

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

**PORTUGAL**  
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.

This report was revised at the end of 2015, reviewed internally by ECORYS and amended according to reviewer's comments and recommendations upon the decision of the author/s.

# Overview

In Portugal, civil protection is an activity developed by the Government, the autonomous regions, local authorities, the citizens and all the public entities which main goals are to avoid accidents or disasters and protect and rescue people.

Civil protection activity is permanent, multidisciplinary and multisector, fitting to all agencies and departments of the Public Administration to promote the necessary conditions for its implementation in a decentralized manner, without prejudice to mutual support between organizations and the same level entities or through higher levels.

The National System of Civil Protection (Sistema Nacional de Protecção Civil, SNPC) was created in 1975, and the structure and the duties were established under the Decreto-Lei 510/80 (Decree-Law 510/80) on October 25, 1975.

The civil protection structure is organised at the national, regional and municipal levels.

In 2005 the Government decided to create a new firefighters department specialized in fighting forest fires. Two years later, in 2007, the Special Force Canarinhos Fire was created under the Artigo 19º do Decreto-Lei n.º 247/2007 (Article 19 of Decree-Law No. 247) of 27 June 2007. The Special Force Canarinhos Fire (Força Especial de Bombeiros Canarinhos, FEBC) is a particular branch of civil protection, organized and integrated into the operation device of the National Civil Protection Authority.

***National crisis management & disaster response concept:***

The entire civil protection system integrates the National Authority for Civil Protection (ANPC), the Regional Services for Civil Protection in the Azores and Madeira (SRPC), the District Commands for Relief Operations (CDOS, one in each district) and the Municipal Civil Protection Services (SMPC, one in each municipality).

The heads of the administrative civil protection units (district commanders) are nominated by the National Authority for Civil Protection.

The responsibility for the civil protection policy lies with the Government, which shall introduce, in the respective programme, the main orientations to be adapted or proposed in this field of intervention. The Prime Minister and the Ministry of the Interior are therefore responsible for directing the civil protection policy at national level.

At regional/district level, there are District Civil Protection Commissions (responsible for the political coordination and policy advice to the civil governor) and District Coordination Centres (operational coordination).

In each district there is also a District Command for Relief Operations, a branch of the Portuguese Civil Protection Authority. In the autonomous regions of the Azores and Madeira there are Regional Civil Protection Services, depending on the regional government.

The civil governors of each of the 18 districts in the mainland and the presidents of the Azores and Madeira autonomous regions, in the exercise of their function as the responsible entity for the civil protection policy in each district, are responsible for activating, during the occurrence of a serious accident or catastrophe, the adequate civil protection actions aimed at prevention, aid, assistance and rehabilitation for each case.

At local level, there are Local Civil Protection Services depending on the mayor. Political and operational coordination is assured by the municipal civil protection organisations. The mayor, in the exercise of his functions as the responsible entity of the civil protection policy in the municipality, is responsible for activating, during the occurrence of a serious accident or catastrophe, the adequate civil protection actions aimed at prevention, aid, assistance and rehabilitation for each case.

Soon after a major disaster cannot be solved either by the means assigned to the municipality or to the district, where the disaster takes place, the ANPC activates the National Coordination Centre to coordinate and control the relief operations and logistics support at national level.

A National Command for Relief Operations operates 24 hours a day in the ANPC to control and manage the current situation.

Inter-ministerial coordination is integrated by the National Civil Protection Commission (CNPC), an advisory board that assures coordination between different ministries and organisations and provides policy advice to the Government.

Inter-agency coordination is ensured by the National Coordination Centre (CCON). CCON is the coordination body of the Integrated System for Relief and Protection Operations (SIOPS). SIOPS is a set of rules and procedures, which guarantee that civil protection agents act, at the operational level, in a coordinated way and under a unique command.

Operational organisations act under civil protection command according to the rules of the SIOPS. Decisions are made by the National Coordination Centre.

According to the nature of the disaster, specific organisations may be called to act under civil protection authority (e.g. the Water Institute, the Forest Services, etc.).

In terms of civil protection, Portugal has bilateral agreements with Cape Verde, France, Morocco, Russia and Spain.

***Key stakeholders:*** ANPC, CCON, CDOS, FEB, SIOPS, SMPC, SNPC, SRPC.

On the one hand, as volunteers, the Portuguese Red Cross exercises, in cooperation with the additional agencies and in harmony with its proper statutes, civil protection functions in the domains of intervention, support, aid, sanitary and social assistance and Humanitarian associations of voluntary fire-fighters are the main organisations.

On the other hand the National Association of Portuguese Municipalities, the National Fire School and the Portuguese Fire League are the main private actors.

***Niche crisis management capabilities of interest to the EU and other MSs:***

SIRESP: Sistema Integrado das Redes de Emergência e Segurança de Portugal (<http://siresp.com/>) security and emergency network of Portugal.

SIOPS - Integrated System for Relief and Protection Operations

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## List of Abbreviations

| Abbreviation / acronym | Description |
| --- | --- |
| ANPC | National Civil Protection Authority |
| APC's | Civil Protection Agents |
| BSG | Budget Support Group |
| CCO | Operational Coordination Centres |
| CCOD | District Operative Coordination Centres |
| CCON | National Coordination Centre |
| CDOS | District Command for Relief Operations |
| CIIMAR | Interdisciplinary Centre of Marine Environmental Research |
| CNOS | National Command for Relief Operations |
| CNPC | National Commission for Civil Protection |
| CNPCE | National Council for Civil Emergency Planning |
| DNB | National Fire Department |
| DRR | Disaster Risk Reduction |
| EAPS | Psychosocial Support Teams |
| EAUF | Analysis and Use of Fire Team |
| EUSF | The EU Solidarity Fund |
| EBH | The Environmental Biology and Health |
| EFB | The Ecology and Functional Biodiversity |
| ENB | National School of Fire |
| ERAS | Recognition and Situation Assessment Team |
| ETIC | Imaging Technique School of Image and Communication |
| EUSF | EU Solidarity Fund |
| FEBC | Special Force Fire Canarinhos |
| FTS | Financial Tracking System |
| GHD | Good Humanitarian Donorship |
| IARCC | International Association of Risk and Crisis Communication |
| IES | The Integrated Environmental System |
| INAG | The Water Institute |
| INEM | National Institute of Medical Emergency |
| IPAD | Portuguese Institute to Support the Development |
| MER | The Marine Ecosystems and Resources |
| NATO | North Atlantic Treaty Organization |
| NSRF | National Strategic Reference Framework |
| NSS | Security Centre and Health |
| OCHA | Office for the Coordination of Humanitarian Affairs |
| OECD | Organisation for Economic Co-operation and Development |
| OTE | operators of emergency telecommunications |
| PDNAs | Post-Disaster Needs Assessments |
| PNEPC | National Civil Protection Emergency Plan |
| PONSE | National Plan of Operations of the Serra da Estrela |
| REPC | Strategic Network of Civil Protection |
| RS | Recovery-Savers group |
| SFDRR | Sendai Framework for Disaster Risk Reduction |
| SGO | Operations Management System |
| SIOPS | Response the Integrated System of Protection and Rescue Operations |
| SMPC | Municipal Civil Protection Services |
| SNGC | National System of Crisis Management |
| SRFF | Standby Recovery Financing Facility |
| SF | Structural Funds |
| SUDOE | Southwest European |
| UAV | Unit Support of Volunteers |

# Policy

## Risk Assessment

Portugal is vulnerable to various types of natural risks. The erosion of the Portuguese coastline has worsened over the last century, placing people and properties at risk, as well as natural heritage. In the centre and north of the country, the main areas at risk of coastal erosion are located between the mouth of the River Douro and Nazaré, the Espinho-Ovar and Aveiro–Areão stretches standing out in particular, as well as that from Caminha to the mouth of the Douro. In the south of the country, of note is the stretch between Vilamoura and the mouth of the River Guadiana, where the cliffs have receded and sea breaches have been verified.

Around the 35% of continental Portugal is at risk of desertification. The most susceptible areas are located in the Alentejo, the Algarve coast, Vale do Douro, Trás-os-Montes and the Raia area in Beira Baixa.

Flooding also constitutes a natural risk deserving of attention.

Drought situations are frequent in continental Portugal, temporary natural phenomena that are distinguished from other catastrophes as they occur more imperceptibly, their advance is verified more slowly, they last for longer periods of time, can extend over far larger surface areas and recovery from them is much slower, at times causing significant socioeconomic impacts, particularly on agriculture and cattle farming and, also, on energy production.

Wildfires represent the greatest risk to Portugal’s forests and they have led to a high number of personal accidents and significant economic losses. The area affected by wildfires in Portugal every year has been larger than the forest area and this has been an important contributing factor to desertification.

Portugal, in the context of plate tectonics, is located between the Eurasian and African plates. The great historical earthquakes had their epicentres located in the crash Azores-Gibraltar with an approximate magnitude of 8.75. Tsunamis are produced as a consequence of earthquakes. The greatest tsunami registered was produced by the Azores-Gibraltar earthquake and it had a height of 15 meters.

In other words, in Portugal, key risk areas of concern are; Floods, forest fires, tsunamis, earthquakes (the Azores are subject to severe earthquakes), heat waves and storms.

The resolution of the Council Cabinet 87/2013 of 11 December published the approval of the National Civil Protection Emergency Plan (PNEPC). This Plan is a support to the civil protection operations instrument in case of imminence or occurrence of a major accident or disaster in continental Portugal, with a view to enabling the drive direction of the actions to develop the technical and operational coordination of the means to commit and the adequacy of exceptional measures to be adopted.

The PNEPC was created in order to control a series of natural or technological risks that can take place in continental Portugal such as adverse weather conditions, hydrological and geological risks, transport accidents, industrial activity and urban areas and fires in rural or forest areas.

The PNEPC can guarantee all the conditions for improving the efficiency and effectiveness of the civil protection agents and services and contributes to increase the resilience in every phase of the emergency cycle.

The emergency plans are made depending on the guideline issued by the National Commission for Civil Protection (CNPC), in particular:

* Hazards classification.
* Precautionary measures that must to be taken.
* Identifying the ways and resources deployed in a disaster situation.
* The operative structure that must guarantee how to take a permanent control of the situation.
* The definition of the responsibilities that involve the public or private organisations and structures with experience in the civil protection area.

In function of the specific surface, the emergency plans could be national, regional, district or municipal and depending on its purpose they could be general or specific emergency plans.

