation and functioning of these units.

## Training

*Training of protection and rescue services*

Training on floods and fire response have been organised in cooperation with the US Embassy, the Ministry of Defence, the Ministry of Interior, the Red Cross and NGOs. However, these training are not coordinated and do not always benefit of adequate facilities. Done on an ad hoc basis, they do not facilitate the understanding of the specific roles and responsibilities of the various actors, including the role of technical agencies such as the IHMS. More in-depth training on understanding disasters and their impacts are needed to complement experience with technical knowledge.

Despite its limited number of forecasters, meteorological and hydrological experts, the IHMS participates in UNISDR courses and is currently involved in the development of an interna­tional strategy for risk reduction, which consists of 22 workshops that brings international ex­pertise.

Training of the protection, search and rescue teams at the local level is provided and funded by the municipalities. However, it is not always offered in a systematic way nor does it always reach out to all the municipal staff, since the size of the budget for preparedness and response activities is left to the appreciation of the municipalities.

Police and NGOs have their own training programs. The MRC has been training its prepared­ness and response teams in first aid at local, national and regional level. Some elements of the regional disaster response teams have been trained for international deployment. (EU-UNDP, 2011)

Table 46. The flying experience of the Helicopter unit in 2013

|  |  |  |
| --- | --- | --- |
| **Aircraft** | **Number of flights** | **Time** |
| Helicopter AB 206 | 152 | 65:12 |
| Helicopter AB 212 | 267 | 87:06 |
| Helicopter AB 412 | 278 | 72:06 |
| Aircraft AT 802 A s/n 0281 | 31 | 5:30 |

Source: Ministry of Interior Annual Report 2014

*Training centres*

Training activities are mostly geared towards various rescue and recovery specialists. The DES has currently one training centre within the Police AcaDESy in Danilovgrad for the training and education of rescue units. However, it is very much oriented towards theory. There are plans to open three training centres across the country that will deal with the special training needs of rescue units in a more practical way. DRR training programmes in relation to specific haz­ards are delivered regularly by the DES for personnel involved in civil protection activities such as central and municipal rescue teams, fire-fighters, operational units, but also decision-mak­ers at central level and the public. Worthy of note is a training course for seismic hazards, or­ganised with the support of the French Securité Civile.

*Hazards and disasters awareness rising*

There are limited resources for capacity development and no formal process of awareness rising is in place. Moreover, legislation does not specify which governmental body is responsi­ble for implementing DRR awareness raising projects, and authorities still lack DRR knowledge in order to design campaigns, especially as the DES only addresses DRR since 2010. According to the government, awareness-raising activities are especially limited at the local level. This greatly increases the population’s vulnerability. “To name just one example, no awareness raising activity was done in the highly earthquake-prone region of Berane.” [[89]](#footnote-89)

The Bureau of Public Relations, the Government of Montenegro and the DES coordinate media plans oriented towards public awareness of hazards and prevention, but the involvement of the media Directorate to advocate DRR needs to be developed. Among the population and the media, awareness of disaster-related issues or preparedness and response is often limited, which can lead to inaccurate or inadequate information broadcasts.

Although the Montenegro Red Cross did not conduct any awareness raising activities until now, it plans to do so in the future by joining the Red Cross DRR regional programme and fur­ther cooperating with DES. Actions have already been targeted at schools and the MRC plans to organise a DRR campaign together with governmental and non-governmental organisations. Ad hoc awareness raising events have been undergone by „Green Home” and the United States Agency for International Development, although the public service campaign did not specifically focus on DRR. The Fire Union of Montenegro has been educating the population about fire protection.[[90]](#footnote-90)

Apart from occasional events, like classes visiting fire brigade units, DRR is not yet integrated into school curricula. This is likely to change when the primary education system reforms of 2010 are implemented. One of the reform plans for 40 optional modules, out of which one should include DRR content. Also, weekly lessons focusing on protection and rescue, what action to take in emergency situations and containing an introduction to natural hazards on the territory of Montenegro should be offered by head teachers. On the other hand, the re­form cut the budget allocated to teacher training, including the training targeting disaster re­sponse. Educating children will be a difficult task for teachers, if they do not have the knowledge themselves.

