

# ANALYSIS OF SCHOOLS' RESILIENCE FOR POTENTIAL EDUCATION EMERGENCIES IN MONTENEGRO



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**Podgorica, December 2025**

**Council of Europe**

*Analysis of schools' resilience for potential education  
emergencies in Montenegro*

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All other correspondence concerning this document should be addressed to the Council of Europe Education Department

Avenue de l'Europe F-67075 Strasbourg Cedex, France

Tel. +33 (0)3 88 41 20 00

E-mail: [Horizontal.Facility@coe.int](mailto:Horizontal.Facility@coe.int)

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# 1. Executive Summary

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The analysis builds on a foundation of existing studies on school resilience and emergency preparedness, incorporating insights from various systems and past experiences. The main objective is to assess which resilience measures Montenegrin schools have already adopted and to identify areas where additional support is needed to better prepare for future education-related emergencies. By examining current school practices and identifying key needs, the research offers practical strategies to strengthen school resilience while promoting democratic principles and inclusivity.

The analysis takes into consideration differences between urban, suburban, and rural schools in their approach to handling crises, although the core needs during emergency situations remain similar across all regions. Schools differ based on size - with the majority having fewer than 500 students - emphasising the need for tailored recommendations that account for these variations.

Key areas of concern for school emergency preparedness include violence, pandemics, and fire, while other issues like leakage of chemical substances, migration, and landslides are less prominently addressed. Stakeholder engagement varies widely across schools, with many willing to or making progress toward more inclusive decision-making that involves teachers, students, parents, and local communities. Additionally, while most schools claim to have established communication channels and emergency response teams, the effectiveness of these measures varies significantly.

One of the strongest aspects of preparedness observed in schools is the readiness of teachers, who are well-equipped to handle emergency situations. This suggests that teachers should play a central role in future emergency planning efforts.

Based on these insights, several recommendations have been made. Strengthening democratic governance in schools is a crucial factor to strengthen school resilience and emergency preparedness effectively, with an emphasis on fostering deeper stakeholder engagement and collective decision-making, especially during crises. This can also facilitate and empower schools' emergency preparedness plans, developing clear, practical protocols for emergency response in collaboration with external partners and local communities. Furthermore, because schools could serve as centres for community cooperation during emergencies, building partnerships with local institutions to support broader civil protection efforts is essential.

Ensuring accessibility is also vital, particularly for schools in rural areas or those with limited resources. Equipping them with the necessary technology and infrastructure is essential to maintain educational continuity during emergencies. Finally, improving cooperation with external entities, including both public and private sector organisations, will help create a supportive network for schools during crisis situations and foster a culture of collaboration within the school community.

## 2. Introduction

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Within the framework of the action “Quality Education for All” in Montenegro, the Council of Europe provided support to the Ministry of Education, Science and Innovation in the preparation of an analysis aimed at strengthening the resilience of schools in potential emergency situations. The analysis *inter alia* includes research into the existing capacities of schools, emphasising their vulnerabilities and inequalities, with an aim to put forward proposal of a model plan for building resilience to potential emergency situations in education. The action is part of the joint European Union and Council of Europe programme “Horizontal Facility for the Western Balkans and Türkiye”. The overall objective of the intervention is to foster non-discriminatory quality education for all learners in Montenegro through promoting inclusive, democracy and ethics principles and related emergency response at pre-university and higher education level.

Our societies face complex and ever-evolving challenges. Emergencies such as conflicts, natural disasters, climate change, and epidemics have significant impacts, and the education sector is no exception. These crises can impact infrastructure, reduce the availability of teachers and educational staff, contribute to gender inequality, and challenge the overall education system. Since education is closely linked to mental health, social-emotional learning, and overall well-being, it is especially important to address its needs during emergencies. Providing inclusive, quality education in these situations remains a vital and necessary effort.

The Council of Europe’s [\*toolkit on Education at times of emergencies and crisis \(EDURES\)\*](#) was developed to support the implementation of [\*Resolution \(MED-26\(2023\)06\) on education in times of emergencies and crisis\*](#) which outlines principles for education during emergencies, emphasising how schools can foster resilience, through processes that empower democracy, as means of making plans and protocols more effective in school life.

The objective of the analysis is, therefore, in accordance with the policies and practices of the Council of Europe, offering recommendations to adapt available resources and protocols in schools, in response to such situations.

This report is structured in accordance with the six Council of Europe principles on the resilience of education in emergency situations and is organised into six main sections. It begins with an executive summary that provides an overview of the analytical key findings and recommendations, followed by an introduction outlining the background, objectives, and structure of the research. The methodology section explains the survey design, sampling strategy, data collection, and analysis approaches. Key findings present insights from the survey, with a focus on school governance, educational continuity, stakeholder cooperation, and accessibility. Based on these findings, the recommendations section proposes strategic actions to strengthen school resilience and ends with the proposal of a model plan. The survey design, recommendations, and model plan were developed by Angelos Vallianatos, Council of Europe expert, while the data analysis was conducted by a national expert, Marijana BLECIC. All phases of the analysis were carried out in cooperation with the Ministry of Education, Science and Innovation and the Bureau for Educational Services.

### 3. Methodology

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This analysis, developed using a structured questionnaire, focuses on six core principles outlined in the Council of Europe's recommendations for resilience in education during emergencies. The data that the authors obtained through this questionnaire is the degree of acceptance of participatory education management (democratic school governance and culture<sup>1</sup>, in which students, employees and community entities are actively involved in decision-making processes<sup>2</sup>, which is important in meeting the increasingly diverse needs of students and fostering a sense of belonging and inclusiveness). The research builds on previous studies exploring resilience across various sectors, including education, and incorporates the experiences of Montenegro's Ministry of Education during the COVID-19 pandemic. These experiences offered important lessons on how to sustain education quality during crises. It features a **5-point scale** to assess the current status of resilience measures in schools, ranging from "*not within the scope of our school*" (1) to "*already done*" (5). Additional open-ended questions were included to capture more detailed insights. Using a **weighted average** allows to combine the quantitative data from the 5-point scale while reflecting the relative significance of each resilience measure in sustaining education quality during crises.

The survey targeted school managers and directors, ensuring that responses would come from individuals with direct decision-making authority. Schools from various geographic regions, including urban, suburban, and rural areas, participated, providing a comprehensive view of the education landscape across Montenegro.

Data collection was conducted online, with questionnaires distributed to school directors across Montenegro. Participation was voluntary, with respondents assured of the confidentiality of their input. Out of a total of 221 public and private primary and secondary schools—referring specifically to central school units—193 schools responded to the questionnaire, which constitutes an 87.33 % response rate. These central schools also manage a number of associated satellite units, which are located in remote areas and operate under the supervision of the main school directors. For the purposes of analysing the size and geographical distribution of schools, satellite units were treated as independent physical entities, separate from their respective central schools.

Quantitative data from the questionnaires were analysed using statistical methods to identify trends, while qualitative responses were thematically analysed to provide deeper insights into the specific needs and experiences of schools. Results were cross-referenced with the CoE's guidelines on school resilience to ensure that recommendations align with best practices.

In addition to the survey, desktop research was conducted to strengthen foundations for the recommendations. This research involved analysing similar studies and theoretical discussions on school preparedness, resilience frameworks, and emergency response strategies from both regional and international contexts. By examining successful resilience models and challenges identified in comparable environments, the research aimed to outline best practices and contextual insights relevant to Montenegro's education sector. The findings from this desktop research help to ensure that the recommendations are evidence-based and informed by proven approaches, providing a model for implementing effective resilience measures that are adaptable to Montenegrin schools.

