



Union Civil Protection Mechanism -  
Peer Review Programme  
for disaster risk management

European Union



# Peer Review Report Kosovo\* 2026

\* This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.



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**Suggested citation**

Anand, D., González López, S., Tiainen, P., Topping, K., Casartelli, V., Marengo, A., Salpina, D., Brăilescu, C., Sørensen, J., Rossetti, A. (2026). UCPM Peer review report: Kosovo 2026. <https://doi.org/10.25424/cmcc-tyqd-0t33>



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# Acknowledgements

The peers consisted of four experts:

- Daniel ANAND, Stuttgart Fire Department – Germany;
- Sofia GONZÁLEZ LÓPEZ, Civil Protection Unit of Spanish Government Delegation in the Autonomous Community of Murcia – Spain;
- Pekka TIAINEN, Ministry of Interior, Department for Rescue Services, International Affairs – Finland;
- Karl TORRING, Swedish Civil Contingencies Agency; National Coordinator for Sendai Framework in Sweden; Swedish Red Cross; NGO providing education and health care in Afghanistan.



**Figure 1:** The peers and the Local Contact Point (LCP) – Emergency Management Agency (EMA). From left to right: Karl Torring (peer); Sofia González López (peer); Nehat Koçinaj (EMA), Daniel Anand (peer), Pekka Tiainen (peer).



**Figure 2:** The peer review team – the peers (Pekka Tiainen, Sofía González López, Karl Tarring, and Daniel Anand), DG ECHO representatives (Cristina Brăilescu and Alessia Rossetti), CMCC staff (Veronica Casartelli, Angelica Marengo, and Dana Salpina); EMA representatives (Nehat Koçinaj, Mustaf Gashi, Dardan Lushtaku, Drijana Mehmeti, Ilire Bullatovci, Genc Metaj, Ismet Krasniqi, Alketa Ismaj, Alush Beqiri, and Nexhat Behrami).

Cristina Brăilescu, Judith Sørensen, and Alessia Rossetti supported the peer review in Kosovo\* on behalf of the European Commission's Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO).

The Euro-Mediterranean Center on Climate Change, Fondazione CMCC, assisted the European Commission in carrying out the peer review. Veronica Casartelli, Clara Beffa, Angelica Marengo, Dana Salpina, Elena Niero, and Avni Nimadi provided technical and administrative support throughout the review process.

In January 2025, Kosovo, represented by the Emergency Management Agency (EMA), within the Ministry of Internal Affairs (MolA), requested to undergo the peer review of disaster risk management capabilities under the Union Civil Protection Mechanism (UCPM) Peer Review Programme. Particular thanks are due to Nehat Koçinaj and Mustaf Gashi for their full commitment and continuous logistical support.

The peer review would not have been possible without the significant contributions of all the stakeholders consulted in Kosovo, who provided the peer review team with invaluable inputs throughout their stay in the country (Annex 1).

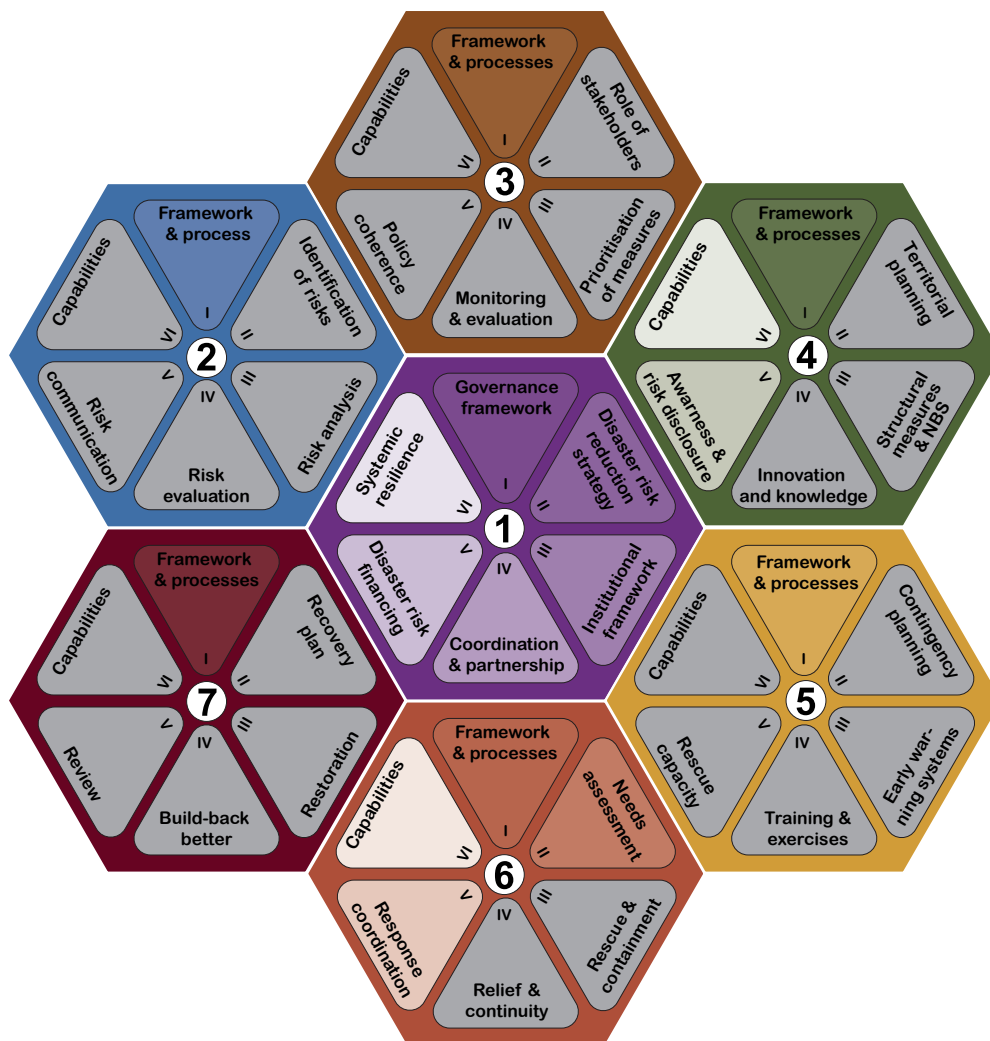
The peer review was financed by the European Union.