The most important disasters in Portugal in the last 25 years are listed below:

|  |  |
| --- | --- |
| Year | Disasters |
| 2010 | Floods, Madeira, 42 deaths, 100 injured, disruption of water supply systems |
| 2006 | Extreme temperature, 41 dead |
| 2005 | Wildfire, 15 dead |
| 2004 | Wildfire, 2 dead |
| 2003 | Wildfire, 14 dead |
| 2003 | Extreme temperatures, 2696 dead in August, 41 dead in July |
| 2001 | Floods, 6 dead |
| 2000 | Storm, 4 dead |
| 1998 | Earthquake in Azores, 8 dead, 110 injured, 1600 homeless, 500 destroyed houses, damage estimated at EUR 60 million |
| 1997 | Floods and mudslides in the Azores; 29 dead, 60 homeless, damage estimated at EUR 15 million |
| 1997 | Floods in Lisbon, Algarve and Alentejo; 11 dead, 44 injured, 300 homeless, 95 collapsed/destroyed buildings, destruction of agriculture assets and crops |
| 1995-1996 | Floods in the districts of Porto, Aveiro, Coimbra, Viseu, Satarém and Lisbon; 12 dead, 1,340 homeless; damage estimated at EUR 80 million |
| 1995 | Forest fires in the north/central region, 170,000 hectares destroyed |
| 1992 | Aircraft crash at Faro Airport; 58 dead, 238 injured |
| 1991 | Forest fires north of Tejo, 182,000 hectares destroyed |
| 1991 | Aircraft crash at Funchal; 86 injured |
| 1991 | Aircraft crash at Funchal airport; 6 dead |
| 1990 | Forest fires north of Tejo, 137,000 hectares destroyed |
| 1990 | Oil slick from the Cypriot tanker Ogennitor in the harbour of Sines, 500 km² polluted by oil |

Table 8: Major disasters in Portugal[[1]](#footnote-1)

## Policy and Governance

The National Strategic Reference Framework (NSRF) describes in a specific section how important the prevention, management and monitoring of natural risks are. Portugal’s vulnerability to diverse types of natural risks, with particular mention for coastal erosion, whose worsening represents a very worrying situation, placing both people and property at risk and natural heritage, is one of the intervention priorities in this field. Desertification, which affects a considerable percentage of the continental territory, as well as flooding, also constitute natural risks that deserve attention within the framework of the programming of the structural interventions. Also a priority for this type of intervention is the prevention of wildfires and the risks to public health.

Furthermore, it should be stressed that the existence of a comprehensive and integrated system of prevention, warning and management of natural and technological risks and the repair of the damage associated with them constitutes one of the essential aspects of territorial enhancement and a priority for territorial planning and sustainable development policy.

The Civil Protection structure is organized in four levels:

* National
* Regional
* District
* Municipal

The conduct of civil protection policy is the responsibility of Government, which, in the respective program, must create the main guidelines to adapt or to propose that domain. The Prime Minister is the manager of civil protection policy.

The responsible for civil protection of the government, in co-operation with the District Operational Commander and the civil protection agents must resolve any problem in a serious accident or catastrophe case. They should know how to act in every different situation such as:

* Civil protection prevention
* Rescue, assistance of people and appropriate rehabilitation of buildings or historical monuments.

The mayor of the town hall is the responsible for activating the civil protection policies in the imminence or occurrence of a major accident or disaster, civil protection prevention, rescuing and assisting people and the appropriate recovery in each case.

### Strategy scope and focus

The civil protection task is to prevent collective risks and the occurrence of serious accidents or resulting disasters; to attenuate collective risks and to limit their effect; to rescue and to assist people and other living beings in danger; to protect cultural and environmental assets and other assets of high public interest; and to support the reestablishment of normality in the life of people living in the areas affected by serious accidents or disasters.

The CNPC is chaired by Minister for Internal Affairs and is composed of:

* Delegates of Justice, Environment, Economy, Agriculture and Forestry, Transport, Communication, Social Security, Health and Scientific Research Ministries;
* The President of the National Authority of Civil Protection;
* Fire Portuguese league and the National Association of Professional Firefighters.

Representatives of the Armed Forces, the National Republican Guard, Public Security Police, the National Council for Civil Emergency Planning, the Office of Security, the Maritime Authority, the Aeronautical Authority and the national Institute of Medical Emergency also participate in this committee.

Emergency plans are approved by the CNPC, according to the advice issued by the National Civil Protection Authority (ANPC).

Civil protection planning is performed according to the guidelines laid down in Regulation 25/2008. This Regulation defines that emergency plans at national, regional, district and municipality levels are mandatory. These plans follow an all-hazard approach.

By ensuring the necessary activities and means of prevention, warning and risk management and the repair of the damage associated with them, this system contributes to increasing the safety indices, thereby constituting a factor for economic and social development and cohesion with clearly positive effects in terms of competitiveness and quality of life.

The central functions of the system are to increase the country’s ability to prevent and manage risks, centred generally on the following objectives:

* To guarantee the conditions, means and resources necessary and adequate for the centralized and permanent treatment of data and information relevant for the identification, evaluation, prevention, warning, management and correction of the diverse situations of vulnerability and risk;
* To ensure the conditions for the centralized and integrated programming and planning of the means and actions of prevention, warning, risk management and repair of associated damage;
* To make the rational and coordinated use of means, equipment and resources viable, ensuring the capacity to respond rapidly, efficiently and effectively, coherently and in integrated fashion and with recourse to innovative and technological means;
* To create conditions for the adequate protection of facilities of structural importance in situations of natural or technological risk;
* To promote the inter-communication and inter-operability of public and private means and entities involved in the prevention, warning, risk management and repair of associated damage, orienting their respective participation according to the speed and quality of reaction to risk situations;
* To valorise and include the adequate participation of civil society, bolstering its respective involvement from the perspective of a permanent approach to risk prevention and minimization of its respective effects.

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

In Portugal, the Centre for Environmental and Marine Studies from the University of Aveiro is dedicated to R&D actions and also has a series of thematic lines such as:

* Marine Ecosystems and Resources;
* Environmental Biology and Health;
* Ecology and Functional Biodiversity;
* Integrated Environmental Systems.

Global warming may have severe consequences on the lives of people and it is very important to take care of the marine ecosystem to avoid and prevent severe risks. The Marine Ecosystems and Resources (MER) thematic line focuses on sustainable challenges in fisheries, aquaculture, and bio prospection and energy resources.

MER thematic line is based on multidisciplinary research, monitoring, advice, training, dissemination and outreach to underpin integrated assessment, management and governance of coast and ocean systems, deliver food security, preserve biodiversity, and maintain ecosystem services. It supports implementation of the European Water, Habitats and Marine Strategy Framework Directives and the revised Common Fisheries Policy in Portugal, promoting sustainable regional development. Its main objectives are:

* Technology for coastal and ocean observation: It develops environmental observation and information systems actions. It owns innovative coast and ocean observations systems for acquisition of chemical, geological, oceanographic, biological and ecological data.
* Training, dissemination and outreach: Improving societal awareness and skills; providing knowledge and tools for effective decision making and public engagement in the protection and sustainable use of marine resources; promoting synergies between academia and industry; developing advanced training. [[2]](#footnote-2)

The Environmental Biology and Health (EBH) thematic line emerges from the need to give a special attention to the link between ecosystems and human well-being, which is seen as the main target of managing the socio-economic systems. The EBH centres its activity in environmental sustainability; the development of biological indicators that contribute the development of environmental instruments; human health risk assessment identifying some of the contaminants and pathogens that have emerged in recent years and anticipate situations that endanger human health; ecosystem services and human well-being, improving the knowledge of ecosystems and their services. Its main objectives are:

* *To provide ecological risk assessment, by evaluating the probabilities and magnitudes of harm that might come from environmental contaminants, including emergent contaminants of concern, and emergent pathogens;*
* *To access the flows and benefits driven from ecosystem services at present and in possible future scenarios, regarding social, economic and environmental issues as inseparable and interdependent components of human progress and human well-being;*
* *To support new risk assessment guidelines foreseeing environmental and public health protection;*
* *To promote technical and advance training courses;*
* *To promote outreach activities, including disseminating to students from schools, encouraging and motivating them to pursue careers in science; To engage citizens enhancing academics-stakeholders interactions; To strengthen international cooperation, namely with Portuguese speaking countries;* [[3]](#footnote-3)

The Ecology and Functional Biodiversity (EFB) thematic line generates innovative solutions to the growing challenges associated with the environmental conservation, protection and sustainable use of terrestrial, freshwater and marine ecosystems.

The Integrated Environmental System (IES) thematic line aims to contribute to innovative products, services, models and processes that can benefit the environment by preventing and reducing present and future anthropogenic pressures on natural resources. Regarding risk and climate change adaptation, Portugal is the more vulnerable European country, according to all known studies and scenarios. The main risks include natural and anthropogenic phenomena, such as emission and transport of emerging pollutants, desertification, soil erosion, salinization of soils and decline organic matter, coastal erosion, floods, landslides, droughts, wildfires and hazards. Taking into account the existing strategic and operational instruments, as well as the identified needs, IES research will aim at increasing the knowledge about the risks affecting the country, through assessment of vulnerabilities, monitoring and modelling, and at contributing to national, regional and local policies on risk management, through planning from a perspective of resilience and adaptation. [[4]](#footnote-4)

On the other hand, the Interdisciplinary Centre of Marine Environmental Research (CIIMAR) also is a research and advanced training institution hosted by the University of Porto. Its mission is to develop exceptional-quality research, promote technological development and support public policies in the area of Marine and Environmental Sciences. CIIMAR is focused in three research line that may be represented in figure 1:

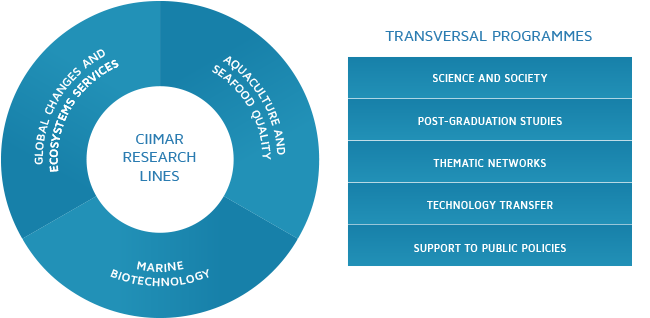


Figure 8: Research lines and transversal programmes of CIIMAR[[5]](#footnote-5)

*One of the main areas of research is the Global Changes and Ecosystems Services. More than one third of the world´s population lives in coastal areas and depends on the resources and services provided by the aquatic ecosystems. The objective of this Thematic Line is to contribute to develop basic knowledge and tools to support the protection and management of marine, estuarine and freshwater ecosystems and inter-related compartments for the sustainable exploitation of their resources, fostering at the same time the emergence and production of valuable goods and services. It is organized into 15 Research Groups that develop work on the following areas: Establishment of an ocean observatory system that will improve the detection of physical changes in the ocean and improve the accuracy of future predictions and early warning systems, expanding risk assessment capabilities and the development of tools and strategies to address global climate change issues; Unravelling marine biodiversity, ecosystem function and management; biogeochemical cycles; Environmental risk assessment; Sustainable exploitation of fisheries; Human impact in coastal, open and deep sea ecosystems; Mechanisms of toxicity of natural elements and man-made chemicals; Combined effects of multiple stressors such as natural and anthropogenic priority and emergent chemicals, ocean acidification and hypoxia.* [[6]](#footnote-6)

The Instituto Dom Luiz (Don Luiz Institute, DLI) has a series of research groups such as:

* Climatology and Climate Change which main objectives are:
  + To develop statistical models and predictability studies at the monthly-seasonal range in the Atlantic-European region;
  + To evaluate different types of weather driven natural hazards: floods, droughts, landslides and heat waves;
  + To assess the impact of volcanoes, solar storms and variability on the Earth’s magnetic field and climate.
* Coastal hazard and Warning Systems: Costal Hazards are an important topic of research in the DLI, due to the impact of the large tsunamis in the southern Portuguese coasts and to the vulnerability of a major part of the territory to coastal hazards. This research group has a series of objectives:
  + To establish the scientific basis for tsunami warning and mitigation;
  + To develop innovative observational methods to quantify beach changes at different spatial and temporal scales;
  + To develop strong cooperation with end users, namely civil protection, coastal management authorities, local authorities and other entities involved in coastal planning and management;
* Seismic and Volcanic Hazards: The researches of this group are focused in the Azores archipelago and other Macaronesian volcanic archipelagos such as Madeira, Cape Verde and Canary Islands located in oceanic intraplate domain. The main objectives are:
  + To constrain the seism genic potential of active faults in the study regions and characterize their seismic cycle using modern techniques in Active Tectonics and Paleo seismology, for providing a complementary earthquake data set to complete the historical and instrumental earthquake catalogues using the geological information;
  + To search for evidences of past and of potential or nucleating collapses of volcanic edifices, as potential sources for major tsunamis, and search for evidences of correlative tsunamis and their characterization;
  + to predict ground motions due to strong earthquakes and the potential damage on built structures;

### Policy for Prevention

In 2005 Portugal subscribed to the Hyogo Framework for Action and has taken concrete steps to integrate and streamline Disaster Risk Reduction (DRR) into national development strategies and legislation, recognizing the importance of DDR for the promotion of sustainable economic growth and progress.