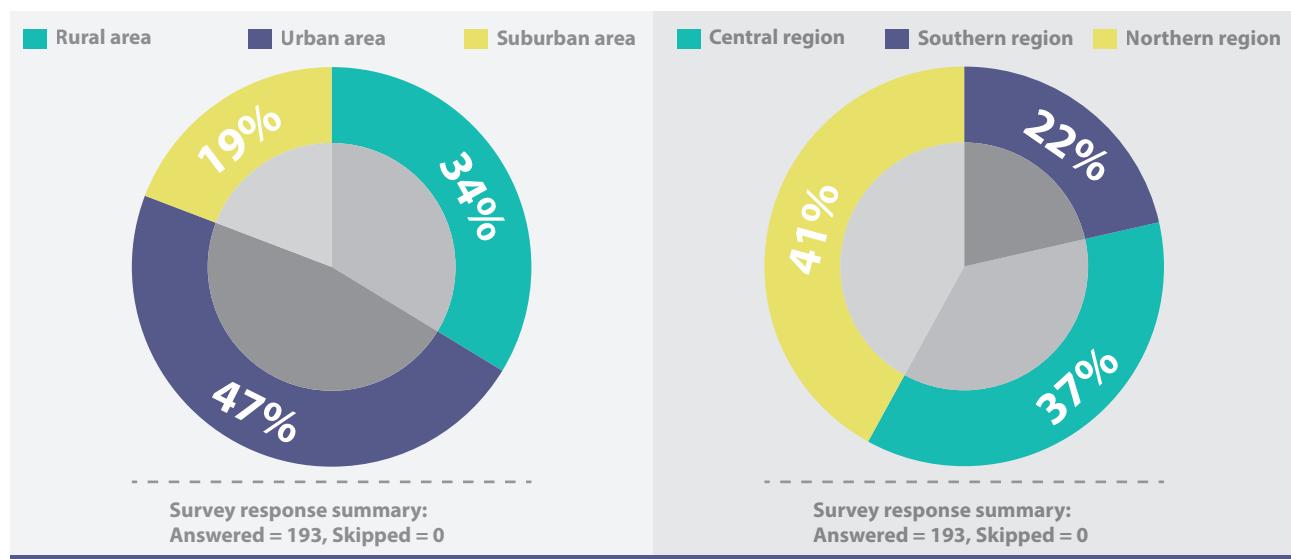
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<sup>1</sup> Reference Framework of competences for democratic culture, Volume 3, p. 93

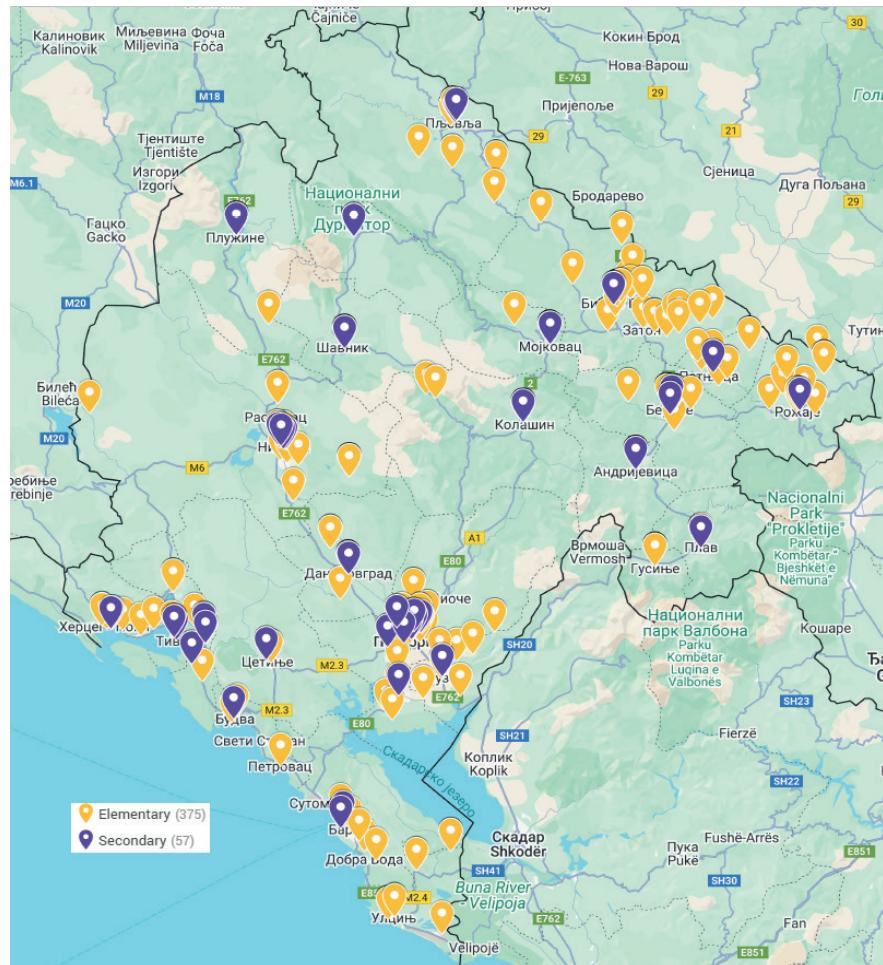
<sup>2</sup> Ibid p. 94

## 4. General Information About Schools

### 4.1. Geographical distribution of schools and across regions



The two datasets provide a comprehensive view of the distribution of schools across Montenegro, categorised both by geographical type (urban, rural, suburban) and by regional location (Southern, Central, Northern). This dual-layered analysis reveals patterns in school placement that can inform targeted emergency preparedness strategies.



The exact geolocations of primary and secondary schools in Montenegro can be found at the following [link](#).<sup>3</sup>

Urban schools make up the largest category with 47.15% of responses, and a significant portion of these are likely located in the central and northern regions, which together account for 77.72% of all responses.

The high proportion of schools in urban and central/northern regions may indicate that these areas benefit from a more established infrastructure, potentially aiding in emergency preparedness and resilience efforts. This urban and central/northern overlap suggests that emergency resources and initiatives are likely more accessible

<sup>3</sup> The geolocations cover both central school sites and their associated satellite units.

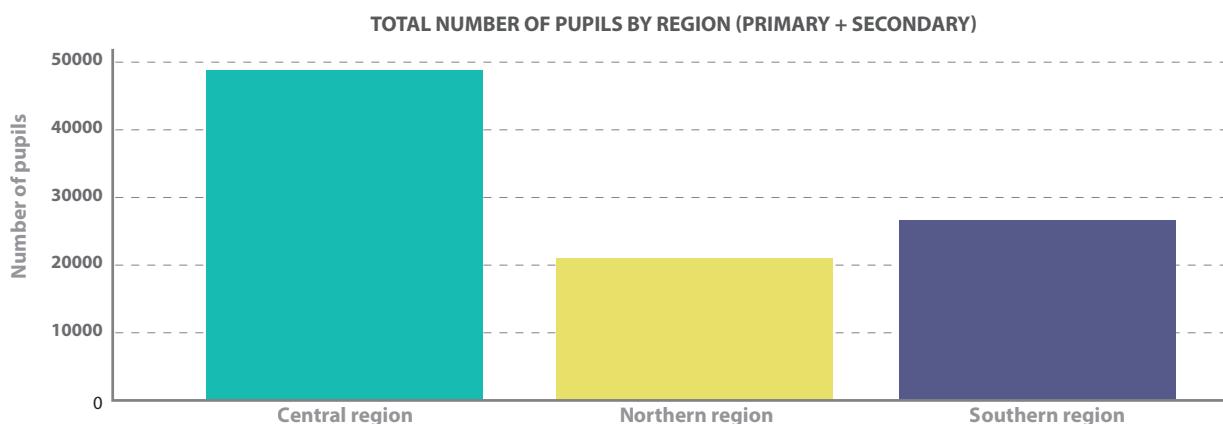
to schools in these areas.

Rural schools represent 33.68% of the total and given the northern region's substantial school representation (40.41%), it may indicate that a good portion of these rural schools are located in the North.

This combination suggests that rural schools in the northern region may face distinct challenges, such as limited access to emergency response resources, harsh weather, and greater distances to urban centres. Tailored support and infrastructure improvements may be necessary to ensure resilience in these more isolated rural schools.

Suburban schools, which account for 19.17% of responses, may primarily fall within the central region, given its balance between urban and rural settings. This overlap indicates that schools in suburban central areas might benefit from a hybrid approach to emergency preparedness, addressing both urban and rural characteristics. Suburban schools may face unique challenges, such as limited but growing infrastructure, which require adaptable emergency preparedness plans that consider both urban-like demands and rural constraints.

The southern region has the smallest representation at 22.28%, with a likely mix of rural and urban schools. Given the lower response rate and possible fewer institutions in this region, there may be gaps in emergency preparedness resources compared to the central and northern regions. The southern region's unique geographic and demographic characteristics could require a focused approach to resilience, ensuring that even with a smaller school population, these institutions are adequately equipped for emergencies.