A EUR 40,000 awareness project, which is part of the EU-funded Programme on Prevention, Preparedness and Response to Natural and Man-made Disasters (PPRD South), is targeted at 5,000 6th grade students (aged 12) in 62 pilot primary schools in Montenegro. The project will inform children about actions they and their family should take before and after earthquakes. If the subject „Protection and Rescue from Natural Disasters and other Man-made Accidents” is effectively re-introduced in the curricula of 7-9 grade students, this first awareness project would constitute an ideal introduction to disasters.[[91]](#footnote-91)

No university program focuses on DRR only, but civil engineering, architectonic planning are taught at the Civil Engineering Faculty in Podgorica.[[92]](#footnote-92)

## Procurement

### Procurement regulation

The basic Montenegro legislation on procurement is the Law on Public Procurement (Official Gazette of MNE, no. 42/11). However, concerned the disaster management, the Law stipulate that its provisions do not apply to: “Procurement aimed at protection and recovery from catas­trophes and major disasters – state of emergency.” (Art.3)[[93]](#footnote-93)

The Public Procurement Directorate, Ministry of Finance as a line ministry, and the Commis­sion for Control of Public Procurement Procedure have competencies and are responsible for the control of public procurement procedures. The Ministry of Finance supervises the legality and effectiveness of administration operations. Judicial control over the legality of the public procurement procedures is ensured by the administrative dispute before the Administrative Court of Montenegro.

The Public Procurement Administration, in accordance with Article 19 of the Public Procure­ment Law and its scope of work established by Article 42 of the Decree on Organisation and Manner of Work of the State Administration, shall be entitled to perform the following tasks:

1. *“To monitor implementation of the public procurement system;*
2. *To monitor the compliance of the legislation regulating the public procure­ment system with EU legislation, to prepare technical basis, to initiate and participate in preparation of the public procurement regula­tions;*
3. *To give approval to contracting authorities on fulfilment of conditions for conducting certain public procurement procedure in the cases envisaged by this Law;*
4. *To provide advisory assistance upon contracting authority’s request;*
5. *To organise and conduct professional development and advanced train­ing of the human resources in charge of performing public procurement tasks;*
6. *To organise professional exam for performing tasks in the area of public procurement;*
7. *To establish and maintain the Public Procurement Portal for the purpose of ensuring transparency of public procurement;*
8. *To publish public procurement plans, contract notices, decisions on candi­dates’ qualifications, decisions on selection of the most favourable bid, decisions on suspension of public procurement procedure, decisions on annulment of public procurement procedure, public procurement con­tracts, changes or amendments of public procurement plans, contract notices, decisions and contracts, as well as of other acts in accordance with this Law;*
9. *To prepare and publish a List of contracting authorities on the Public Pro­curement Portal;*
10. *To encourage the conducting of public procurement in electronic form;*
11. *To pursue cooperation with international organisations, institutions and specialists in the field of public procurement;*
12. *To prepare and submit to the Government annual reports on the public procurement, carried out in the previous year;*
13. *To prepare and publish a list of bidders on the basis of decisions on selec­tion of the most favourable bid;*
14. *To prepare and publish a common public procurement vocabulary on the Public Procurement Portal;*
15. *To perform inspection control;*
16. *To issue publications and other technical literature;*
17. *To perform other tasks, in accordance with the Law.”* **[[94]](#footnote-94)**

Montenegro has adopted the following EU directives, relevant to procurement:

* Directive 2004/18/EC of the European Parliament and of the Council of 31 March 2004 on the coordination of procedures for the award of public works contracts, public sup­ply contracts and public service contracts;
* [Directive 2014/24/EU of the European Parliament and of the Council of 26 February 2014](http://www.ujn.gov.me/en/2014/09/direktiva-201424eu-evropskog-parlamenta-i-vijeca-od-26-februara-2014-godine/);
* [Directive 2014/25/EU of the European Parliament and of the Council of 26 February 2014](http://www.ujn.gov.me/en/2014/09/direktiva-201425eu-evropskog-parlamenta-i-vijeca-od-26-februara-2014-godine/).