The establishment of the Portuguese National Platform for Disaster Risk Reduction, in May 2010, was a key issue towards better coordination of prevention, preparedness, and response activities.

Paying attention to the Hyogo Framework for Action there are some rules named:

* *Each State has the primary responsibility to prevent and reduce disaster risk, including through international, regional, sub regional, transboundary and bilateral cooperation.*
* *Disaster risk reduction requires that responsibilities have to be shared by central Governments and relevant national authorities, sectors and stakeholders, as appropriate to their national circumstances and systems of governance;*
* *Disaster risk reduction requires an all-of-society engagement and partnership. It also requires empowerment and inclusive, accessible and non-discriminatory participation, paying special attention to people disproportionately affected by disasters, especially the poorest. A gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted. In this context, special attention should be paid to the improvement of organized voluntary work of citizens;*
* *While the enabling, guiding and coordinating role of national and federal State Governments remain essential, it is necessary to empower local authorities and* local *communities to reduce disaster risk, including through resources, incentives and decision-making responsibilities, as appropriate;*
* *Disaster risk reduction requires a multi-hazard approach and inclusive risk-informed decision-making based on the open exchange and dissemination of disaggregated data, including by sex, age and disability, as well as on easily accessible, up-to-date, comprehensible, science-based, non-sensitive risk information, complemented by traditional knowledge;*
* *While the drivers of disaster risk may be local, national, regional or global in scope, disaster risks have local and specific characteristics that must be understood for the determination of measures to reduce disaster risk;* [[7]](#footnote-7)

In Portugal another policy to reduce disaster risks is the improvement of the critical infrastructures. Critical infrastructures have been increasing exponentially because they play key roles for the economy and security of the countries, particularly the most developed. Their prolonged downtime may cause tremendous losses to the economy due to the shutdown of the strategic activities and may jeopardize the response capacity of States.

The protection of critical infrastructures won legal support in Portugal when, on May 9, 2011, the Decree-Law 62/2011 was published. The Decree-law establishes the procedures for the identification and protection of critical infrastructures for health, safety and well-being of society in energy and transport in case of natural disaster or catastrophe, according to Directive No. 2008/114 /CE of the Council of 8 December.

The protection of critical infrastructures began in 2004, simultaneously with the first initiatives in the European Union with a view to build a strategy and an action plan for protecting and increasing the resilience of critical infrastructures.

### Policy for Preparedness

Paying attention to the section 1.2.3, in May 2010, Portugal established the Portuguese National Platform for Disaster Risk reduction, aimed to have a better coordination of prevention, preparedness and response activities.

Government also has to emphasize the importance of disaster preparedness and building back better after a disaster strikes. Good preparedness involves all groups of society male or female, old and young.

Portugal also follows a series of common tips to be prepared in a risk situation or catastrophe according to the Sendai Framework for Disaster Risk Reduction (SFDRR).

The steady growth of disaster risk, including the increase of people and assets exposure, combined with the lessons learned from past disasters, indicates the need to further strengthen disaster preparedness for response, take action in anticipation of events, integrate disaster risk reduction in response preparedness and ensure that capacities are in place for effective response and recovery at all levels.

### Policy for Response

As a policy for response the Integrated System of Protection and Rescue Operations (SIOPS) is the set of structures, standards and procedures which ensure that all the civil protection agents and the entities with special duty of cooperation operate, at operational level, articulately under one command without prejudice to the respective hierarchical and functional dependence. The SIOPS is regulated in specific legislation.

SIOPS aims to respond to situations of imminent or serious accident or disaster.

According to the Article 26 in the Decree 134/2006 on July 25, 2006 SIOPS must provide an operational response device with permanent intervention teams intended for priority intervention in relief missions.

SIOPS Institutional coordination is assured at the national and district levels by the so called Operational Coordination Centres (Portuguese acronym CCO). The CCO is integrated by representatives from the entities which intervention is justified in accordance with each concrete occurrence.

CCO’s are responsible for the management of the operational participation of each force or service in the rescue operations.

The CCO main objectives are:

* To ensure coordination of resources and logistical support for relief operations and to provide assistance in emergency cases;
* To collect relevant strategic information for protection and rescue missions;
* To inform continuously the political authority of all relevant facts that could lead to bottlenecks in operational responses in emergency cases;
* To guarantee the management and monitoring of every case of emergency and to guarantee an appropriate response under the Integrated System of Protection and Rescue Operations.

### Policy for Relief and Recovery

In Portugal, in each district, there is also a District Command for Relief Operations, a branch of the Portuguese Civil Protection Authority. In the autonomous regions of the Azores and Madeira there are Regional Civil Protection Services, depending on the regional government.

Soon after a major disaster cannot be solved either by the means assigned to the municipality or to the district, where the disaster takes place, the ANPC activates the National Coordination Centre to coordinate and control the relief operations and logistics support at national level.

A National Command for Relief Operations operates 24 hours a day in the ANPC to control and manage the current situation.

Inter-agency coordination is ensured by the National Coordination Centre (CCON). CCON is the coordination body of the SIOPS - a set of rules and procedures, which guarantee that civil protection agents act, at the operational level, in a coordinated way and under a unique command.

The ANPC shall perform the following tasks within the area of protection and relief operations:

* To guarantee the organic and territorial continuity of the relief operation command system;
* To monitor all protection and relief operations at local and autonomous regional levels, and to foresee the need for the intervention of means at district or national level;
* To plan and guarantee the use, under the law, of private or public means available to deal with situations of serious accidents or disasters;
* To ensure the horizontal coordination of all civil protection actors and other structures and public services playing a protection-and-relief-related role.

In Portugal there is a National Command for Relief Operations, CNOS for short, which is headed by the national operational commander, assisted by the 2nd national operational commander and by three national operation deputies.

The CNOS comprises the planning, operations and information cells, the logistics cell, the air resources cell and the communications cell.

Powers granted to CNOS and to cells referred to in the preceding paragraph are provided for in the scope of the SIOPS, approved by Decree-Law No 134/2006, of 25 July.

At a district level each district shall be provided with a District Command for Relief Operations, CDOS for short, headed by a district operational commander, assisted by the 2nd district operational commander.

By order of the member of the Government in charge of the Internal Administration area, taking into account the needs arising from natural, technological and human activity risks, the CDOS may be joined by a district operation deputy.

Powers granted to CDOS are provided for in the scope of the SIOPS, approved by Decree-Law No 134/2006, of 25 July.

CDOS shall also ensure a permanent operational articulation with the municipal operational commander.

## Financing

Portugal does report its funding decisions to the Office for the Coordination of Humanitarian Affairs (OCHA) Financial Tracking System (FTS). The annual (consolidated) Portuguese humanitarian budget is not transparently available in any form, during the budget year, even within the Portuguese Institute to Support the Development (IPAD), which further hinders accountability and transparency.

### Investing in preparedness

Currently about 15% of Portugal´s aid budget is channelled through IPAD, which prevents IPAD from acting as a single point of financial oversight. Financial transfers take place between Lisbon line ministries and partner countries´ ministries, and thus embassies are not involved in deciding or arranging disbursements.

Portuguese crisis management and civil protection is changing rapidly and this influences the procedures for investing in preparedness. In Portugal, each of the 18 districts combining the efforts of the fire brigade, policy, public health institutions and the National Authority of Civil Protection (ANPC), are mainly responsible for the operational mitigation of a crisis.

The last year the ANPC spent EUR 74.257.786 on combating forest fires which represents a 10.3 percent more than in 2011, according to data from the ANPC.

Portugal has subscribed to the Hyogo Framework for Action (HFA) in 2005 and has, since then, taken concrete steps to integrate and streamline disaster risk reduction in its national development strategies. Furthermore, recognizing the importance of disaster risk reduction for the promotion of sustainable economic growth and progress, Portugal has sought to include Disaster Risk Reduction (DRR) concerns in its development and humanitarian aid policies, in particular in the bilateral cooperation maintained in this regard with African Portuguese speaking countries.

The competent ministries and agencies will execute their activities using their budget. The public administration dedicates part of its budget investing in Disaster Risk Reduction (DRR) for resilience that includes public and private investment to prevent and reduce losses, for example ensuring the safety of critical facilities such as hospitals, power plants, roads and schools.

Infrastructure investment boosts economic growth beyond its direct impact on the stock of capital. Better infrastructure, particularly in transport, can facilitate and enhance the division of labour, encourage the adoption of new organisational practices, and also improve the operating methods of civil protection bodies in case of emergency.

Government also has to emphasize the importance of disaster preparedness and building back better after a disaster strikes. Good preparedness involves all groups of society male or female, old and young.

The HFA provides 7 targets to reduce disaster risk. There are 4 targets to reduce disaster losses.

* To reduce global disaster mortality by 2030. Over 700 000 people around the world lost their life from disasters between 2005 and 2015;
* To reduce the number of people affected globally by 2030. In the last 10 years almost 1.4 million people were injured and over 24 million have been made homeless;
* To reduce direct disaster economic lost in relation to GDP. 1 EUR invested in resilience can save 7 EUR or more in response and recovery costs;
* To reduce damaged infrastructures.

The HFA also sets target for increasing the number of countries with reduction risk reduction strategies, increasing the international cooperation to developing countries and substantially increasing public access to early warning systems.

### Investing in consequence management

Information on this subject could not be found.

## Policy review, Evaluation & Organisational Learning

### Post-Disaster Assessment

The Post-Disaster Needs Assessments (PDNAs) conducted under the leadership of affected country governments are the most important tasks of the Standby Recovery Financing Facility (SRFF). The flagship products of SRFF are the reports that these assessments generate. These are reports of the respective governments prepared with the assistance of GFDRR and the international community at large. They are increasingly being used by governments and the international development community to base the recovery and reconstruction plans and programs upon. They are also as the base document for discussions to determine international development assistance in cases requiring external assistance including leveraging of targeted or additional assistance from the World Bank and other traditional donors.