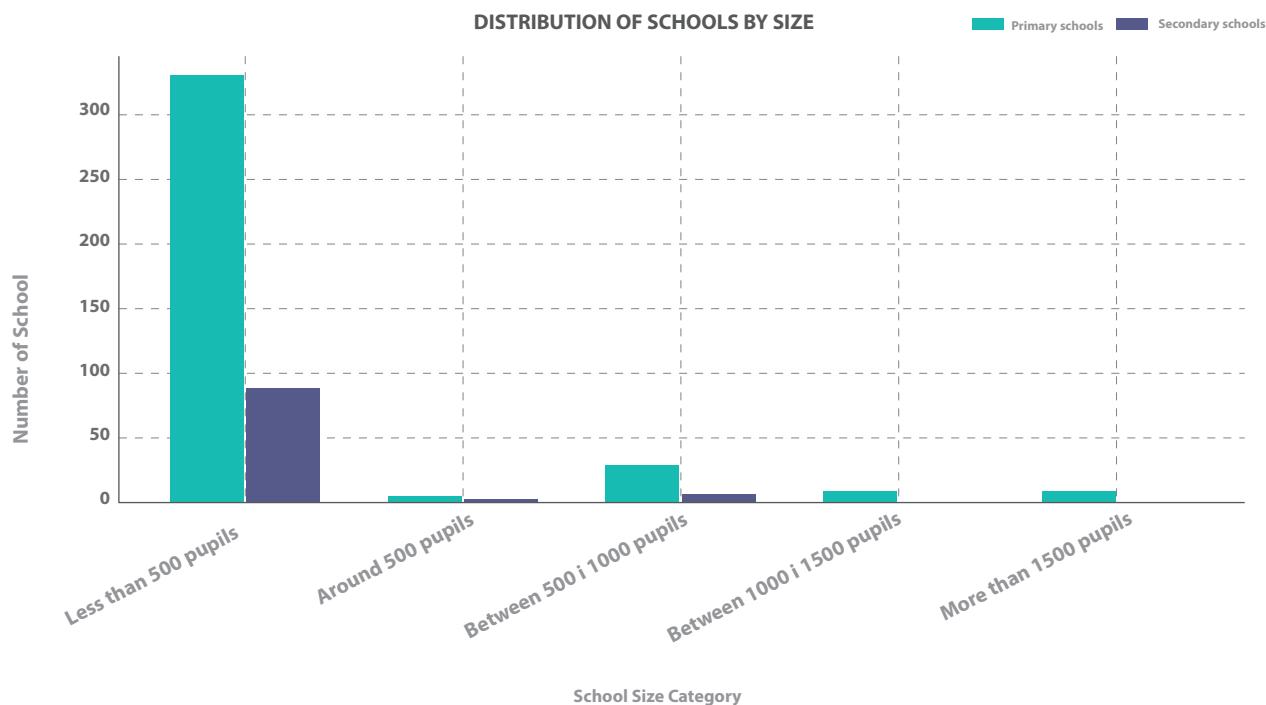


Montenegro's school population is unevenly distributed across its three regions, with the central region hosting the largest number of pupils (35,084), followed by the southern (19,954) and northern (14,770) regions. This distribution highlights varying capacities and challenges for schools in preparing for and responding to emergencies. The Central region, with its urban centres and higher population density, requires strong coordination mechanisms, regular drills, and digital tools that can support large-scale learning continuity during school closures.

In the northern region, where the number of pupils is lowest, schools are often located in remote or rural areas with limited infrastructure and digital access. This makes them more vulnerable to natural hazards such as snowstorms and floods, and underlines the need for low-tech solutions, community-based planning, and investments in school safety. Ensuring that pupils in the north are not left behind during emergencies is key to building equitable resilience across the country.

The southern region, with its coastal location and seasonal tourism, faces specific risks including floods, earthquakes, and fluctuating school populations. Schools here must plan for climate-related risks, ensure access to learning during disruptions, and coordinate with local authorities during high tourism periods. Across all three regions, emergency preparedness must be inclusive, adapted to local realities, and aligned with national resilience strategies and the principles of the Council of Europe's EDURES framework.

## 4.2. Size of schools<sup>4</sup>



Most schools in Montenegro are small. In fact, **88.03% of schools** (419 out of 476) have **fewer than 500 pupils**. These smaller schools often feel like close communities, where pupils and teachers know each other well. This can make it easier to organise quickly in times of crisis. However, small schools can also face real challenges. They often have fewer staff, fewer resources, and may find it harder to prepare for emergencies or invest in long-term improvements. For this reason, they may need **extra support** to make sure all pupils and staff are safe, included and well-prepared.

A smaller number of schools – **7.35%** (35 schools) – have **between 500 and 1000 pupils**. These mid-sized schools usually have more structure and better access to resources. Their size allows them to make more detailed emergency plans and to work closely with local authorities or emergency services. They are often in a better position to build strong and sustainable systems of support.

Only **0.63% of schools** (3 in total) have a pupil population of **around 500**. This suggests that schools in Montenegro are usually either clearly small or larger, rather than falling in the middle.

Large schools, with **between 1000 and 1500 pupils**, make up just **2.10%** (10 schools). Schools with **more than 1500 pupils** are also rare, representing **1.89%** (9 schools) of the total. These large schools often have more staff and better facilities, which can help them respond to challenges. But they also face different problems. It can be more difficult to make sure that all pupils and staff get the right information, support and training, especially in emergency situations.

Overall, this shows that any support for schools in Montenegro – especially in the areas of **emergency planning, inclusion, and sustainable development** – needs to reflect their size. **Small schools** may benefit from strong community ties and flexibility but may lack resources thus requiring **need practical support to build their capacity**. **Large schools need clear systems and strong coordination**. An effective emergency plan should balance these factors, ensuring clear communication, resource allocation, and strong community partnerships.

<sup>4</sup> The school statistics were generously provided by the Ministry of Education, Science and Innovation. For the purpose of this analysis, satellite units of schools were treated as separate physical entities.

### 4.3. Perceptions of preparedness of schools in Montenegro for various emergencies

A significant portion of respondents (44.89%) have initiated preparedness measures for **fire emergencies**, yet the weighted average score of 3.37 suggests that while awareness exists, greater efforts must be undertaken. Over half of the respondents (55.12%) indicated that preparedness measures for **severe weather** are either not in scope or difficult to implement. The low average score of 2.40 underscores the need for a more structured approach to severe weather readiness. Similar to severe weather, 39.20% of respondents find it challenging to implement emergency plans for **earthquakes**. The low preparedness level is reflected in the average score of 2.82.

Although 34.09% have started organising preparedness measures for **medical emergencies**, a notable 22.73% consider these emergencies outside their scope, revealing gaps in health crisis readiness. Lessons from the COVID-19 pandemic have led to a relatively high preparedness level, with 32.95% having fully implemented measures. The average score of 3.10 suggests moderate confidence in handling future pandemics. **Violence** preparedness shows the highest readiness, with 47.16% already implementing measures and a strong average score of 4.15.

Growing awareness of digital vulnerabilities is evident, with 36.93% of respondents actively working on preparedness for **cyber threats**. **Leakage of chemical substances** is a significant concern, as 52.84% believe it is not within their scope of preparedness. The low average score of 1.85 indicates that many schools do not prioritise this risk. **Political emergencies** and **mass migrations** have the lowest readiness scores, with 80.11% stating they are not addressed. A high percentage (72.16%) consider **landslides** outside their scope, indicating significant vulnerability.

Preparedness for **bomb alerts** varies, with 24.43% of respondents having implemented measures and 25.57% in the early stages of organisation. This suggests some schools are proactive, but a comprehensive approach is lacking. A considerable 31.82% of respondents do not consider bomb alerts within their preparedness efforts, highlighting a gap in risk recognition. Approximately 15.34% report difficulties in implementing preparedness measures, possibly due to resource constraints, lack of training, or insufficient institutional support. The weighted average score of 2.73 reflects moderate confidence in preparedness. While some progress has been made, further efforts are needed to ensure readiness. To strengthen school preparedness for bomb alerts, the following measures are recommended: develop clear protocols to establish and disseminate guidelines on how to respond to bomb threats, ensuring all staff and students are well-informed; conduct regular drills to implement training and simulation exercises to familiarise all stakeholders—students, teachers, and parents—with emergency procedures; enhance collaboration with authorities by working closely with local law enforcement and emergency services to establish effective communication and support systems; and raise awareness by promoting a culture of safety and emphasising the importance of preparedness for bomb threats.

Some respondents expressed difficulty in answering the survey, suggesting the need for clearer definitions and guidance. Many highlighted the importance of workshops and training sessions, indicating a perceived lack of preparedness education. Respondents suggested that emergency plans should be tailored to specific risks relevant to their local context. Several responses emphasised collaboration with ministries and emergency services as essential for effective preparedness. Some schools referenced past efforts in disaster prevention, indicating ongoing engagement in preparedness initiatives.