### Procurement procedures

*Types of Procedures*

According to the Law on Public Procurement (Art. 20), “*public procurement procedures for goods, services or works are as follows:*

* *Open procedure;*
* *Restricted procedure;*
* *Negotiated procedure with prior publication of a contract notice;*
* *Negotiated procedure without prior publication of a contract notice*
* *Framework agreement;*
* *Consulting services;*
* *Contest;*
* *Shopping method;*
* *Direct agreement.”*

*Value scales*

The public procurement procedure shall be determined according to the estimated value of the public procurement, which is classified into the following value scales:

* I Value scale – in cases when the estimated value of the public procurement is up to EUR 5,000, the contracting authority shall perform the direct agreement;
* II Value scale – in cases when the estimated value of the public procurement exceeds EUR 5,000 up to EUR 25,000 for procurement of goods or services, or when the esti­mated contract value exceeds EUR 5,000 up to EUR 50,000 for procurement of works, the contracting authority shall perform the shopping method;
* III Value scale – in cases when the estimated value of the public procurement exceeds EUR 25,000 for procurement of goods or services, or when the estimated contract value exceeds EUR 50,000 for procurement of works, the contracting authority shall perform some of the procedures listed in Article 20 items 1 to 7 of this Law.

*Electronic Licence Registry*

According to the Public Procurement Administration of Montenegro, “the Registry is available at the Internet address www.licenca.me and includes 540 licenses, permits and approvals for performing the economic activities issued by 36 institutions. The Chamber of Commerce is responsible for maintenance of the Registry, in cooperation with the Ministry of Finance.[[95]](#footnote-95)

## Niche capabilities

Montenegro suffers from insufficient disaster response capabilities due to limited funding and other resources. However, country’s plans are focussed on building capacities for mostly for response to floods and heavy snows in the mountains emergencies.

However, as the EU monitoring mechanism has stated, Montenegro is satisfactorily aligned with the EU civil protection acquis. Nevertheless, the country will need to further improve its administrative capacity in order to align the system with standards and good practices of the Member States. Technical and material resources need to be enhanced, in particular by further equipping and training civil protection and other concerned staff to reach a sound basis for adequate support for risk prevention and preparedness as well as necessary response in case of emergencies. Given the frequency of disasters in the country, disaster risk reduction and disaster management should be treated as a matter of priority at national and local level (EU, 2013).

# Resources

## Legislative acts

Law on Public Procurement

Zakon o Hidrografskoj Djelatnosti

Zakon o Hidrometeorološkim Poslovima

## Directives

Directive 2007/60/EC of the European Parliament and of the Council of 23 October 2007 on the assessment and management of flood risks, www.eu.me/en/library/category/217-water-quality?download=1163:floods-directive.

## Official documents (white papers, strategies, etc.)

Ministry of Interior, The Rulebook on Methodology for the Development of Threat Assessment Studies of Natural, Technical-Technological and Other Disasters: https://www.google.bg/webhp?sourceid=chrome-instant&ion=1&espv=2&ie=UTF-8#q=Rulebook%20on%20the%20Methodology%20for%20the%20Development%20of%20Threat%20Assessment%20Studies%20of%20Natural.

Ministry of Interior, Directorate for Emergency Situations, National Strategy for Emergency Situations (in national language): http://www.mup.gov.me/biblioteka/strategije.

Ministry of Spatial Planning and Environment, Initial National Communication on Climate Change of Montenegro to the United Nations Framework Convention on Climate Change (UNFCCC), (Podgorica, 2010): http://unfccc.int/resource/docs/natc/mnenc1.pdf.