*After a series of natural disaster in Portugal, a comprehensive national assessment on natural and man-made risks was stablished by the National Emergency Plan. An important project on seismic risk at Lisbon was carried out by an interdisciplinary team covering:*

* *Historical seismicity;*
* *Seism tectonic environment;*
* *Building stock;*
* *Population´s dynamic;*
* *Damage simulations;*
* *Emergency management;*
* *Prevention measures.*

*Detection and early warning systems for adverse weather conditions and forest fires have been developed so far.*

*The Water Institute (INAG) has developed a very effective Detection and Warning System for Floods whose main objective is to provide real time hydrometric data 24 hours a day on the watershed of the Portuguese big rivers.*

*An extensive population awareness and information campaign has been in force since 1992 through the dissemination of around 50 million leaflets containing security procedures and self-protective measures upon earthquakes, floods, storms, domestic and forest fire, saving water resources, using domestic gas, etc.*

*Frequent training and exercises for authorities, civil protection agents, response units and vulnerable groups of population have been met at national, district and municipal level.* [[8]](#footnote-8)

### Departmental Lessons Learned systems

According to the Organisation for Economic Co-operation and Development (OECD),

*A lack of resources has meant that Portugal´s humanitarian programmes are not systematically monitored or evaluated, and Portugal has not yet participated in joint evaluations of multilateral partners. Instead, Portugal relies on narrative reports and audited accounts from its NGO partners, and accepts global reports from multilateral organisations. However, lesson learning exercises are conducted when civil protection teams return from the field. Sharing these lessons with other partners/donors could help promote mutual learning, and would comply with the Good Humanitarian Donorship (GHD) principles to support learning and accountability initiatives. An overall programme evaluation of Civil Protection´s emergency deployments would also be useful, especially if Portugal continues to use this mechanism as its primary humanitarian aid instrument.*

### Centralised (national) Lessons Learned system

Information on this subject could not be found.

### Regular policy reviews

Information on this subject could not be found.

## Resilience

In Portugal, particularly Lisbon has joined the 100 Resilient Cities Challenge, an initiative of the United Nations Organization which seeks to find 100 cities that are ready to build resilience to the social, economic, and physical challenges that cities face in an increasingly urbanized world.

According to the 100 Resilient Cities Challenge disruptions or catastrophes cannot be exactly predicted. But countries can control how they respond to those challenges. Some of the resilience challenges that Lisbon is facing are:

* Aging infrastructure:
* Declining or aging population;
* Earthquake;
* Flooding (Coastal and Rainfall);
* Landslide;
* Rising sea level and costal erosion.

The main objectives of this challenge are:

* Strengthen and support the local level in the risk management process;
* Encourage the local level to implement measures to reduce the vulnerability of the territory;
* Include the risk reduction factor in the planning process;
* Raise the awareness of citizens and governments in terms of reducing urban risks.

Apart from Lisbon, Amadora, Cascais, Funchal, Lisboa, Odivelas, Setúbal e Torres Vedras are also involve in this challenge.

Some good practices on Disaster Risk Reduction and Resilience may be:

* The use of the Information and Awareness Program for Disaster Risk Reduction in the Municipality of Amadora;
* To use management tools of prevention and planning such as:
  + Municipal Emergency Plans;
  + Early Intervention Plan;
* Use a contingency plan for heat waves and cold weather to reduce in most of the cases forest fires;
* Use of social networks (Facebook and YouTube for example)to reduce risks at local level;

## Information sharing and data protection

In Portugal, the IPAD has to collect data from all ministries throughout the year in order to consolidate figures on disbursement for its own use, for Portuguese embassies and indeed for its partners. Having a more effective and systematic way to collate forward and current financial information would help Portugal to increase predictability and transparency. In addition, Portugal´s official representations in its partner countries are the embassies. As such, they need reliable financial information to enable them to exercise appropriate oversight and accountability. It is vital that Portugal addresses this problem both at the central and local level.

# Legislation

## Crisis (emergency, disaster) management concept

The technological, industrial and urban development provides a better life style but also produce a series of risks and disasters. In Portugal, according to Decree-Law 173/2004 Crisis Management, the National System of Crisis Management (SNGC) aims to organize the existing resources to support the Prime Minister in the decision making process within the government action of managing crisis situations.

The SNGC consists of:

* The Crisis Cabinet;
* A support group;
* Implementing agencies.

The SNGC has the mission of decision making in crisis management situations. The Crisis Cabinet is chaired by the Prime Minister and is structured as follows:

* Minister of National Defence;
* Minister of Foreign Affairs;
* Minister of the Interior;
* Minister of Justice;
* The chief of the Armed Forces;
* The National Director of the Judicial Police;
* Other entities or people designated by the Prime Minister when the situation requires them.

The support group includes:

* The entities that make up the National Council for committees of Civil Protection planning;
* Advisers and technical experts in crisis management.

Its main objectives are:

* Monitor the development of the situation;
* Use the information provided by the competent authorities;
* Prepares studies and proposals ordered by the Crisis Cabinet or on its own initiative, on matters related to crisis management;
* Advise on matters relating to the European Union systems, the NATO and other international systems of crisis response.

In crisis management the National Authority of Civil Protection is one of the principal organisms of action. The National Authority of Civil Protection plans are approved at the different levels: the state, known as national level, the districts (regional level) and the local authorities. The role of the national authority of civil protection is to verify the drawing up of the plans and the updating of them.

The operation management system is formed by different levels, such as strategic, tactic and manoeuvring levels.

The strategic level develops different tasks:

* The determination of a proper strategy of acting.
* The preparation and updating of the strategic plan acting.
* The forecasting and planning of results

The tactical level manages how to achieve the operative activities, depending on the situation and according to all the strategies defined.

In crisis management, the ANPC has to:

* Contribute to the definition of national emergency planning policies, draw up general guidelines, promote the preparation of studies and emergency plans and provide technical support and give advice on their preparation by sectoral organizations;
* Ensure coordination of public and private services which should perform missions related to emergency planning, particularly in the areas of transport, energy, agriculture, fisheries and food, industry and communications.

The manoeuvring level determinates how all this strategies that have been defined should be developed in any situation according to the objectives defined.

## General crisis (emergency, disaster) management law

Having a look at the vademecum[[9]](#footnote-9), the different crisis management laws are described as follows:

* *At national level, the most important laws and regulations for civil protection are:*
* *The General Law for Civil Protection (Law 27/2006)which main objectives are:*
  + *Protect people in a natural or technological disaster situation;*
  + *Prevent and alleviate the collective risk situations;*
  + *Continuous analysis of vulnerabilities;*
  + *Inform the citizens in crisis situations;*
  + *Planning emergency solutions (the provision of relief, assistance and evacuation; accommodation and supply; etc.);*
  + *Elaborate an inventory of the available and the most easily deployable resources at a local, regional and national level.* [[10]](#footnote-10)
* *The Law Decree establishing the Integrated System for Relief and Protection Operations (SIOPS) (Law-Decree 134/2006) that is the group of structures, rules and procedures to ensure that all the agents act in the operational plan, under a single command, without prejudice to their hierarchical and functional dependence;* [[11]](#footnote-11)
* *The National Civil Protection Authority Law (Law-Decree 75/2007) establishes that the ANPC has as a mission planning; coordinate and execute a civil protection policy to prevent several accidents and catastrophes; and protect and rescue people.*
* *At Ministerial level*
* *The General Law for Civil Protection (Law 27/2006)*
* *The Law Decree establishing the Integrated System for Relief and Protection Operations (SIOPS) (Law Decree 134/2006).*
* *Inter-ministerial cross-cutting coordination*
* *The General Law for Civil Protection (Law 27/2006).*
* *At regional level*
* *The General Law for Civil Protection (Law 27/2006)*
* *The Law Decree establishing the Integrated System for Relief and Protection Operations (SIOPS) (Law Decree 134/2006).*
* *At local level*
* *The Law defining the organisation of Civil Protection at local level (Law 65/2007).*
* *At international level*
* *The General Law for Civil Protection (Law 27/2006).* [[12]](#footnote-12)

## Emergency rule

Crisis management is to solve a series of critical situations that arise suddenly or gradually. The critical situation that occurs slowly can be averted. According to the Environmental Hazard and Risk Assessment and Management (RISKAM) research group. There are some rules to follow:

* *To support and encourage efforts at national, regional and local level in order to prevent disaster, the readiness of those responsible for civil protection and rapid response in case of disaster;*
* *To contribute to public awareness in order to increase the level of self-protection of citizens;*
* *To establish a system for effective and rapid cooperation between national administrations for civil protection in case of mutual assistance is needed;*
* *To increase co-operation at the international level in the field of civil protection;*
* *To involve all organizational units and residents into crisis management tasks.*

Some of the rules related to monitoring, support and preparedness in emergency situations are:

* *Monitoring of situation in given system (i.e. a situation in an organizational unit in terms of comprehensive security);*
* *Support for detection of critical situations (evaluation methodology for data from monitoring);*
* *Preparedness to cope with critical situations, i.e. alternative scenarios based on national practices and development of implementation plans 248 (qualified plans are tackling feuds, confrontations and conflicts);*
* *Mastering the critical situation and start of recovery, i.e. the implementation of stabilization methods that are based on national habits (in each stage or nodal point, it is necessary to carry out risk assessments and evaluate their potential impacts, to ensure prevention of losses during response and recovery;*
* *Execution of reconstruction and triggering of other effective preventive measures to increase resiliency of organizational unit.*

Very important it is the co-ordination of all organizational units, which is the main task of public administration, the rules that have to be followed are:

* *Management and other employees of public administration and any other organizational unit should be aware that critical situations can affect the part that falls under their responsibility, and therefore, they need to be trained how to behave and what to do;*
* *The emergency of critical situations cannot be excluded, and therefore, any management has to count with them;*
* *Managers of organizational units need to realize that in case of critical situations in the area, it is not about question whether any organizational unit will be pulled into critical situations, but how soon and how strongly;*
* *Organizational unit managers are forced to know that every critical situation escalates when confusion or loss of control in organizational units occurs even for only short period of time;*
* *In dealing with critical situations, the response focuses only on the priorities and it is forced to reckon with the fact that:* 
  + *It does not have enough information that is most needed;*
  + *There are events beyond the responsibility of organizational units;*
  + *There is a loss of control, endangering of vital interests, intensive monitoring from the outside, panic, disruption of regular decision making processes, managers shift of interest to short-term planning, decision making and activities.*
* *During the critical situations it is necessary to perform tasks for maintaining peace, such as facts gathering, avoiding the conflicts, ensuring the evaluations from the right experts, considering the legal consequences, protection of professional image, protection of vital interests, etc.;*
* *General recommendations for communicating with the public need to be focused on obtaining the public support and avoiding the confusion, ensuring the necessary activities, providing the right instruction at the right time for disabled people on what to do;*
* *A critical situation can be effectively managed only if the organizational unit is prepared for the worst.* [[13]](#footnote-13)

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

Crisis management is not only carried out within the state but also within each sophisticated organizational unit, municipality, organization and human being itself. Its main defined objective is the survival of people and creation of conditions that allow recovery and start of redevelopment.

Each organizational unit, in addition to goals that have been set up to reach its own objectives, must respect moral and ethical rules of society in place where it operates.