The survey findings reveal a moderate level of preparedness for certain emergencies, but significant gaps remain, particularly in severe weather, earthquake response, and chemical leak preparedness. Open-ended responses suggest a strong demand for improved training, clearer guidelines, and better cooperation with emergency services. To enhance the resilience of schools in Montenegro, it is recommended to develop tailored training programmes addressing specific school needs, strengthen collaboration between educational institutions and local authorities to establish clear protocols and resources, and prioritise severe weather, earthquake, and chemical incident preparedness in training and planning initiatives.

## 4.4. Diversity of the student population in schools

A significant portion of schools (66.10%) report having up to 10 students with **special educational needs**, indicating that many are fostering inclusion and support for diverse learning requirements. Schools also report a considerable presence of **students from the Roma and Egyptian population**, with 56.32% acknowledging their enrolment. This underscores the need for tailored educational programmes to support these students effectively.

**Socio-economically disadvantaged students** are a notable demographic, with 25.29% of schools reporting up to five such students. **Language barriers** also present an issue, as 41.95% of respondents indicate that some students do not speak Montenegrin as their first language, highlighting the necessity of language support programmes to ensure full participation in the educational process.

**Single-parent families** represent a significant portion of the student population, with 27.01% of schools having up to five students from such families, indicating potential support needs. While only 8.05% of schools report having **traveling students**, 16.67% of schools accommodate a substantial number (between 75 and 100), requiring flexible educational approaches. A large percentage (55.75%) of respondents indicated that their schools include **students with refugee or migrant experience**, reflecting current socio-political realities and the importance of supportive programmes.

The open-ended responses provide additional context, with one respondent noting a high number of large families, including a case where six children belong to one family. Another emphasised that 52.55% of their elementary school's students are Roma and Egyptian, stressing the need for targeted educational initiatives. The mention of students without parental care highlights the necessity for additional support mechanisms, such as mentorship programmes and counselling services. Concerns were raised about access to educational resources, particularly for music education, where students lacked instruments, impacting the quality of learning. Some respondents provided neutral or no comments, suggesting they felt their school's situation was adequately covered by the survey.

The findings suggest that Montenegrin schools serve a diverse student population, presenting both challenges and opportunities for educational resilience. To enhance inclusivity, schools should develop policies that address the needs of special educational needs students, language support, and socio-economic challenges. Greater engagement with families, particularly large and single-parent households, can help tailor support to their needs. Ensuring adequate resource allocation for Roma and Egyptian students, refugees, and those facing language barriers is essential for equitable education. Professional development programmes for teachers and staff should equip them with the skills necessary to support a diverse student body effectively.

## 5. Strengthening Governance

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### 5.1. Promotion of collaborative decision-making in schools

The survey shows that most schools in Montenegro involve **teachers** in collaborative decision-making, with 60.59% saying it is already in place. This high level of teacher involvement is reflected in a weighted average score of 4.34, suggesting a strong commitment to teamwork among educators.

**Student participation** is more moderate. About 38.24% of respondents say students are already included in decisions, leading to a weighted average of 3.78. This indicates there is room to encourage students to play a bigger role.

**Parents and caregivers** also show positive involvement. Around 41.18% report that parents are already included, and the weighted average of 3.85 suggests these relationships are fairly well established. In contrast, local community involvement is somewhat lower, with 26.47% saying it is already in place and a weighted average of 3.48.

**NGOs** present the greatest challenge. A significant portion of respondents (24.12%) report that NGOs have not been part of the school's decision-making process, and the low weighted average of 2.50 indicates a need for more cooperation with these organisations.

Open-ended responses offer further details. One comment notes that NGOs do provide suggestions, even if formal cooperation is limited. Another states that everyone can take part in decisions by sharing their views, showing a generally open environment. A third highlights that the parents' council stays informed about all safety measures and procedures, which helps prevent issues like peer violence.

Overall, the findings suggest that while many schools already involve teachers and parents in decision-making, there is a need to strengthen student involvement, deepen ties with the local community, and especially build closer partnerships with NGOs to improve resilience and safety in schools.

### 5.2. Co-operation with stakeholders

Most respondents indicate that their schools hold regular **meetings with stakeholders**, with 70.59% saying this is already in place and a high weighted average of 4.49. Similarly, 68.24% report that **events** are regularly organised, leading to a weighted average of 4.44. These findings suggest that schools in Montenegro are proactive in keeping the school community informed and involved.

Comments from participants offer further details. One notes that their school hosts many public events and is often featured by TV crews. Another highlights that everything is open and accessible, including classes, concerts, and frequent appearances in local media. Social media platforms and the school website also help keep the community up to date. Additionally, various special programmes—such as a "Sea of Knowledge" summer school, "Science Days," and "European Heritage Days"—showcase the range of events organised to engage students and the broader public.

### 5.3. Mechanisms of participatory governance

The survey shows that schools in Montenegro have largely put in place systems for participatory governance. **Student councils** are very well established, with nearly 83% of respondents reporting that they are already in place, resulting in a strong average score of 4.7. **Parents' councils** are even more developed, as 88% of responses indicate they are already functioning, reflected in an average of 4.81.

**Partnerships with community organisations**, while present, show a bit more room for growth. About

62% of respondents confirmed that these partnerships are already in place, and the average score of 4.26 suggests that some schools are still working on fully establishing these ties.

Additional comments reinforce these findings. One respondent mentioned that everyone makes a big contribution, while another observed that the school is active in all areas of social life. A further comment highlighted specific collaborations with local institutions and NGOs such as "Bauo," "Sveti Stefan," and "Eduteka." Overall, the results indicate strong governance mechanisms through student and parents' councils, with promising but slightly less developed partnerships with community organisations.

## 5.4. Mechanisms for transparent decision-making

The survey shows that many schools in Montenegro are working to ensure transparent decision-making during emergencies. Nearly 44% of respondents say that **open communication channels** are fully in place, while an additional 46% report that they are either starting to be organised or are close to being re-aliased, leading to a weighted average of 3.94. In the case of **protocols for exchanging information**, about 38% of schools have already established these systems, and another 50% are in the process, which gives a weighted average of 3.79. Similarly, for the **emergency council or team**, 43% of respondents state that this mechanism is already implemented, with further progress seen from those who are still developing it, resulting in a weighted average of 3.82.

Some open responses add further detail. One comment mentioned that everyone is well-coordinated, while another described how the school uses an electronic fire and alarm system. This respondent also suggested adding a sound system for clearer communication during emergencies and improving security measures to prevent vandalism. Overall, the data indicate that while there is solid progress in establishing transparent decision-making processes, some areas still have room for further improvement.

## 5.5. Familiarising the school community with emergency procedures

The survey shows that many schools in Montenegro already help teachers, students, and parents become familiar with emergency procedures. Nearly 40% say they have fully implemented these measures, while about 18% report they are close to completion. Around 35% are still in the early stages of organising their efforts, and just under 7% find it difficult to implement. Only a small number (about 2%) say it has not been a focus in their school. Overall, the data suggests that most schools recognise the importance of emergency preparedness and are working toward full implementation.

## 5.6. Collaboration with external entities

Most schools in Montenegro appear to collaborate with external entities to improve governance during crises. About 45% report that this is already in place, and another 15% are close to achieving it. Nearly 30% have started organising steps toward collaboration, while around 9% find it difficult. Only a small fraction—just over 1%—say it has not been part of their school's focus. Overall, the data suggest that many schools see the value of external partnerships for crisis management, although a few still face challenges or have yet to prioritise it.

## 6. Ensuring Continuity

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### 6.1. Preparedness levels for various aspects

The data suggest that most schools are making progress in preparing for emergencies, but the level of implementation varies across different measures. An emergency team has the highest rate of being "already done" (39.39%) and a relatively strong weighted average of 3.73. Student support also scores well, with 35.15% reporting it is fully in place and the highest weighted average (3.9).

In contrast, an emergency council where all stakeholders participate is less common. Only about 14% of respondents say this council is already established, and it has the lowest weighted average (3.07). Meanwhile, emergency preparedness strategies and protocols show moderate progress. Around 17% to 19% of schools have fully implemented these measures, with roughly 38% in the process of doing so.

Open-ended comments reinforce the idea that many schools built their current plans on lessons learned during the pandemic and whilst developing fire safety and evacuation simulations. Some also note that the state provides broader guidelines and protocols. Overall, while emergency teams and student support are fairly advanced, councils involving all stakeholders and certain formal strategies or protocols remain areas for further development.