Screening report Montenegro, Chapter 27 – Environment and climate change, March 2013. http://ec.europa.eu/enlargement/pdf/montenegro/screening\_reports/screening\_report\_montenegro\_ch27.pdf.

The Government, Strategy of National Security of Montenegro (2006), www.gov.me/biblioteka/1154096856.doc.

## Online resources (e.g. websites of key CM organisations)

Institute for Hydrometeorological and Seismological Service of Montenegro, <http://www.meteo.co.me/index.php>

Ministry for Spatial Planning and Environment of Montenegro

Ministry of Interior, Izvještaj o Stanju Sistema Zaštite i Spašavanja u Crnoj Gori u 2013 Godini, (MoI: 2014), [www.gov.me/ResourceManager/FileDownload.aspx?rId=164029&rType=2](http://www.gov.me/ResourceManager/FileDownload.aspx?rId=164029&rType=2).

Ministry of Interior, <http://www.mup.gov.me/ministarstvo>

Ministry of Sustainable Development and Tourism, <http://www.mrt.gov.me/en/news/100500/CALL-FOR-EXPRESSION-OF-INTEREST.html>

National Civil Protection Authorities: Ministry of Interior – Directorate (Directorate) for Emer­gency Situations, [http://www.mup.gov.me](http://www.mup.gov.me/)

Public Procurement Administration of Montenegro, <http://www.ujn.gov.me/>

## Publications

EU, UNDP, IPA Beneficiary Country Needs Assessment: Montenegro, (EU-UNDP: 2011), available at www.gripweb.org/gripweb/sites/default/files/Montenegro%20 IPA%20Beneficiary%20Country%20Needs%20Assessment%20-2011-10-11.docx.

European Union, *“*Chapter 27 – Environment and climate change” in *Screening Report Montenegro* (EU: 2013), available at http://ec.europa.eu/enlargement/pdf/ montenegro/screening\_reports/ screening\_report\_montenegro\_ch27.pdf.

Third ECIS Disaster Risk Reduction Community of Practice Workshop, Ulcinj Capacity Assessment Report (ECIS: 2012). Available at www.me.undp.org/content/dam/ montenegro/docs/projectdocs /ee/DRR%20CoP\_%20Assessment%20Report\_Ulcinj.pdf.

Grigoryan Armen, Becchi Geraldine, Santos Vanda, *Disaster Risk Reduction Capacity Assessment Report for Montenegro* (UNDP: 2011), www.gripweb.org/gripweb/ sites/default/files/Montenegro%20DRR%20Cap%20Ass%20Report.pdf.

UNISDIR, World Bank and others The Structure, Role and Mandate of Civil Protection in Disaster Risk Reduction for South Eastern Europe. (UNISDR, 2008), available at http://www.unisdr.org/files/ 9346\_Europe.pdf.

World Meteorological Organisation, “6. Chapter Six: Meteorological, Hydrological And Climate Services To Support Disaster Risk Reduction And Early Warning Systems In Montenegro” in Strengthening Multi-Hazard Early Warning Systems and Risk Assessment in the Western Balkans and Turkey: Assessment of Capacities, Gaps and Needs, (WMO: 2011), available at [www.wmo.int/pages/prog/drr/projects/SEE/documents/SEEPhase%20I%20-%20MontenegroReport.pdf](http://www.wmo.int/pages/prog/drr/projects/SEE/documents/SEEPhase%20I%20-%20MontenegroReport.pdf).