There are three levels of management:

* *Current management, strategic targeted safety management, which addresses security and sustainable development of an organizational unit understood as a system, i.e. for ensuring security and sustainable development of protected interests pursued by organizational unit. The main focus is on management of human activities and measures carried out by people, applied to that changes in given organizational unit caused by occurrence of adverse events;*
* *Emergency management, which is used in cases where serious problems occur and necessity exists to perform such activities and measures that would make loss, damage and harm to protected interests of the organizational units acceptable, when standard resources and forces of organizational unit are used;*
* *Crisis management, which is used in cases in which the organizational unit encountered a critical problem and it is necessary to perform activities and measures to limit loss, damage and harm to protected interests of the organizational units within and outside it to acceptable level;* [[14]](#footnote-14)

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

In Portugal, in the National Authority of Civil Protection system, every administrative level (local, regional, central) needs to have in place a preparedness plan for its focus area. In respect to the local and regional plans, the central government sets minimum criteria for their drafting.

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

According to Article 2 of Lei n.º 71/98 (Law 71/98) of 3 November, volunteering is the set of actions of social and community interest, carried out selflessly by people on projects, programs and other forms of assistance to the service of individuals, families and communities, developed under a non-profit concept by public or private entities.

In order for an activity to be considered as volunteering, 4 characteristics must be met:

* Solidarity and altruism – related to the beneficiaries of the benevolent activities
* Freedom – interpreted as the autonomy and good will in order to be part of such activities
* Free of charge – interpreted as the main difference between a working relationship and a volunteering relationship
* Organization – under which such activities are going to be performed within an overall program or project

Law does not cover any activity which main philosophy is different to a disinterested goal as a volunteering activity. In other words, volunteering is out of scope when involving activities with any kind of relationship with relatives, friends, or neighbours, since altruism may be missing from this type of relationship.

In Portugal, volunteerism can be defined as a set of public interest activities carried out without an economic interest by individuals, within the framework of projects or programmes developed with a non-profit purpose by public entities, private organisations, or NGOs for the benefit of needy individuals, families or communities[[15]](#footnote-15). Starting from this definition, a legal framework has been established.

In addition to Section 2.2, there are also a series of regulations related to volunteerism:

* “Lei n.º 71/98 de 3 de Novembro‖, establishing the basic legal framework of volunteerism in Portugal” 1998. This is by far the most relevant law or regulation regarding volunteerism nowadays;
* “Regulamento do Programa Jovens Voluntários para a solidarieade nº745- G/96 de 18 de Dezembro” 1996;
* “Regulamento do Programa Lusíadas nº745 - H/96 de 18 Dezembro” 1996;
* Decreto-Lei n.º 40/89, de 12 de Fevereiro - Institutes the voluntary social insurance, a facultative regimen in the scope of the Social Security;
* “Decreto-Lei n.º 389/99 de 30 de Setembro‖, of the Ministry of Labour and Solidarity, developing the contents of the latter framework Law ―Lei n.º 71/98” 1999;
* Resolução de Conselho de Ministros n.º 50/2000 (publicada no D.R., II série, n.º94, de 20 de Abril). This resolution defines the composition and the functioning of the National Council for the Promotion of Volunteering;
* Portaria n.º 87/2006, de 24 de Janeiro - Approves the Identification Card of the Volunteer.

Volunteering laws in Portugal also covers the volunteers’ rights, such as: issuing volunteer identification cards, insurance, and a program through which the voluntary activity is explained as a form of contract with the related organisations[[16]](#footnote-16).

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

The bilateral cooperation is based primarily on an agreement between two countries, which seek to regulate various aspects related to the joint development of the Civil Protection activities in various areas, such as:

* Training exchange;
* Exchange of experts;
* Holding meetings and information exchange of technical and scientific concepts
* Procedures for requesting and provision of mutual assistance in emergency situations, such as financial matters, border crossing, communications and contact points.

Portugal has bilateral agreements with Cape Verde, France, Morocco, Russia and Spain.

Bilateral agreement between Portugal and Cape Verde

Aid is still an important component of Cape Verde´s economy. Portugal is one of the biggest donors of Cape Verde. Cape Verde participated in the Budget Support Group (BSG). Portugal was the chair of the group in 2010.

Portugal has a long-standing relationship with the Government of Cape Verde and with the Cape Verdean people, both through it colonial occupation. In 2007 Portugal made a commitment to lend Cape Verde over USD 200 million. This can be drawn down as individual loans for specific projects.

Portugal has established conceptual and practical links between aid and non-aid activities in Cape Verde. While this means Portugal has to pay close attention to what it reports as Official Development Assistance (ODA) and ensure that ODA-related activities are directly focused on development and poverty reduction for example.

Bilateral agreement between Portugal and Spain

Relations with Spain are based on the protocol between the Kingdom of Spain and the Portuguese Republic of Mutual Technical Cooperation and Assistance of 9 March of 1992. This treatment defines the modalities of mutual assistance and also the assistance in the area near the border.

Portugal and Spain shared a common and frequent natural disaster, forest fires, one of the main reasons of the agreement between Portugal and Spain.

Bilateral agreement between Portugal and Spain

There are political; economic; and cultural, scientific and technique agreements between Portugal and France.

Portugal and France also cooperate in terms of national defence. The bilateral relations are based on a bilateral agreement signed on 30 July 1999. A meeting is held every 18 months at the headquarters of arméesNotre cooperation includes visits to authorities, regular political-military exchanges, targeted cooperation actions in different areas and the distribution of organizational models. It contributes to the maintenance of a favourable climate for the Portuguese and French defence interests in consideration of their proposals, particularly in organizations and security.

Bilateral agreement between Portugal and Morocco

Portugal and Morocco have signed 18 agreements such as environment; water treatment; marine and air transport; communication; and financial, economic and cultural cooperation.

# Organisation

## Organisational chart

The civil protection structure is organised at the national, regional and municipal levels.

The entire civil protection system integrates the ANPC, the Regional Services for Civil Protection in the Azores and Madeira (SRPC), the District Commands for Relief Operations (CDOS, one in each district) and the SMPC (one in each municipality).

The heads of the administrative civil protection units (district commanders) are nominated by the National Authority for Civil Protection.

The responsibility for the civil protection policy lies with the Government, which shall introduce, in the respective programme, the main orientations to be adapted or proposed in this field of intervention. The Prime Minister and the Ministry of the Interior are therefore responsible for directing the civil protection policy at national level.

At regional/district level, there are District Civil Protection Commissions (responsible for the political coordination and policy advice to the civil governor) and District Coordination Centres (operational coordination).

In each district there is also a District Command for Relief Operations, a branch of the Portuguese Civil Protection Authority. In the autonomous regions of the Azores and Madeira there are Regional Civil Protection Services, depending on the regional government.

At local level, there are Local Civil Protection Services depending on the mayor. Political and operational coordination is assured by the municipal civil protection organisations. The mayor, in the exercise of his functions as the responsible entity of the civil protection policy in the municipality, is responsible for activating, during the occurrence of a serious accident or catastrophe, the adequate civil protection actions aimed at prevention, aid, assistance and rehabilitation for each case.

Soon after a major disaster cannot be solved either by the means assigned to the municipality or to the district, where the disaster takes place, the ANPC activates the National Coordination Centre to coordinate and control the relief operations and logistics support at national level.

A National Command for Relief Operations operates 24 hours a day in the ANPC to control and manage the current situation.

Operational organizations act under civil protection command according to the rules of the SIOPS. Decisions are made by the National Coordination Centre.

The institutional coordination of SIOPS is ensured at national level and at the level of each district, the Operational Coordination Centres (CCO), which include representatives of entities whose intervention is justified on the basis of each occurrence in concrete.

The CCO is responsible for managing the operational involvement of each force or service for relief operations to trigger.

The responsibilities of CCO are:

* Ensure coordination of resources and logistical support of relief operations, and emergency assistance undertaken by all members of SIOPS organizations;
* Inform permanently its political authority of all relevant facts that may lead to problems or bottlenecks within the operational response;
* Ensure the management and monitoring all instances, ensuring an appropriate response under the SIOPS.

According to a national response, the National Operational Coordination Centre (CCON) makes sure that all the entities and national institutions which main activity is based on protection and rescue operation, emergency and assistance of a serious accident or catastrophe hang together.

The main representatives of the CCON are:

* National Authority of Civil Protection
* Republican National Guard
* Public Security Police
* National Institute of Health Emergency
* Institute of Meteorology
* A branch of the armed forces that is dedicated to protection and rescue operations and emergency assistance of human beings and material resources.

The CCON is coordinated by the National Authority of Civil Protection and can be represented by the operative commander of the National Authority of Civil Protection.

Its responsibilities are:

* Integrating, evaluating, and monitoring the whole operative activity in a disaster situation or a serious accident.
* To guarantee a continuous flow of strategic information to the Districts specific civil protection department in a case of a disaster situation or a serious accident.
* Disseminating information and notices to the people, entities and institutions.
* To evaluate the situation and propose to the National Civil Protection Commission a set of requests for assistance to other countries.
* To guarantee that all the operation methods in a case of alert or catastrophe are achieved.

In terms of a district response, the District Operative Coordination Centres (CCOD) ensure that all the entities and district level institutions essential in protection and rescue operations hang together.

The main representatives of the CCOD are:

* National Authority of Civil Protection
* Republican National Guard
* Public Security Police

The CCOD are coordinated by the operative district commanders of the National Authority of Civil Protection.

Responsibilities of CCOD are:

* Integrating, evaluating, and monitoring the whole operative activity in a disaster situation or a serious accident.
* Disseminating information and notices to the people, entities and institutions.
* To evaluate the situation and propose to the Civil Governor the district methods of operation under the supervision of the National Government.

According to the nature of the disaster, specific organizations may be called to act under civil protection authority (e.g. the Water Institute, the Forest Services, etc.).

Figure 1 gives an outline of the organisational structure of the disaster relief in Portugal.

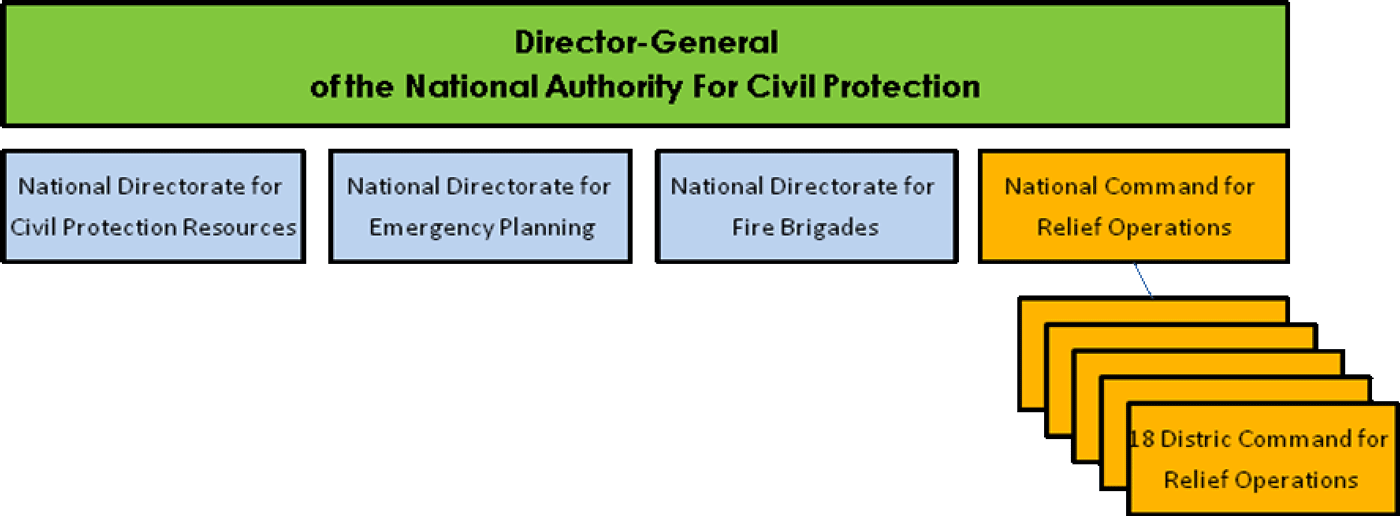


Figure 9: Organisational Chart of the National Authority for Civil Protection in Portugal[[17]](#footnote-17)

Figure 3 gives an outline of the organisational structure of civil protection in Portugal.