### 6.2. Involvement of stakeholders in schools' emergency response plans

The data suggest that most schools in Montenegro either already have inclusive emergency response plans in place or are making significant progress. About 33% say these plans are fully implemented, while nearly 25% report they are close to finalising them. An additional 28% have begun organising their efforts, meaning that the vast majority are actively working on such plans. Meanwhile, around 12% find implementation challenging, and only 2% note it has not been a focus. Overall, the results indicate strong awareness of the need to involve all stakeholders in emergency planning, with relatively few schools either struggling or not engaged.

### 6.3. Inclusivity of schools' emergency response plans

The data shows that about one-fifth of schools (21%) have fully inclusive emergency plans, while nearly one-quarter (24%) are close to completing them. Another 35% have begun organising efforts, suggesting that most schools are taking steps toward inclusive planning. Around 16% find it difficult to implement, and a small fraction (5%) say it has not been a focus at all. Overall, the results indicate that although many schools have made progress, some still face challenges in making their plans fully inclusive in intent, design, and content.

### 6.4. Communication systems during emergencies

The data shows that most schools in Montenegro are at least beginning to set up a communication system for emergencies. About 42% say they have started organising such measures, and nearly 20% report they have already put them in place. Around 15% are close to completing the process, while 13% find it difficult, and roughly 11% have not focused on it yet. Overall, these results suggest that many schools are actively working on a system like a telephone tree to coordinate during emergencies, although a notable minority still face challenges or have yet to begin.

## 6.5. Emergency curricula and remote/online learning options

The data show that a large majority of schools—over 64%—have already implemented flexible alternative curricula and remote/online learning options for teachers. Around 14% are close to completing this process, and another 16% have started taking steps. Only a small fraction (under 6%) either find it difficult or have not yet focused on this area. Overall, these results suggest a high level of readiness among schools in Montenegro to adapt their teaching methods in an emergency.

## 6.6. Adapting lessons and educational tools

The data show that most schools have already trained their teachers to adapt lessons and use differentiated educational tools in emergencies, with nearly 65% saying this is fully in place. About 15% are close to achieving this goal, and another 12% have begun organising their efforts. A small number of respondents (5%) find it difficult to implement, and only 2% say it has not been within their school's focus. Overall, the results indicate a strong commitment to equipping teachers with the skills needed to adjust their teaching methods during emergencies.

## 6.7. Integration of digital learning platforms

The data shows that over 63% of schools have fully integrated digital learning platforms into their daily activities, suggesting a strong readiness for remote education and communication in emergencies. About 15% are close to completing this process, while another 18% have begun taking steps. Only a small portion (3%) find it difficult, and fewer than 2% say it has not been part of their school's scope. Overall, these results indicate that most schools are well-prepared to use digital platforms during a crisis.

## 6.8. Update of emergency plans

The data indicates that while some schools have established a process for regularly reviewing and updating emergency plans, many are still in the early stages. About 17% of schools report that this process is already in place, while nearly 16% are close to achieving it. A significant portion, 41%, has started organising efforts, showing ongoing progress. However, 22% find it difficult to implement, and about 4% say it has not been a focus in their school. These results suggest that while many schools recognise the importance of updating emergency plans, challenges remain in fully integrating this practice.

## 7. Expanding The Role Of Education

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### 7.1. Schools' engagement with local and national civil protection initiatives

The survey results suggest that while schools in Montenegro are taking various steps to enhance civic-mindedness and social responsibility, progress differs across specific measures. Learning support stands out as the most developed activity, with 39% of respondents indicating it is already in place (weighted average: 3.72). By contrast, assisting local shelters is the least implemented, with nearly 44% saying it is not within their school's scope and only 4% reporting it is already done (weighted average: 1.99).

Community service events for vulnerable groups show mixed progress: about 36% of schools have started organising them, but 25% say these activities are not in scope (weighted average: 2.67). Meanwhile, scheduling regular meetings involving all stakeholders is at a moderate level—around one-third have begun organising them, but 29% find it difficult (weighted average: 2.84). Fostering partnerships with local institutions or NGOs also sees moderate uptake: 42% have started organising such collaborations, and 17% say it is already in place (weighted average: 3.03).

Overall, while most schools are actively working on at least some form of community engagement, the level of implementation varies, with learning support emerging as the most common initiative and assistance to local shelters lagging behind.

### 7.2. Evaluation of school empowerment initiatives

The data shows that most schools prioritise initiatives that foster a sense of ownership, respect, and equality among students. Student councils lead the way, with nearly 70% of respondents saying they are already established, giving this category the highest weighted average (4.51). Joint sports activities also score highly, with about 69% reporting these are fully in place (weighted average 4.41). Diversity and inclusion workshops follow closely at 63% (4.33), while joint social activities are at 62% (4.29). Encouraging students to propose and implement projects is done in over half the schools (55%, 4.23). Peer mentorship programmes, though still significant, have a slightly lower rate of full implementation (48%, 3.99). Overall, these results indicate a strong focus on student empowerment, with student councils, sports, and diversity efforts standing out as the most widely adopted.

### 7.3. Developing and organising crisis response strategies

The survey indicates that schools in Montenegro employ a variety of strategies to offer crisis response plans, but their levels of implementation vary. Awareness campaigns stand out as the most fully realised measure, with over 40% of respondents saying they are already in place (weighted average 3.91). Peer mentoring systems also show strong adoption (37% done, average 3.75), and socio-emotional support has similarly high uptake (35% done, average 3.72).

Individualised learning plans (30% done, average 3.58) and monitoring of effectiveness measures (25% done, average 3.50) are somewhat behind but still progressing, while regular feedback sessions and involvement in planning both hover around 20% fully implemented (averages 3.34). Family engagement initiatives see moderate implementation (25% done, average 3.44). The biggest challenge is visits to vulnerable students' families, which has the highest difficulty rate (33%) and the lowest rate of full implementation (17%), reflected in its lower average score of 3.00. Overall, schools are making notable strides in areas like awareness campaigns and peer mentoring but face more hurdles when it comes to family outreach.

## 8. Increasing Accessibility

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### 8.1. Technology infrastructure in schools

The data suggest that teacher training on digital methods is the most advanced measure, with over half of respondents (54%) reporting it is fully in place (weighted average 4.31). Online learning platforms (57% done, 4.17) and digital resources (50% done, 4.14) also show strong implementation, and high-speed internet access for students and teachers is well established in just over half the schools (52% done, 4.08). Providing laptops or tablets to the general student population is reasonably widespread (41% done, 3.8).

However, there is a noticeable gap when it comes to vulnerable groups. Fewer than one-third of respondents have fully implemented either devices (19% done, 2.9) or internet provision (27% done, 3.06) for these students, and many find it difficult or outside their current scope. Collaboration with local businesses or libraries to create Wi-Fi hotspots is also less common (22% done, 2.9). Overall, although many schools have good digital systems and training for general use, more needs to be done to support vulnerable groups.

### 8.2. Emergency tools and resources preparedness

The data show that accessible facilities are the most fully implemented measure, with over half of respondents (56%) saying their school is already accessible (weighted average 4.14). Emergency evacuation plans and contact/communication systems both have moderate implementation (27% and 24% fully done, averages 3.41 and 3.38, respectively). Collaboration with emergency services (22% done, average 3.2), regular emergency drills (16% done, average 2.9), and methods to identify exclusion in education (19% done, average 3.23) also appear in progress.

The greatest gap is in maintaining emergency response kits, where only about 14% say they are fully in place and 32% find them difficult to implement (average 2.73). Overall, schools are strongest in providing accessible facilities, while measures like updating response kits and conducting regular drills have more room to grow.

### 8.3 Readiness and adaptability of schools

The data suggest that many schools have made good progress in adopting specific educational measures for emergencies, especially in terms of technology use and flexible lesson planning. Embracing remote and blended learning stands out with nearly 46% of schools reporting it is already in place (weighted average: 3.98). Similarly, 43% say teachers have coordinated on flexible lesson plans for emergency situations (3.83).

Taking the needs of vulnerable groups into account is also fairly advanced (39% done, 3.73). Training on differentiated teaching methods shows moderate implementation (33% done, 3.66), while training staff and students on emergency procedures is fully in place in about 26% of schools (3.57). The least-developed measure is providing educational materials for home use (36% done, 3.5), with nearly 28% finding it difficult. Overall, schools appear strongest in their use of technology and teacher collaboration, with somewhat less consistency in providing comprehensive support for learners at home.