1. The European Commission’ EU Civil Protection Mechanism, available at http://ec.europa.eu/ echo/news/eu-civil-protection-mechanism-welcomes-montenegro-future-member\_en. [↑](#footnote-ref-1)
2. However, Dr. Petar Miljanić has conducted the first systematic measuring in Montenegro on 1 September 1882 in Podgorica. The measuring included basic climate elements, atmospheric temperature, precipitation, and humidity, atmospheric pressure and wind direction. [↑](#footnote-ref-2)
3. For details see http://www.britannica.com/EBchecked/topic/1251949/history-of-Montenegro. [↑](#footnote-ref-3)
4. Montenegro has a population of 620,145 people. The country, with a total area 13,812 km2, is divided into 23 municipalities. The capital city Podgorica, which has a population of 185,937 and the city of Niksic, with a population of 72,443, account for almost one third of the total national population. Populations of municipalities are small and the average is under 10,000 people. [↑](#footnote-ref-4)
5. IPA Beneficiary Country Needs Assessment: Montenegro (EU-UNDP, 2011), p. 27. Available at http://www.gripweb.org/gripweb/?q=countries-risk-information/documents-publications/ipa-beneficiary-needs-assessment-montenegro. [↑](#footnote-ref-5)
6. Strategy of National Security of Montenegro, Art. 3.2, www.gov.me/biblioteka/1154096856.doc. [↑](#footnote-ref-6)
7. EU, UNDP, *Natural Disaster Risks and Risk Assessment in South East Europe,* http://www.gripweb.org/gripweb/ sites/default/files/disaster\_risk\_profiles/SEE%20DRR%20Risk%20Assessment%20Report-Final.pdf. [↑](#footnote-ref-7)
8. Ministry of Interior Affairs and Public Administration (2007), *Rulebook on the Methodology for the Development of Threat Assessment Studies of Natural, Technical-technological and Other Disasters.* Available at <http://www.sluzbenilist.me/PrevPropPreuzimanje.aspx?tag=%7B1263BFDF-DD6C-442B-8D06-81C5F33DD0FD%7D>. [↑](#footnote-ref-8)
9. Strategy of National Security of Montenegro, Art. 4.2. [↑](#footnote-ref-9)
10. Ibid, Article 8. [↑](#footnote-ref-10)
11. The Structure, Role and Mandate of Civil Protection in DRR for SEE, (UNISDR, 2008), available at http://www.unisdr.org/files/9346\_Europe.pdf. [↑](#footnote-ref-11)
12. Emergency and civil security Directorate of the Ministry of Interior, 2005, National Strategy for Emergencies. [↑](#footnote-ref-12)
13. Official Gazette of SFRY no. 31/81 with amendments no. 49/82, 29/83, 21/88 and 52/90. [↑](#footnote-ref-13)
14. Damage was also significant in coastal areas of southern Croatia (particularly in the old city of Dubrovnik) and in Southwestern districts of Bosnia-Hercegovina. [↑](#footnote-ref-14)
15. Source: National Strategy of Emergency Situations (2006). [↑](#footnote-ref-15)
16. Seismicity Maps for Montenegro, available at http://www.seismo.co.me/maps/jan2010.htm. [↑](#footnote-ref-16)
17. Rulebook on the Methodology for the Development of Threat Assessment Studies of Natural, Technical-technological and Other Disasters, Article 8. [↑](#footnote-ref-17)
18. Screening report Montenegro, Chapter 27 – Environment and climate change, March 2013. Available at http://ec.europa.eu/enlargement/pdf/montenegro/screening\_reports/screening\_report\_ montenegro\_ch27.pdf (6 December 2015). [↑](#footnote-ref-18)
19. Commission Staff Working Document, *Montenegro 2015 Report.* Available at http://www.ecoi.net/file\_upload/1226\_1447156620\_20151110-report-montenegro.pdf. [↑](#footnote-ref-19)
20. Rulebook on the Methodology for the Development of Threat Assessment Studies of Natural, Technical-technological and Other Disasters, Article 8. [↑](#footnote-ref-20)