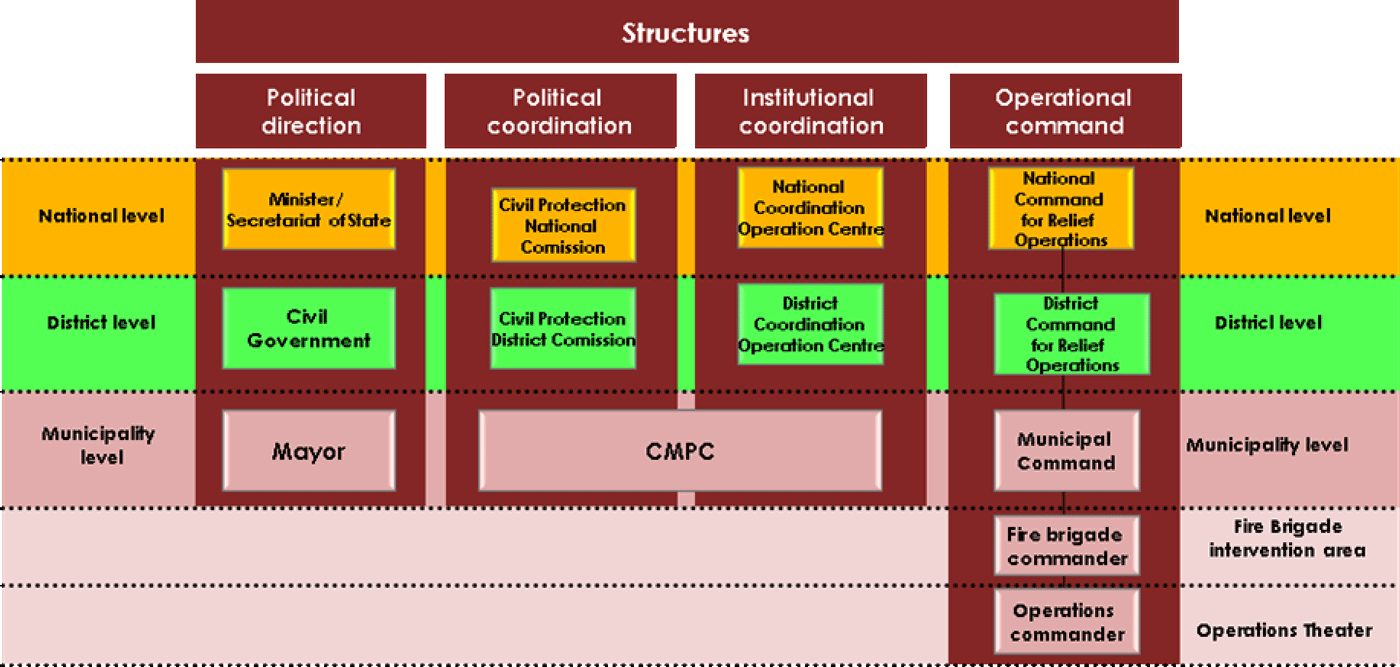


Figure 10: Structure of the National Authority for Civil Protection in Portugal[[18]](#footnote-18)

Another actor in the Crisis Management is The Força Especial de Bombeiros Canarinhos (Special Force Fire Canarinhos, FEBC). The FEBC is a particular force of the civil protection; it has its own structure and its own command chain. The FEBC is a part of the National Authority of Civil Protection and it was created by Article 19 of Decree-Law 247/2007 of 27 June.

The FEBC has a series of tasks and values, a structures, and different branches. They are named in the following sections.

The FEBC has a series of tasks:

* *Reply with high degree of readiness, the requests of protection and relief, prevent and combat fires scenarios, serious accidents and disasters anywhere in the domestic or overseas territory and in other part of the missions Civil protection;*
* *Provide specialized training in values that can be accredited by the National School of Fire (Escuela Nacional de Bomberos, ENB).*

The values of FEBC are:

* *Permanent disposal to any Mission;*
* *Quality and efficiency in any operation;*
* *Professional ethic;*
* *Good interpersonal abilities.* [[19]](#footnote-19)

Nowadays FEBC is formed by:

* *Three companies, seven subunits and a total of two hundred and fifty professional in fighting fire operations.*
* *A management unit and logistic support.*
* *A General Staff that is a body of support and advice to the Commander of the FEB.*

The FEBC has a series of departments:

* *Recovery-Savers group (Grupo de Recuperadores – Salvadores, RS): The Recovery-Savers (RS) are part of a specific group in the direct dependence of the Commander of the FEB, distributed by Helicopter Base Permanent Service (BHSP), defined superiorly. The Recovery-Savers Group competes performing search and rescue missions in aquatic and terrestrial environment. The main missions of this group are:*
  + *Reply with high degree of readiness, to requests for search and rescue that require the intervention of an air means with the necessary qualifications;*
  + *Participate in prevention actions in the field of civil protection;*
  + *Participate in other actions for which are technically prepared and included in the specific purposes of the missions assigned to Special Force Fire (FEB).*
* *Group of Mountain Rescue, the Rescue group in Mountain carries out its mission in the area defined in PONSE (National Plan of Operations of the Serra da Estrela).*
* *The Brigade of Logistics Support of FEB was established to assist and support the logistical tasks within the cell CNOS Logistics.*
* *Group on International Response, the International Response Group performs in international missions of protection and relief or humanitarian aid, and may intervene integrated in joint or combined forces, together with other civil protection agents.*
* *Recognition and Situation Assessment Team (ERAS), the ERAS are characterized by their great skill and expertise, guaranteeing permanent interconnection, and their main objective to provide the CNOS or CDOS, according to the level of activation, with immediate and essential information to the decision-making process.* [[20]](#footnote-20)

## Organisational cooperation

In Figure 2 and 3 in Section **Fehler! Verweisquelle konnte nicht gefunden werden.**, it is possible to understand all the different cooperation levels from political, institutional and operational activities. There is also an established structure depending on the scope in which these activities take place.

There is Cross-border Territorial Cooperation between Spain and Portugal. The European Commission approved on 25 October 2007 a European territorial cooperation programme for Cross-border cooperation between Spain and Portugal for the period 2007-2013. The overall objective of the programme is to develop further and broaden the common border areas of both countries within the priorities set by the new European territorial cooperation objective. This marks a substantial shift in the overall programme objectives, away from previous programmes, that is geared chiefly towards improving connectivity and basic infrastructures in the border areas and towards a new approach aimed at improving competitiveness, promoting employment and enhancing socio-economic and institutional integration in the border regions.

The trend established through successive programmes has led to a new type of cross-border cooperation in the current period that focuses on:

* Reinforcement of the immaterial component of the interventions;
* Widening of the scope of stakeholders in the cooperation process;
* More intense cooperation in all phases of the development of interventions (design, development and operation, joint management);
* Strengthening of joint cooperation structures.

The Southwest European (Sudoeste Europeo, SUDOE) Cooperation Programme is developed by taking as a basis the 2020 Europe Strategy for the Operational Programme’s contribution to the Union strategy for smart, sustainable and inclusive growth and the three growth models (smart, sustainable and inclusive) that are the guiding principles of the 2014‐2020 programme. In its turn the Programme has accumulated the experience of the four previous generations of programmes in its knowledge of the territory, its players, and the understanding of the development modes of its projects.

The strategy of the 2014‐2020 SUDOE Programme is developed initially from a    group of main elements, which will be developed later throughout this section and the remaining ones of the Programme:

* Territorial (socioeconomic) diagnosis of the eligible area to establish the challenges and prior priorities of the space.
* Revision of the complementarity of actions with the regional operating programmes in each of the NUTS[[21]](#footnote-21) 2 regions, of the national multiregional programmes, and of the transnational and cross‐border cooperation programmes that partially operate in the eligible territory.
* The intervention proposals and the possibility of carrying out actions linked to the Partnership Agreements of the four participating member states.
* The capitalisation of the results of the previous programming periods, in particular of the 2007‐2013 period.
* The participative process established with the agents of the territory, in particular of the surveys carried out in 2012 and 2013 (on the type of potential actions and the systems for initiating them) by the managing authority and the national authorities in their respective territories.
* The establishing of the logical framework of intervention as a conclusion of the above points and the result of the agreements among the participating states, taking as a basis for development the analysis of the feasibility of the actions considered optimum for their initiation in the Programme.

In terms of accessibility and transport, the SUDOE space is generally satisfactory, although it is still necessary to encourage intermodal connections (the intermodality of transport systems) and to improve land communications between frontier zones of Spain and Portugal. The multimodal accessibility index of the territories of the SUDOE area is lower than the EU average apart from certain coastal areas of the Mediterranean and the Atlantic. These multimodal access limitations are more acute in particular in inland border areas of Spain and Portugal, especially in the Alto Tras‐os‐Montes/Zamora and Beira Interior Sul/Salamanca frontier areas and in the Pyrenees. In general the SUDOE regions have good density indexes for infrastructures and overland communication, such as main roads and major railway lines. They also enjoy good connections with the main commercial ports on both the Mediterranean and the Atlantic coasts, which are now affected by regional policies and programmes. Mobility still remains difficult in certain areas, above all in the northeast frontier zones between Portugal and Spain and between Spain and France, which is the result of the scarcity of crossing points or the complexity of the geography of the territory.

Since the ANPC merged with CNPCE, a “back to their origin country” plan was developed. With this plan people who live in other countries could be evacuated in the fastest way, in this specific case, to Portugal. This plan is an instrument that defines the structure and the steps that has to be followed to create the best returning conditions to Portuguese people who live in another country with unnatural situations.

This plan develops in three steps:

* Manage every operation method in the residence country and coordinate how people are transported back to Portugal. This action is coordinated by the Ministry of Foreign Affairs. Ministry of Solidarity and Social Security
* The second step covers actions on arrival in Portugal and the activities arising from host. This action is coordinated by the Ministry of Solidarity and Social Security;
* The third step comprises support actions and supervision of citizens to their integration into society, being coordinated in Portugal by the District Social Security Centres, and in the islands by the regional governments.