## 9. Fostering Co-Operation

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### 9.1. School partnerships for emergency response

The results show that most schools are at least beginning to form partnerships with public or private entities for emergency response. Over 42% say they have started taking steps, and an additional 14% are close to completing this process. About 11% report that partnerships are already in place. However, nearly 24% find it difficult to implement, and roughly 8% say it has not been part of their school's focus. Overall, while many schools see the importance of external collaborations for emergencies, some still face challenges in getting these partnerships off the ground.

### 9.2. Mental health and psychosocial support and collaboration in schools

The data shows that about one-third of schools (34%) have already established synergies between professionals and teachers for mental health support. Another 16% are close to doing so, and nearly 32% have begun organising. Meanwhile, around 14% find it difficult, and 5% report it has not been a focus. Overall, most schools recognise the importance of mental health and psychosocial support, but a minority still struggle to implement it.

### 9.3. Collaboration to address vulnerabilities and inequalities

The data shows that nearly half of the schools (49%) have already established active cooperation with all stakeholders to address vulnerabilities and inequalities in education. Another 19% are close to completing this process, and about 25% have begun taking steps. Only 6% find it difficult to implement, while just over 1% say it has not been a focus. Overall, these findings suggest that most schools recognise the importance of broad collaboration, although a small minority still face challenges in putting it into practice.

### 9.4. Stakeholder engagement in emergency response planning

A large portion of schools (44%) have begun organising steps to involve all stakeholders in emergency planning, while about 12% say they are close to completing this process. Around 14% have fully implemented shared roles and responsibilities. However, nearly 22% find it difficult, and about 7% say it has not been a focus in their school. Overall, most schools recognise the importance of collaborative emergency planning, but a noticeable minority either face challenges or have yet to prioritise it.

### 9.5. Emergency drill practices

Nearly half of the schools (50%) have begun organising regular emergency drills and simulations, and an additional 13% are close to finalising them. About 11% say they are already conducting such drills. However, 18% find it difficult to implement, and 8% note it has not been a focus. Overall, most schools are moving toward regular practice sessions for emergency response, though a notable minority still face challenges or have yet to prioritise these drills.

# 10. Increasing Efficiency

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## 10.1. Integrating education in national disaster preparedness

The results indicate that while a sizable share of schools (36%) have begun incorporating education into the national disaster preparedness strategy, many still face hurdles. Over a quarter (26%) find it difficult to implement, and nearly the same proportion (26%) say it has not been a focus at their school. Only about 4% have fully included education in the strategy, and around 9% are close to doing so. Overall, these figures suggest that although some schools are taking steps toward integration with the national plan, a significant number have yet to prioritise or overcome challenges in this area.

## 10.2. Quick response frameworks

Around 39% of schools report having started setting up quick decision-making and coordination mechanisms, and another 13% are close to completing this process. About 11% say they have fully established these mechanisms. However, 18% note that it is not within their school's scope, and another 18% find it difficult to implement. Overall, whilst a slight majority of schools are making progress in creating fast and effective decision-making systems for emergencies, a significant minority either struggle with or have not prioritised this initiative.

## 10.3. Readiness in emergency notifications

The results show that nearly 32% of schools have fully established communication protocols, and another 26% are close to completing them. Around 32% have begun organising these channels, while only 7% find them difficult to implement, and about 4% say it has not been a focus. Overall, most schools are either well on their way or have already set up clear lines of communication for emergencies.

# 11. General Comments From Respondents

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The final comments highlight several key points from respondents. One emphasises the need to improve school protection systems and protocols. Another notes that their school lacks formal rules for handling emergencies, suggesting that the Ministry of Education create uniform regulations for all schools, as private drafting services can be expensive. A different comment mentions ongoing prevention work, while expressing that school directors were previously expected to act on these matters but often did not. One respondent suggests that some survey answers should be more precise, and other states that certain questions are difficult to answer in the given format. There is also a reminder that emergencies like floods and earthquakes can occur unexpectedly and require constant preparedness. Finally, one respondent simply offers thanks.

## 12. Recommendations For Enhancing School Resilience

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In recommending special measures and actions, one has to take into account the decisions of the Council of Europe, the Recommendations, the Resolutions of the Committee of Ministers, its Education Strategy and the theory and practice as captured in its various educational methods, tools and strategies.

As mentioned in the Council of Europe Education Strategy 2024-30: "Enhancing the social responsibility and responsiveness of education can be achieved by ensuring that educational institutions are not only responsive to the changing needs of society, but also resilient in times of crisis. Embracing participatory governance of education, in which students, staff and community stakeholders are actively involved in decision-making processes, will be crucial in meeting the increasingly diverse needs of learners and fostering a sense of ownership and inclusiveness".<sup>5</sup>

Following this above-mentioned description means that the whole preparation to get ready, create and implement a resilience plan for education emergencies, can be realised using the Reference Framework of Competences for Democratic Culture, as it has been created by the Council of Europe, and by using up-to-date good practices of its implementation in the Council of Europe member states, adapted to the specific needs of the Montenegrin educational system.

The Reference Framework of Competences for Democratic culture has two special structural elements that makes it a suitable foundation to build change and resilience readiness in schools:

1. It is adaptable to each specific school's special characteristics and needs
2. It embodies and uses the wide range of existing educational tools of the Council of Europe

The recommendations proposed here for enhancing school resilience follow the six Council of Europe resilience principles of education in times of emergency, that form the six main areas of the questionnaire<sup>6</sup>.

### **Recommendations for strengthening governance**

Montenegrin schools are well organised institutions that have extensive experience in crises and are ready to face any given problem. Directors have the knowledge, power and willingness to ensure successful everyday life in schools. Teachers are usually involved in this through the teachers' council. At schools there are student and parent councils, differently active, but there is no general culture of participatory democratic governance of schools with the active participation of every school stakeholder, according to their special characteristics and the educational needs of the students. In this field, local institutions, organisations and NGOs are not naturally considered as school stakeholders.

Schools in Montenegro are primarily hierarchical institutions that effectively implement top-down guidelines. While schools do organise meetings and events with stakeholders, it is mainly to announce and inform rather than to discuss and decide together. In most schools, teachers are involved in decision-making processes. This is not the case for students and parents, even less for local institutions and NGOs. The same happens to channels or protocols for emergencies. Even if schools have partnerships with local organisations, these organisations do not participate or collaborate in decision-making or crisis preparedness.

While schools demonstrate a certain capacity for action, this remains largely dependent on existing strengths: leadership tends to be centralised, with school directors and staff primarily implementing decisions rather than shaping them. Schools function efficiently when following external instructions, but less so in autonomous or participatory contexts. Although community meetings are well-established, they are

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<sup>5</sup> Council of Europe Education Strategy 2024-2030 Pillar 2: Enhancing the Social Responsibility, §3, page 6

<sup>6</sup> As mentioned in in Resolution 2, "The Transformative Power of Education: Universal Values and Civic Renewal", 26th Session, Res. 2, 16 b.)

typically mobilised only when clear top-down guidance is provided. The shift towards democratic school governance is still at an early stage, requiring more sustained and structured efforts to foster civic responsibility, collaboration, adaptability, and inclusive decision-making.

### **Recommendations for ensuring continuity**

Teachers were the cornerstone of education continuity during COVID-19, and yet schools have not built upon this readiness into broader collaboration. Practical tools are being discussed, but they remain disconnected from broader stakeholder collaboration or governance reform, while teachers show readiness for continuity. The lack of stakeholder involvement indicates missed opportunities to strengthen cooperation and participatory governance during crises. Teachers' preparedness highlights their potential as change agents for fostering democratic practices in schools, yet schools have not leveraged this strength for stakeholder-wide collaboration. The recognition of the need for updates provides an opportunity to integrate stakeholder collaboration and democratic principles into plan revisions.

### **Recommendations for expanding the role of education**

Schools are better in implementing predefined tasks (for example offering learning support or participating in plans). They are effective in fostering a sense of belonging within their walls, through activities like councils or sports. Creating their own ways in dealing with stakeholders is new but not denied. Schools in Montenegro have demonstrated the capacity to expand their role in resilience-building, such as participating in community initiatives and providing social and emotional support to their students. This existing experience can help on using their potential as hubs for community collaboration and education for democratic culture, if connected. Resilience in emergencies can be of help for stakeholder cooperation, mostly when the school realises that its strength, existing knowledge and practice can create education for democracy initiatives for its stakeholders in and out of school. Schools can transform from operationally efficient institutions into active resilience hubs. By expanding their role in the community and embedding democratic values into these efforts, schools can foster analytical and critical thinking, respect, cooperation, and shared responsibility.