21. UNDP, Montenegro, available at http://www.me.undp.org/content/montenegro/en/home.html. [↑](#footnote-ref-21)
22. Strategy of National Security of Montenegro. [↑](#footnote-ref-22)
23. Ibid. [↑](#footnote-ref-23)
24. Ibid. [↑](#footnote-ref-24)
25. Montenegro launches National Platform for DRR, The United Nations Office for Disaster Risk Management, available at http://www.unisdr.org/archive/41405. [↑](#footnote-ref-25)
26. Exert from National Strategy for Emergency Situations, translated from “V.3. MONITORING I EVALUACIJA HAZARDA.” [↑](#footnote-ref-26)
27. Rulebook on the Methodology for the Development of Threat Assessment Studies of Natural, Technical-technological and Other Disasters Article 16. [↑](#footnote-ref-27)
28. Rulebook on the Methodology for the Development of Threat Assessment Studies of Natural, Technical-technological and Other Disasters Article 17. [↑](#footnote-ref-28)
29. From the IHMS web-site http://www.meteo.co.me/. The Institute’s analyses on averages, variability and extremes are available on their website. [↑](#footnote-ref-29)
30. EU, UNDP and WMO, *IPA Beneficiary Country Needs Assessment Montenegro*, 2011, p. 17. [↑](#footnote-ref-30)
31. UNDP, *Disaster Risk Reduction Capacity Assessment Report For Montenegro*, p. 16. [↑](#footnote-ref-31)
32. Ibid, p.15. [↑](#footnote-ref-32)
33. ARGOSis a Decision Support System for crisis and emergency management for incidents with chemi­cal, biological, radiological, and nuclear releases. The current member countries of the ARGOS Consor­tium are (November 2014): Australia, Brazil, Bosnia-Herzegovina, Canada, Denmark, Estonia, Ireland, Lithuania, Macedonia, Montenegro, Norway, Poland, Serbia, and Sweden: http://argosconsortium.org/ members.html. [↑](#footnote-ref-33)
34. Unofficial translation from Chapter “V.4. PREVENTIVNE MJERE,” p. 149. [↑](#footnote-ref-34)
35. Law on Protection and Rescue, Article 41. [↑](#footnote-ref-35)
36. Source: http://drace-project.org/index.php/map/montenegro. [↑](#footnote-ref-36)
37. Vienna declaration is available at http://www.stabilitypact.org/housing/f%20-%20050415\_Vienna%20Declaration.pdf. [↑](#footnote-ref-37)
38. Spatial Plan Status Report p.69. [↑](#footnote-ref-38)
39. Spatial Planning Support Project Revised Work Plan September 2010 – August 2011. [↑](#footnote-ref-39)
40. Unofficial translation from Chapter “V. 6. PRUŽANJE POMOĆI I SPAŠAVANJE,” p. 150. [↑](#footnote-ref-40)
41. Official Gazette of Montenegro 13/07, Rulebook on methodology for the development of protection and rescue plans, http://www.questionnaire.gov.me/Annexes/Annex082.pdf. [↑](#footnote-ref-41)
42. Law on Protection and Rescue, Article 11. Available at www.ifrc.org/docs/IDRL/Laws/Montenegro\_ Law%20on%20Protection%20and%20Rescue.pdf. [↑](#footnote-ref-42)
43. Law on Protection and Rescue Official Gazette of Montenegro 13/07, 2007. [↑](#footnote-ref-43)
44. The numbers are provided by the Directorate for Emergency Situations. [↑](#footnote-ref-44)
45. UNDP, 2010, Montenegro flash floods early recovery support for riverside Berane. [↑](#footnote-ref-45)
46. Law on Protection and Rescue, Article 12. Available at www.ifrc.org/docs/IDRL/Laws/ Montenegro\_Law%20on%20Protection%20and%20Rescue.pdf. [↑](#footnote-ref-46)
47. Ibid, Article 16. [↑](#footnote-ref-47)
48. The Government of Montenegro, *Izvještaj o Stanju Sistema Zaštite i Spašavanja U crnoj gori u 2013 Godini*, p.30. Available at [www.gov.me/ResourceManager/FileDownload.aspx?rId=164029&rType=2](http://www.gov.me/ResourceManager/FileDownload.aspx?rId=164029&rType=2). [↑](#footnote-ref-48)