This plan is driven by the prime minister, by his own decision or proposal of the Executive Council, which is responsible for the overall supervision of the unit plan. This Committee is chaired by the Secretary of State for the Presidency of the Council of Ministers and the Vice President of the ANPC.

# Procedures

## Standing Operating Procedures (SOPs) and Guidelines

The Integrated System for Relief and Protection Operations (SIOPS) defines a set of rules and procedures, which guarantee that civil protection agents act, at the operational level, in a coordinated way and under a unique command.

Operational organisations act under civil protection command according to the rules of the SIOPS and decisions are taken by the National Coordination Centre.

Specific emergency plans may also exist as instruments of planning, organization, coordination and operational command of Integrated Device Protection and Relief Operations (DIOPS). For example:

* Fight against forest fights DECIF - Dispositivo Especial de Combate a Incêndios Florestais
* Integrated Protocol for Aircraft Disaster Response DIRACAERO - Dispositivo Integrado de Resposta Acidentes com Aeronaves
* Integrated Operational Protocol for Nuclear, Radiological, Biological and Chemical, NRBQ - Dispositivo Integrado de Operações-Nuclear, Radiológico, Biológico e Químico
* Integrated Protocol for Relief and Protection Operations DIOPS - Dispositivo Integrado das Operações de Protecção e Socorro

The Decree-Law No. 73/2012, of 26 March, transferred to the National Civil Protection Authority tasks of the National Council for Civil Emergency Planning, and Decree-Law No. 163/2014 of 31 October, attributed to the ANPC the task of ensuring the planning and coordination of national needs in emergency civil planning area in order to address situations of crisis or war. This was a substantial strengthening of the action framework of the ANPC, which now encompass situations of crisis and war in addition to serious accidents and catastrophes.

The ANPC set up the pillars of the concept of civil emergency planning, translated basically in collecting, analysing and sharing information intended to provide the effective use of the capacities and civilian resources in support of military structures.

This development would materialize in the definition of five specific areas of action in the field of civil emergency planning:

* Civil support for collective defence operations;
* Support for crisis management operations;
* Support to national authorities in emergency management;
* Support to national authorities in protecting against the weapons of mass destruction;
* Cooperation with partner countries in the preparation and response to emergencies.

## Operations planning

In 1984 the National Council for Civil Emergency Planning (CNPCE) started operating in dependence of the Prime Minister.

Later, in 1991, it was legally enshrined the existence of the National System of Civil Emergency Planning, which encompassed both the CNPCE and a set of Emergency Planning Committees of various sectors of activity. The civil emergency planning thus became understood in Portugal as the activity that is intended to coordinate non-military components and capabilities of national defence and civil support to the Armed Forces as well as to organize and prepare the various strategic sectors of the Nation in situations of crisis or war, in order to contribute to the guarantee of freedom of political and governmental action, as well as for the safety and well-being of the population.

With the extinction of the CNPCE and the absorption of its powers by the ANPC began a new cycle. Since April 2012, the ANPC took responsibility to ensure a national representation in the Civil Planning Committee of Emergency of NATO also taking the mission at national level and in partnership with organizations from the fields of industry, energy, transport, communications, agriculture, environment, health and cyberspace, to define, update and implement the emergency civil planning policies.

Since the ANPC merged with CNPCE a “back to their origin country” plan was developed, with this plan people who live in other countries could be evacuated in the fastest way, in this specific case, to Portugal. This plan is an instrument that defines the structure and the steps that has to be followed to create the best returning conditions to Portuguese people who live in another country with unnatural situations.

## Logistics support in crises

In the context of an emergency or crisis, the protection civil agents provide the required logistic support according to the severity level and the nature of the incident. The most relevant civil protection agents in Portugal are listed below:

* Recovery-Savers group (Grupo de Recuperadores – Salvadores, RS);
* Group of Mountain Rescue;
* The Brigade of Logistics Support of FEB;
* Group on International Response;
* Team Recognition and Situation Assessment (ERAS);
* The Lifesaving brigade;
* The Operational Command teams of National Reserve;
* Analysis and Use of Fire Team (EAUF);
* The operators of emergency telecommunications (OTE);
* The fire departments,
* Security forces;
* The Armed Forces;
* The INEM (National Institute of Medical Emergency) and other health services;
* The forest firefighters.

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

Risks and crises cannot be managed without communication because, as research shows, communication is the most powerful influence on people’s risk decision-making and behaviour. Increasingly, communications is being recognized as essential to enabling people and organizations, including governments, to manage risks and crises effectively.

Portugal is a member of the International Association of Risk and Crisis Communication (IARCC). The International Association of Risk and Crisis Communication (IARCC) is a non‐governmental, independent and international network of nationally organised associations with headquarters in Geneva, Switzerland. Today, five national associations are member associations of the IARCC. They are registered in Austria, France, Portugal, Switzerland and the United Kingdom.

The objectives of the IARCC are the furthering of responsible and professional communication and its recognition as an important tool to reduce risks, prevent crisis and catastrophe scenarios or reduce the harm they cause.

As a recent example, ARCC Portugal has developed a risk communication campaign proposal for URBSIS, a project for “Assessing Vulnerability and Managing Earthquake Risk at Urban Scale” which main goal is the adoption of measures to reduce seismic risk, promoting research in this scope and encouraging a national plan to reduce seismic vulnerability. Those communication proposals are:

* Risk communication audit: Provides the techniques to prepare people through communication for a natural hazard.
* Risk and crisis communication strategy and plans: ARCC Portugal proposes to accompany the actualisation of risk and crisis communication strategies and the drafting of communication plans in preparation of seismic risks and catastrophes.

The objectives of the risk communication project are:

* Ensure a good cooperation with population;
* Make sure that the contents of the audit report of the scientific team are well understood and that practical actions are taken in accordance with the report findings;
* Improve the risk and crisis communication strategy and plan of earthquake catastrophes. Enhance risk awareness, preparedness and crisis management capabilities.

The Portuguese alert-level status can be monitored in real time for many natural menaces. The ANPC, in cooperation with national organizations, provides information on:

* Forest fires;
* Daily risk of forestall fire happening;
* UV radiation index;
* Heat wave alerts;
* Weather alerts;
* Civil Protection Alerts.

In Portugal, the ANPC edited the collection of 21 booklets called Prevention and Protection directed to the general public and children and youth seeking knowledge and adoption of prevention and self-protection against a range of risks.

16 audio spots were produced as Prevention and Self-protection tools through partnership with the Imaging Technique School of Image and Communication (ETIC) in order to multiply the information tools provided by ANPC.

The ANPC produced two cards (one for adults and another for children), which let people know all the booklets of the ANPC and the prevention and self-protection measures related to collective risks of natural and technological origin.

The ANPC also created PROCIV which is a newsletter that monthly provides news about national and international actions, agents, technical dossiers, key legislation and a schedule of events within the civil protection.

# Capabilities

## Human resources

The different local and regional government have their own resources and means to tackle emergency situation.

The Operations Management System (SGO) is a form of operational organization that develops a modular configuration, according to the importance and type of occurrence, applying whenever a force of any Civil Protection Agent (CPA) or institution with special duty of cooperation is driven to an instance in which the head of the first team to reach the site immediately assumes the command of the operation - Relief Operations Commander (COS) - and we build an evolutionary command and control system appropriate to the current situation.

The National Relief Operations Command (CNOS) consists of the national operational commander and three deputies and comprises the cell planning, operations, and information and logistics cell.

The Psychosocial Support Teams (EAPS) are part of the operational response of the National Civil Protection Authority. The coordination of these teams is carried out by the Security Centre and Health (NSS), Unit Support of Volunteers (UAV) that integrates the National Fire Department (DNB).

The Special Force Fire Canarinhos (FEBC) has its own structure and its own command chain.

The Special Force of Fire is assumed as a professional fire department unit able to intervene at any stage in the field of protection and assistance, whether in the country or outside the country.

The establishment of this Force was only possible with the indispensable assistance of the fire department Humanitarian Associations who provided their firefighters and highlighted them according to the protocol established with the ANPC.

In the initial phase of operation, the Special Force of Fire was primarily used in the initial control on wildfires by air or by land. Increasingly, teams and groups began specialized training in the remaining civil protection valences.

According to the Special Force of Fire report activity, in July 1, 2014 (at the beginning of Charlie's Phase DECIF), the FEB had a total of 269 active members, distributed by function as follows in table 2.

|  |  |  |
| --- | --- | --- |
| Groups | Functions | Members |
|  | Commander | 1 |
| **Command** | 2nd Commander | 1 |
|  | Assistant | 3 |
|  | Company Commander | 2 |
|  | Chief of group | 8 |
| **Territorial** | Brigade chief | 20 |
|  | Team chief | 30 |
|  | Firefighters | 190 |
|  | Technical checker | 2 |
| **Rescuers and savers** | Assistant technical checker | 2 |
|  | Rescuer-saver | 8 |
|  | Total | 269 |

Table 9: Active members, distributed by function[[22]](#footnote-22)

The FEB currently consists of 3 companies and 7 subunits or groups and currently has an overall effective of 259 firefighters.

The FEB currently has 57 members accredited by the National Fire School (ENB), to provide training in different areas of knowledge that make up the training offer of ENB to the universe of Fire, according to Table 3.

|  |  |
| --- | --- |
| Training area | Accredited trainers |
| First Aid Techniques | 3 |
| Technical Rescue and extrication | 14 |
| Head of Rescue Team | 8 |
| Driving Off Road | 2 |
| Rescue techniques in Grand Angle | 4 |
| Defensive Driving | 1 |
| Fighting urban and industrial fires | 5 |
| Fighting Forest Fires | 12 |
| Lifeguard | 1 |
| Relief vessels driving | 1 |
| Hazardous materials | 2 |
| Central Operator | 2 |
| Techniques Shoring | 2 |

Table 3: Training in different areas of knowledge[[23]](#footnote-23)

## Materiel (non-financial) resources

The FEB has currently 57 operational vehicles. It includes a set of equipment for intervention in different scenarios outside the scope of fighting forest fires, according to Table 4.

|  |  |
| --- | --- |
| Tools | Amount |
| Lighting balloons | 9 |
| Relief vessels | 2[[24]](#footnote-24) |
| Diving equipment | 10 |
| Rescue and extrication equipment | 12 |
| Rescue equipment in Grand Angle | 1 |
| Rescue equipment in Mountain | 20 |
| High Capacity Generator | 2 |
| Lifeguard | 1 |
| Average capacity generator | 6 |
| Inflatable tents | 7 |

Table 10: Equipment for intervention in different scenarios[[25]](#footnote-25)

The ANPC has special vehicles properly equipped with telecommunication means and systems to ensure the operation in an emergency situation. Since 2005, the Civil Protection has been making a great effort to extend and renew the fleet of vehicles, at district level:

* Light vehicle fire fighting
* Forest fire fighting vehicle
* Urban vehicle fire fighting
* Urban tactical tank vehicle
* Rural tactical tank vehicle
* Rescue vehicle and tactical assistance
* Rescue vehicle and special assistance
* Tactical Command Vehicle
* Rescue Ambulance.

Territorial Groups of the FEB are located in seven permanent bases, installed in each of the districts where it operates.