### **Recommendations for increasing accessibility**

Montenegrin schools show strong technical readiness in infrastructure and teaching adaptations (e.g., blended learning and remote teaching). The schools experience in carrying out activities in school, can be used as a base to broaden school initiatives in meeting students' needs both during and after school hours. To expand their role effectively, schools must integrate infrastructure readiness with strategies for accessibility and inclusivity, fostering democratic competences such as skills like listening and observing, empathy, civic-mindedness, and conflict resolution. Schools already have the knowledge and experience in addressing personal situations as well as the ability to cater to the specific needs of the students. As far as emergencies are concerned, schools are accessible centres for the local community. However, schools have not undertaken that role up to now but could transform from operationally efficient institutions into active resilience hubs.

### **Recommendations for fostering cooperation**

Partnerships with public or private entities are currently underdeveloped and often undervalued, limiting schools' access to critical resources during crises. Existing collaborations are largely ad hoc rather than formalised.

While schools recognise the importance of cooperation with stakeholders (students, parents, local communities, NGOs, and the private sector), these collaborations are either underdeveloped or informal. Schools are stronger in establishing personal relationships than formal institutional partnerships, reflecting a reactive rather than proactive approach to fostering cooperation.

Schools in Montenegro have a foundation for fostering cooperation but require systemic strategies to formalise partnerships, address vulnerabilities, and build mutual responsibility. An emergency plan, to be

effective, needs the cooperation of everyone in the community. If students are the most vulnerable, their safety does not begin or end at the school entrance. This is why the local community should cooperate to share responsibilities. To set a cooperation network, emergency plans can act as a glue. Based on this, the aim, the scope, rules, boundaries, roles and responsibilities are clear and more easily set. This could act as a case study for the beginning of a broader cooperation between schools and their local community, for the benefit of the students. In this way, cooperation can become a part of the democratic learning process of schools, accompanied by autonomous learning skills, self-efficacy, and civic-mindedness.

### **Recommendations for increasing efficiency**

Montenegrin schools demonstrate efficiency in managing certain aspects of crisis response, such as time management and curriculum adaptation. They efficiently assign roles to teachers in crises, making them the most prepared group. However, there are inefficiencies in stakeholder coordination, proactive planning, and resource optimisation, largely due to centralised, hierarchical governance that excludes key stakeholders. Parents and students remain underused. This limits their ability to delegate tasks and act swiftly during crises. By addressing these gaps, schools can increase their operational efficiency while fostering democratic competences like responsibility, openness to otherness, tolerance of ambiguity and adaptability.

## **13. Proposal Of A Model Plan**

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### **Introduction**

**T**he special character of this research is that it was not started from scratch. It considered the variety of different research that has been made on resilience in several systems, education included, and several types of risks. It also relied on the thorough and explicit research of the Ministry of Education of Montenegro during the Covid pandemic, including detailed measures and rules for schools.

Thus, the questionnaire is used in two ways: It has already offered valuable quantitative data that have helped in the formulation of the following proposed plan, but it also forms the working basis for the preparation of school plans for resilience in times of crisis.

The new research question posed to the schools has four implementation questions: who, how, what and when. For this use, the questionnaire has been reformulated into an affirmative, rather than questioning form, as a list of things that must be done to prepare the school, but also signifying who should do what and how. In this way, by using the questionnaire every school can implement the steps described in it, adapting them and choosing the ones that they need, according to the school's character, personnel, resources, but also taking into consideration steps that have already been done.

### **Preparatory phase**

#### **A. Training**

For the creation of the model plan for schools, it is important that school directors and teachers are trained in the implementation of the Council of Europe Reference Framework of Competences for Democratic Culture (RFCDC).

In order to meet this need, there should be at least a full week's training programme for the school director and two teachers from each school participating in the project. During this training, participants will be trained in the use of Council of Europe educational tools, especially referring to CDC, implementation methods, Action Plans, EDC/HRE and teaching controversial issues.

Shortly after their training, the three school members from each school, will train the whole school staff, as well as a number of representatives from all school stakeholders (teachers, students, parents, local commu-

nity – institutions – selected NGO workers). In addition to all the teaching staff, and the “School’s Resilience for Emergencies” (SRE) members (see below) other participants will be nominated by each school teachers’ council, according to the school character and place, and to the school’s needs and the number of students.

#### B. “School’s Resilience for Emergencies” (SRE) working group

At every school, an SRE working group is to be created, consisting of 14 members and their substitutes as follows:

- The school director or the deputy director  
And at least
- three teachers
- One representative of the school’s non-teaching staff
- Five students
- Two parents
- Two representatives from local institutions and/or NGO’s

All members of the SRE working group will be elected from the councils or entities that they represent.

The president of the SRE working group will be elected by its members at its first meeting, together with his/her substitute and the group’s secretary.

The SRE working group will meet at least once per month unless a different frequency is decided by its members.

The SRE working group is not created for the sole purpose of working for the plan, but to decide, support, observe and manage the work of the school stakeholders. Therefore, the SRE working group’s way of working should mirror the way that the whole school works, as follows:

Using the “Strengthening Governance” part of the questionnaire (now used as check-list), which foresees the implementation of basic School Democratic Governance principles in the SRE working group’s way of working. For example:

6. That all stakeholders are represented in the SRE working group,
7. Establishes a consistent schedule for SRE working group meetings
8. Investigates the possibility helping all councils (students, parents), to remain active,
9. decides which decision-making process the school should follow,
10. Sets an activities plan in order to foster cooperation amongst the SRE members,
11. Explores methods of collaboration among the SRE members)

#### **Implementation phase**

##### C. Analysing the school situation

The SRE working group either in plenary, or in smaller groups analyses the school situation, using the questionnaire as a check list, as follows:

Using questions 1 to 5, describes the school identity, character and a priority issue on which to work.

##### D. Identifying the school’s priority actions

The SRE working group, using the rest of the questionnaire as a check list, determines the strengths and issues that the school needs to work on. This can be done either by the SRE working group itself -especially in small schools - or by creating mixed working groups, from other stakeholders who are not necessarily from SRE members.

#### E. Connecting actions to Competences for Democratic Culture

CDC is the Council of Europe's principle tool for teaching democracy throughout school life. This is the time to use the CDC as a way and means to work on school democratic education, using the Emergency Plan as a working example. Competences for Democratic Culture, therefore, play a special part in the creation and implementation of the plan. Creating the plan uses all possible teaching and learning opportunities that CDC itself offers for dealing with competences in the class, in everyday school life and in communication with the local community.

#### F. Making choices, organising priorities, selecting assignments

After identifying the school's priority actions, the school stakeholder bodies discuss, and propose to the SRE working group members the measures that should be taken.

#### G. Creating working teams

In order to create a feasible plan, there should be working teams, made up from interested and relevant school stakeholders. This is a process that can be as open as the school wants, inviting and involving as many actors as the school decides.

#### H. Finalisation and presentation of a final Action Plan

The SRE working group is responsible for finalising the project activities and in presenting it to those bodies that the school has the obligation to report to, in a form of an Action Plan.

### **Sustainability and Evaluation phase**

#### I. Testing, Familiarisation, Update, Sustainability and Plan Evaluation process

The SRE working group is also responsible for creating the necessary protocols and activities needed for the sustainability, the formative and final evaluation of the Plan and its implementation.

# 14. Appendices

## 14.1 Survey Questionnaire

### INTRO

Dear all,

We ask you to take part to a research that does not seek what is needed to be done. What this research aims to achieve is to check which ones of the known as suitable steps, processes and measures our schools have already decided to realize, and to what of them they need support, in order to build schools' resilience for potential education emergencies. But mostly, how can our schools achieve better results in those situations, in ways that are effective, possible and suitable to every single school's community needs.

The findings will serve for the design of practical strategies for educational institutions to build the resilience of schools in Montenegro in emergency situations and maintain the quality of education for all children, students, and especially for those at risk.

The questionnaire was prepared by the consulting team of the HFIII action "Quality Education for All" and takes into consideration the Council of Europe Recommendation of Ministers of Education on resilience of schools in times of emergency.

The Standing Conference of the Ministers of Education of the Council of Europe has concluded on six principles of education in times of emergency, that mostly describe how schools can foster resilience, through processes that empower Democracy, as means of making plans and protocols more effective in school life.

We ask your support in order to propose ways that our students competences can be benefitted while preparing for possible emergency situations, as part of their democratic culture literacy.