49. The Structure, Role and Mandate of Civil Protection in DRR for SEE, 2008. [↑](#footnote-ref-49)
50. UNDP, *Disaster Risk Reduction Capacity Assessment Report For Montenegro,* p.17. [↑](#footnote-ref-50)
51. EU, *IPA Beneficiary Country Needs Assessment Montenegro,* p.17. [↑](#footnote-ref-51)
52. Unofficial translation of V. STRATEGIJA ZAŠTITE OD KATASTROFA, p.145. [↑](#footnote-ref-52)
53. Defined as “a qualitative and quantitative analysis of data on the possible hazards of the occurrence of natural disasters” “with predictions of their possible future course and consequences, the proposal of the level of protection against risk and proposal of preventive and other measures for protection and rescue.” [↑](#footnote-ref-53)
54. Rulebook on the Methodology for the Development of Threat Assessment Studies of Natural, Technical-technological and Other Disasters, Article 3. [↑](#footnote-ref-54)
55. The Government of Montenegro, *Oпшти Pлан Заштите од Штетног Дејства Вода, за Воде од Значаја за Црну Гору, за Период од 2010. до 2016. Године.* Available at http://faolex.fao.org/docs/ pdf/mne139429.pdf. [↑](#footnote-ref-55)
56. WMO, “Chapter Six: Meteorological, Hydrological and Climate Services to Support Disaster Risk Reduction and Early Warning Systems in Montenegro” in *Strengthening Multi-Hazard Early Warning Systems and Risk Assessment in the Western Balkans and Turkey: Assessment of Capacities, Gaps and Needs*, p.141.Available at www.wmo.int/pages/prog/drr/projects/SEE/documents/SEEPhase%20I%20-%20MontenegroReport.pdf. [↑](#footnote-ref-56)
57. Law on Protection and Rescue, Article 66. [↑](#footnote-ref-57)
58. Ibid, Article 37. [↑](#footnote-ref-58)
59. The Structure, Role and Mandate of Civil Protection in Disaster Risk Reduction for South Eastern Europe. South Eastern Europe Disaster Risk Mitigation and Adaptation Programme, World Bank and the United Nations International Strategy for Disaster Reduction Secretariat (UNISDR), available at http://www.unisdr.org/files/9346\_Europe.pdf. [↑](#footnote-ref-59)
60. Unofficial translation from *Nacionalna Strategija za Vanredne Situacije,* p. 112. Available at http://www.mup.gov.me/biblioteka/direktorat\_VS/strategije. [↑](#footnote-ref-60)
61. For the purposes of this study the rank of Montenegro’s administrative units is presented within the hierarchy of “Directorate” that consists of several “divisions”, each of which includes several “departments”, while they are organised in sectors or sections. [↑](#footnote-ref-61)
62. Website of DES, http://www.mup.gov.me/rubrike/vanredne-situacije/nadleznosti. [↑](#footnote-ref-62)
63. Ibid. [↑](#footnote-ref-63)
64. “Montenegro: Institutional Framework,” *see.KMS*: Building Resilience to Disasters in the Western Balkans and Turkey. Available at http://seekms.dppi.info/countries/general-info-montenegrian/legal-institutional-framework/institutional-framework. [↑](#footnote-ref-64)
65. Ibid. [↑](#footnote-ref-65)
66. Website of DES, http://www.mup.gov.me/rubrike/vanredne-situacije/nadleznosti. [↑](#footnote-ref-66)
67. “Montenegro: Institutional Framework,” *see.KMS*: Building Resilience to Disasters. [↑](#footnote-ref-67)
68. Ibid. [↑](#footnote-ref-68)
69. Ibid. [↑](#footnote-ref-69)
70. Ibid. [↑](#footnote-ref-70)
71. Website of DES, http://www.mup.gov.me/rubrike/vanredne-situacije/nadleznosti. [↑](#footnote-ref-71)
72. Law on Protection and Rescue, Art. 14. [↑](#footnote-ref-72)
73. Source: http://www.meteo.co.me/misc.php?text=about [↑](#footnote-ref-73)
74. EU, *IPA Beneficiary Country Needs Assessment Montenegro,* p.12. [↑](#footnote-ref-74)