The Recovery Group - Rescuers of the FEB operates from 2 Helicopter bases that provide a Permanent Service (BHSP).

The Portuguese Red Cross shall perform, in cooperation with the other agents and in accordance with its own constitution, civil protection functions in the areas of intervention, support, relief and health and social care.

The following entities play special roles as civil protection agents:

* Humanitarian associations of volunteer firefighters;
* Security services;
* National Institute of Legal Medicine and Forensic Sciences;
* Social security institutions;
* Institutions with rescue purposes and solidarity;
* Bodies responsible for forests, nature conservation, industry and energy, transport, communications, water resources and environment;
* Security services and private help public and private companies, ports and airports.

The Portuguese Red Cross aims to help vulnerable people, whoever they are and wherever they are, in order to protect their lives.

This institution also aims to prepare the community to respond to emergency situations of natural or human origin. And when the emergency ends, providing the necessary support for the recovery and restoration of life of those affected.

Internationally, the Portuguese Red Cross is involved in several development programs, directly or as part of the International Federation of Red Cross and Red Crescent.

Humanitarian aid pays special attention to the most immediate needs of people in emergency situations: rescue, shelter, clean water and sanitation, food aid and nutritional support, health and psychological support.

Currently, humanitarian aid has become an increasingly necessary task. Situations where this type of aid is needed, emergency has increased in number and complexity.

The Portuguese Red Cross focuses on strengthening its ties with the National Societies of Portuguese Language, to create a network of cooperation between countries with a common history, culture and language.

In July 2003 the Forum of National Red Cross Societies of Portuguese Language (SNLP Forum) was created, after more than a decade of informal meetings. The main objective of this group is to strengthen cooperation among its members, particularly in the areas of:

* Health;
* Preparation for intervention in disasters;
* Training;
* Migration.

## Training

The SNPC is a body for the development of plans, policies and coordination and control of emergency response. There are no organic disaster response units or schools for civil protection within its organisation. The training of civil protection agents lies with the commands/directions that have schools and training centres for such purpose.

Several civil protection exercises are conducted every year, but there is no national exercise planning directive. These exercises take place at different levels: local, regional and national, and can assume different natures: command post or live exercises. Some examples of exercise are the following:

* The first civil protection international exercise took place in the Lisbon Urban Area on May 2009 and aimed at testing the operational procedures foreseen in the Lisbon Emergency Plan for Earthquakes.
* The “Terra Treme”[[26]](#footnote-26) is a preparation exercise and self-protection for the seismic risk during one minute, in which every citizen could participate individually or in groups. This is a training exercise organized by ANPC*.*

The Civil Protection is a system with multiple agents, valences and performance tools. A citizen aware of the risks and the contribution it can make to avoid or mitigate their consequences is, in principle, a civilian protection active agent, playing a key role in the system. It is already common to say that the Civil Protection starts and ends in each person, if people prepare themselves to be both their agents and their beneficiaries. In education and citizenship, the ANPC strategy is based on the following assumptions:

* *Use of resources and knowledge at the closest level to the citizen;*
* *Preference for positive approaches (no risk is greater than our ability to manage) at the expense of negative (catastrophes are inevitable);*
* *Identification of children and youth as a privileged public but not exclusive;*
* *Importance of non-formal and informal education as a supplementary resource;*
* *Recognition of the state's limitations, supplementing them with collaborative partnerships;*
* *Use of Information and Communication Technologies to achieve its objectives in a better way;*
* *Setting targets, commensurate with the means available.* [[27]](#footnote-27)

The knowledge of the risks, safety procedures and appropriate behaviour is not only responsibility of the state and authorities, but also a duty of citizenship.

In addition to the residents in high risk zones, more familiar with local constraints and the precautions to be taken, all citizens must be aware of the main risks and respective collective self-protection measures in the event of a serious accident or catastrophe.

In Portugal, the National Authority of Civil Protection also provides a series of manuals to teach people how to act in different disaster or catastrophe situations, in this case, at home, at school (providing different manuals to teachers), at the workplace and in opened air places.

The family emergency plan is drawn up in order to prevent accidents that could endanger family members and / or their properties.

Citizens should know the hazards serious accidents or disasters that occur in their homes and in the workplace usually occur by surprise.

The Family Emergency Plan should take into account the conduct of an inspection of the entire house looking for potential risks by performing relatively simple actions such as:

* *Fix the shelves to the walls;*
* *Place heavier objects or bulk on the floor or on the lower shelves;*
* *Do not put pots or window boxes on the windowsills or balconies;*
* *Identify sites that offer greater protection in the event of collapse: under beams, tables, doorways;*
* *Make periodic or general cleaning to the typically underutilized locations or difficult to access (attics, storage rooms, archives, etc.) and not to allow the accumulation of dust or waste (potential fuels);*

As survival articles people should have:

* *Flashlight and a battery operated radio (with extra batteries), clothing (blanket, change of clothes), water and packaged food, in sufficient quantities to respond to family needs for a minimum of 3 days.*

These are some general procedures in case of serious accident or catastrophe being at home:

* *Check for injuries and give first aid;*
* *Ask for help if there are serious injuries;*
* *Turn the radio on and follow the instructions given;*
* *Check for severe damage at home and make sure they do not represent a risk of collapse;*
* *Use battery-powered flashlights and do not turn on the power if you suspect the possibility of gas leakage;* [[28]](#footnote-28)

At the workplace the existence of an emergency plan is very important for several reasons. First, endows the company with an effective level of security, identifying the risks to which workers are exposed in the workplace, and the measures of prevention and protection.

With an emergency plan properly tested by all, there is an interaction from the base to the summit, for everyone to participate in preparing the plan. So with an approved emergency plan, the company can recover more easily from an emergency situation.

The company has an obligation to ensure the safety of its employees and providing an effective emergency plan is one of the elements for the implementation of a safety culture.

Nowadays, the outdoor spaces are increasingly visited by people looking for contact with nature, particularly through sport activities.

These spaces could be form by unstable ground or could be on high altitude, for example, and a series of meteorological phenomena can evolve rapidly and sometimes violently and the ignorance of the all these factors can have serious consequences for people health and security.

Many of the outdoor sports require a minimum of technical and training and should not hesitate to resort to training centres and specialized schools. A monitor or professional guide can be very useful for the most adventurous expeditions. With a good education will save effort and increase your safety.

Safety depends on behaviours based fundamentally on the information, preparation and prudence.

In most cases, the walks do not require great learning or special techniques and can be practiced by people of all ages. However, some cases require more preparation and experience.

## Niche capabilities

In terms of communication there is an organisation called Telecoms Sans Frontiers(TSF) that intervened in a forest fire in Portugal in 2003, and provided the satellite lines for communication. The mission of TSF is to provide telecommunications in places where local infrastructure are destroyed, are insufficient or non-existent.

# Resources

## Legislative acts

* Lei de Bases da Protecção Civil: [Lei n.º 27/2006, de 3 de julho](http://www.prociv.pt/Legislacao/Documents/Lei_27_2006_Lei_de_Bases_Proteccao_Civil.pdf) (Alterados os artigos 13.º, 16.º, 34.º, 39.º, 50º, 53º e revogados o n.º 2 do artigo 34.º e a alínea a) do n.º 1 do artigo 39.º, pela Lei Orgânica n.º 1/2011, de 3o de novembro).
* Sistema Integrado de Operações de Proteção e Socorro: [Decreto-Lei n.º 72/2013, de 31 de maio](http://dre.pt/pdf1sdip/2013/05/10500/0319003199.pdf) (Sistema criado pelo Decreto-Lei n.º 134/2006, de 25 de julho, e alterado pelo Decreto-Lei n.º 114/2011, de 30 de novembro).
* Orgânica do Ministério da Administração Interna: [Decreto-Lei n.º 126-B/2011, de 29 de dezembro](http://dre.pt/pdfgratis/2011/12/24901.pdf)(Alterado  pelo Decreto-Lei n.º 163/2014, de 31 de outubro, pelo Decreto-Lei n.º 161-A/2013, de 2 de dezembro e  pelo Decreto-Lei n.º 112/2014, de 11 de julho).
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* Regime Jurídico do Sistema de Protecção Civil da Região Autónoma da Madeira: [Decreto Legislativo Regional n.º 16/2009/M, de 30 de junho](http://www.prociv.pt/Legislacao/Documents/Decreto_Regional_16_2009_M.pdf)
* Orgânica do Serviço Regional de Protecção Civil, IP-RAM: [Decreto Legislativo Regional n.º 17/2009/M, de 30 de junho](http://www.prociv.pt/Legislacao/Documents/Decreto_Regional_17_2009_M.pdf)
* Orgânica do Serviço Regional de Protecção Civil e Bombeiros dos Açores: [Decreto Legislativo Regional n.º 7/99/A, de 19 de março](http://www.dre.pt/pdf1s/1999/03/066A00/15371541.pdf)(Alterado pelo [Decreto Legislativo Regional n.º 39/2006/A, de 31 de outubro](http://dre.pt/pdf1sdip/2006/10/21000/75837588.pdf) e pelo [Decreto Legislativo Regional n.º 11/2007-A, de 23 de abril](http://www.dre.pt/pdf1s/2007/04/07900/25182533.pdf))
* Organização dos Serviços Municipais de Proteção Civil: [Lei n.º 65/2007, de 12 de novembro](http://dre.pt/pdf1s/2007/11/21700/0835308356.pdf)
* Normas de Funcionamento da Comissão Nacional de Protecção Civil: [Portaria n.º 302/2008, de 18 de abril](http://www.prociv.pt/Legislacao/Documents/Portaria%20302_2008-Comissao_Nacional_Proteccao_Civil.pdf)
* Regulamento de Funcionamento dos Centros de Coordenação Operacional: [Declaração n.º 344/2008](http://www.prociv.pt/Legislacao/Documents/declaracao_344_2008_CCO.pdf)
* Critérios e Normas Técnicas para a Elaboração de Planos de Emergência de Protecção Civil: [Resolução n.º 25/2008, de 18 de julho](http://www.prociv.pt/Legislacao/Documents/Res.%20CNPC%20n%C2%BA%2025-2008.pdf)
* Conta de emergência que permite adoptar medidas de assistência a pessoas atingidas por catástrofe ou calamidade: [Decreto-Lei n.º 112/2008, de 1 de julho](http://www.prociv.pt/Legislacao/Documents/Dec_%20Lei_112_2008.pdf)
* Lei de Segurança Interna: [Lei n.º 53/2008, de 29 de agosto](http://dre.pt/pdf1s/2008/08/16700/0613506141.pdf)

## Online resources

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[2] The Vademecum on Civil Protection, Portuguese branch,

<http://ec.europa.eu/echo/files/civil_protection/vademecum/pt/2-pt.html/>

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<http://www.prociv.pt/SistemaNacional/ProteccaoCivil/Pages/default.aspx/>

[4] Hyogo Framework for Action,

<http://www.unisdr.org/2005/wcdr/intergover/official-doc/L-docs/Hyogo-framework-for-action-english.pdf/>

[5] National Communication Authority,

<http://www.anacom.pt/render.jsp?contentId=1126121#.VqYC1_nJzDd/>

[6] Integrated System for Relief and Protection Operations (SIOPS)

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