The questionnaire is divided in six chapters, as the CoE Resolution has proposed. Every measure that has to be taken has a 5-scale answer plus two separate ones, because the questionnaire tries to collect precise answers as follows:

- 1 = It has not been in the scope of our school
- 2 = it is difficult to be implemented
- 3 = we have started organizing certain steps
- 4 = we are close to realizing it
- 5 = it is already done

Therefore, we ask that you honestly, openly, objectively and constructively answer the offered questions. It is necessary that you, as the manager of the Institution, fill out the Questionnaire yourself, and not someone else.

Thank you in advance for your cooperation!

\* 1. My school is in

\* 2. My school is in

\* 3. My school has

## General 1

### \* 4. Possible emergency situations that my school should be prepared to are:

	It has not been in the scope of our school	it is difficult to be implemented	we have started organizing certain steps	we are close to realizing it	it is already done
fire	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
severe weather	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
earthquake	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
medical emergency	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
pandemic	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
violence	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
cyber threats	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
leakage of chemical substances	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
political emergencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
poverty	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
mass migrations	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
landslides	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
bomb alerts	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Other (please specify)

## General 2

### \* 5. In my school, the student population also includes

	0	0-5	5-10	10-20	20-35	35-50	50-75	75-100
students with special educational needs	<input type="radio"/>							
students from the Roma and Egyptian population	<input type="radio"/>							
students from a socio-economically disadvantaged situation	<input type="radio"/>							
students for whom Montenegrin is not their first language and/or face language barriers at school	<input type="radio"/>							
students from single-parent families	<input type="radio"/>							
traveling children/students	<input type="radio"/>							
students with refugee or migrant experience	<input type="radio"/>							

Other (please specify)

## A. Strengthening Governance

### \* 6. My school promotes collaborative decision making, involving

	It has not been in the scope of our school	it is difficult to be implemented	we have started organizing certain steps	we are close to realizing it	it is already done
teachers	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
students	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
parents and care givers	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
local community	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
NGO	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Other (please specify)

### \* 7. My school organizes regularly

	It has not been in the scope of our school	it is difficult to be implemented	we have started organizing certain steps	we are close to realizing it	it is already done
meetings with school stakeholders	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
events	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

### \* 8. My school has established established mechanisms for participatory governance like

	it has not been in the scope of our school	it is difficult to be implemented	we have started organizing certain steps	we are close to realizing it	it is already done
student councils	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
parents' councils	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
partnerships with community organisations	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Other (please specify)

**\* 9. My school has created transparent decision-making process particularly in times of emergencies through**

	it has not been in the scope of our school	it is difficult to be implemented	we have started organizing certain steps	we are close to realizing it	it is already done
open communication channels	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
protocol of exchanging information	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
emergency council (team)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

something else (please describe)

**\* 10. My school helps teachers, students and parents and care givers to be familiar with emergency procedures**

**\* 11. My school collaborates with external entities to enhance governance during crisis**

## B. Ensuring Continuity

\* 12. In emergency times my school is well-prepared to adapt and offer uninterrupted continuity of education during emergencies, through

	it has not been in the scope of our school	it is difficult to be implemented	we have started organizing certain steps	we are close to realizing it	it is already done
an emergency team	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
an emergency council where all stakeholders participate	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
emergency preparedness strategy	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
emergency protocol	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
students support	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

something else (please describe)

\* 13. In emergency times the emergency response plans refer and involve (or should refer and involve) all school stakeholders

\* 14. In emergency times the emergency plans are inclusive in intent, design and content

\* 15. In emergency times there is a communication system (for example telephone tree) to help organize school functioning

\* 16. In emergency times teachers have flexible alternative emergency curriculum, remote and online learning possibilities

\* 17. In emergency times teachers have been trained in adapting their lessons, using differentiated educational tools

\* 18. In emergency times digital learning platforms have been developed and are already integrated to everyday school practice – learning process, communication

\* 19. In emergency times the emergency plans are regularly reviewed and update

### C. Expanding the Role of Education

\* 20. Education is actively participating in local and national civil protection initiatives with measures at school that enhance civic mindedness and social responsibility a sense of ownership and inclusiveness through

	it has not been in the scope of our school	it is difficult to be implemented	we have started organizing certain steps	we are close to realizing it	it is already done
community service events for vulnerable communities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
learning support	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
assisting local shelters	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
schedule regular (monthly) meetings that involve students, teachers, parents and care givers with an agenda on school issues and policies and collaborative decision making	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
foster community partnerships with local institutions, NGOs or environmental groups where students can participate in joint projects	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**\* 21. The school empowers all students with the feeling of school ownership, belonging, respect and equality by**

	it has not been in the scope of our school	it is difficult to be implemented	we have started organizing certain steps	we are close to realizing it	it is already done
student councils (collaborating with teachers, organizing events, dealing with school issues)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
encourage students to propose and implement projects	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
organize diversity and inclusion workshops	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
organize peer mentorship programs to provide academic support, guidance and friendship	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
joint social activities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
joint sports activities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**\* 22. The school offer crisis response strategies or plans, by creating or organizing**

	it has not been in the scope of our school	it is difficult to be implemented	we have started organizing certain steps	we are close to realizing it	it is already done
regular feedback sessions	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
involvement in planning	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
socio-emotional support	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
monitoring of effectiveness measures	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
individualized and flexible learning plans possibilities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
peer mentoring system (older and younger students, and/or vulnerable group mixed cooperation etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
family engagement initiatives (workshops, support groups, communication etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
visits to vulnerable students' groups families	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
awareness campaigns (to address stereotypes, biases, to promote understanding and empathy)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Other (please specify)

## D. Increasing Accessibility

### \* 23. The degree to which we have technology infrastructure and tools

	it has not been in the scope of our school	it is difficult to be implemented	we have started organizing certain steps	we are close to realizing it	it is already done
laptops or tablets to students for educational purposes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
classrooms with collaborative learning tools (whiteboards, audio-visual systems etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
online learning platforms	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
high speed internet access for both students and teachers	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
digital resources, online tools and workspaces	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
teacher training on digital teaching methods and tools	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
digital literacy training programs for students and parents and care givers	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
laptops or tablets to vulnerable groups students	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
internet provision to vulnerable groups students	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
collaboration with local businesses, community centres or libraries to establish community wi-fi hotspots	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**\* 24. My school can provide access to emergency tools and resources (Please note the average of the following sub questions)**

	it has not been in the scope of our school	it is difficult to be implemented	we have started organizing certain steps	we are close to realizing it	it is already done
emergency evacuation plans (e.g. routes, meeting points, procedures to emergencies)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
emergency contact information and communication system (e.g. notification system to disseminate information quickly)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
emergency response kits regularly updated (first aid supplies, flashlights, blankets, batteries etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
emergency services collaboration system (meetings and training on collaboration with police, fire, medical personnel)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
regular emergency exercises (on several different emergency situations)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
ways to identify drivers of exclusion in education (disability, gender, domestic situations)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
accessible facilities (the school is accessible to everyone -classrooms, restrooms, school yard)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

\* 25. My school provide specific education measures (Please note the average of the following sub questions)

	it has not been in the scope of our school	it is difficult to be implemented	we have started organizing certain steps	we are close to realizing it	it is already done
<b>embraces technology and already uses of remote and blended learning</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>take the specific needs of vulnerable groups into consideration - In learning emergency planning, all vulnerable student groups special needs are taken into consideration</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>there is a system of providing educational material to students at home, alternative education, lesson techniques and digital tools for both educators and learners</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>teachers have cooperated and organized lesson planning adapted to emergency situation in creating flexible learning models</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>training on differentiated teaching methods</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>training for teachers, staff and students on emergency procedures</b>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

## **E. Fostering Cooperation**

**\* 26. Our school has established partnerships with public and if needed, private sector for emergency response preparedness**

**\* 27. Our school has created synergies between professionals and teachers in order to care for mental health and psychosocial support of students and educators**

**\* 28. Our school has actively cooperated with all school stakeholders (teachers, students, parents and care givers, local community institutions) in order to address vulnerabilities and inequalities in the education system**

**\* 29. Our school has shared roles and responsibilities in all school stakeholders to every phase of creating a plan for emergency situations**

**\* 30. Our school conduct regular emergency drills and simulations to ensure that everyone is familiar with protocols and can respond effectively during a period of crisis**

## **F. Increasing Efficiency**

**\* 31. Education is included in national disaster preparedness strategy**

**\* 32. Mechanisms for quick decision making, coordination and information mechanism and implementation are established**

**\* 33. Clear communication protocols and channels ready for emergency notifications and channels between school director, staff, students and parents and care givers have been established**

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