75. Hydrometeorological and Seismological Service of Montenegro’s website at www.seismo.co.me/Staff.htm. [↑](#footnote-ref-75)
76. Ibid. [↑](#footnote-ref-76)
77. National Security Strategy, Art. 5. [↑](#footnote-ref-77)
78. Source: http://drace-project.org/index.php/map/montenegro. [↑](#footnote-ref-78)
79. Source: http://www.share-eu.org/. [↑](#footnote-ref-79)
80. EU, *IPA Beneficiary Country Needs Assessment Montenegro,* p. 26. [↑](#footnote-ref-80)
81. The Structure, Role and Mandate of Civil Protection in DRR for SEE, 2008. [↑](#footnote-ref-81)
82. International organisations also contribute to the strengthening of DRR through the UN’s Regional Disaster Risk Reduction Overview Course, UNDP projects such as the Spatial Planning Support Project, or the German Gessellschaft für Technische Zusammenarbeit and World Bank Land Administration and Management Project. [↑](#footnote-ref-82)
83. Izvještaj o stanju sistema zaštite i spašavanja u Crnoj Gori u 2013 godini. [↑](#footnote-ref-83)
84. The Ministry of Interior, *Rulebook on Methodology for the Development of Protection and Rescue Plans.* Available at <http://www.sluzbenilist.me/PrevPropPreuzimanje.aspx?tag=%7B4C4F661B-C938-4F93-9C8B-23ABC5D1FC6F%7D>. [↑](#footnote-ref-84)
85. Cross-referenced from Disaster Risk Reduction Capacity Assessment ReportFor Montenegro, (UNDP: April 2011) and the United Nations Office for Coordination of Humanitarian Affairs (UNOCHA) mission report to Montenegro in November 2010. [↑](#footnote-ref-85)
86. Directive 2007/60/EC of the European Parliament and of the Council of 23 October 2007 on the assessment and management of flood risks, available at <http://www.eu.me/en/library/category/217-water-quality?download=1163:floods-directive>. [↑](#footnote-ref-86)
87. Improving the System is one of Montenegro’s development priorities; however no fixed budget is allocated and progress is highly dependent on external funding. A major stride was the implementation of the large-scale fire detection system FIREWATCH by the DES in collaboration with German partners. Considerable progress towards establishing real-time data exchange for hydro-meteorological, seismic and fire hazards at national and cross-border level was made with help of WMO following catastrophes such as the earthquakes and floods at the end of the last decade. Currently, the DES is working to expand early warning systems and data exchange to a broader range of natural hazards (EU-UNDP, 2011). [↑](#footnote-ref-87)
88. Pravilnik o Unutrašnjoj Organizaciji i Sistematizaciji Ministarstva Unutrašnjih Poslova, Art. 3.3.2. [↑](#footnote-ref-88)
89. EU, *IPA Beneficiary Country Needs Assessment Montenegro,* p. 21. [↑](#footnote-ref-89)
90. Report of Montenegro Ministry of Internal Affairs, Report of Montenegro to the United Nations’ World Conference on Disasters Reduction (WCDR, Kobe-Hyogo, Japan, 2005). [↑](#footnote-ref-90)
91. www.euromedcp.eu/en/countries/montenegro/724-awareness-campaign-under-the-slogan-starts-in-montenegro.html. [↑](#footnote-ref-91)
92. Report of Montenegro Ministry of Internal Affairs, Report of Montenegro to the United Nations’ World Conference on Disasters Reduction (WCDR, Kobe-Hyogo, Japan, 2005). [↑](#footnote-ref-92)
93. Downloaded from: http://www.ujn.gov.me/en/novi-zakon-o-javnim-nabavkama-crne-gore/. [↑](#footnote-ref-93)
94. From the web site of the Public Procurement Administration of Montenegro http://www.ujn.gov.me/en/nadleznosti/. [↑](#footnote-ref-94)
95. Source: http://www.ujn.gov.me/en/elektronski-registar-licenci/. [↑](#footnote-ref-95)