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This is a thematic review focusing on the following key thematic areas of the disaster risk management (DRM) cycle:

- **Governance of disaster risk reduction:** Overall governance framework; institutional framework; coordination and partnership; disaster risk reduction strategy; disaster risk financing; systemic resilience.
- **Risk prevention:** Legislative framework and processes; awareness and risk communication.
- **Emergency response:** Legislative framework and processes; response coordination; needs assessment.

The infographic below highlights the thematic areas (hexagons) and topics (wedges) of the Peer Review Assessment Framework (PRAF) covered in this report<sup>1</sup>.



**Figure 3:** Peer Review Assessment Framework (PRAF). The coloured areas represent the thematic areas addressed in this peer review.

<sup>1</sup> Casarelli Veronica, and Jaroslav Mysiak. 'Union Civil Protection Mechanism – Peer Review Programme for Disaster Risk Management: Peer Review Assessment Framework (PRAF)', 2021.

# Executive summary

Kosovo's Disaster Risk Management (DRM) system has undergone steady evolution in recent years, reflecting a growing recognition of the importance of strengthening national resilience in the face of current and emerging risks.

Building on the legal foundation established through Law 04/L-027 and guided by a National Strategy for Disaster Risk Reduction, Kosovo has demonstrated a clearer commitment to integrated risk governance, supported by the central leadership role of the Emergency Management Agency (EMA).

Kosovo's risk landscape and the increasing impacts of climate change contribute to rising vulnerability, highlighting the need for a coherent and well-coordinated approach across institutions and levels of government. While some municipalities have begun building stronger synergies and dialogue around DRM issues, additional efforts are required to ensure that local authorities can effectively implement central level guidance.

Strengths and recommendations of the DRM system in Kosovo are outlined in the report for the key focus areas covered in this peer review: governance of disaster risk reduction, risk prevention, emergency response. Strengths and recommendations regarding risk prevention and emergency response are limited to these topics (Figure 3). Further details and explanations of the strengths and recommendations listed below can be found in the 'Conclusions' sections of each key focus area, specifically in chapters 2.7, 3.3, 4.4.

## Key strengths identified:

### GOVERNANCE OF DISASTER RISK REDUCTION

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- ▶ A **single public authority**, the Emergency Management Agency (EMA), is legally designated as the sole national body responsible for disaster risk management (DRM).
- ▶ **Lessons learnt** from recent disasters inform efforts to address key areas for improvement, and the ongoing legislative revision offers a valuable opportunity to update and strengthen Kosovo's DRM framework.
- ▶ A National Strategy for Disaster Risk Reduction (DRR) is in place, and **good collaboration** exists across the entire DRM cycle between EMA and other agencies/institutions, such as the Kosovo Hydrometeorological Institute, as well as with civil society organisations, particularly the Kosovo Red Cross.
- ▶ Efforts to build **synergies** and foster dialogue among some municipalities at the local level are already underway.
- ▶ The **Build Back Better** concept is widely acknowledged, and efforts to integrate it into the DRM system are progressing.

- ▶ **Emergency funds**, although limited, are in place and are available for use in the event of disasters. The handling of funds for compensation for damages caused by natural disasters is centralised and implemented through special decisions of the Government of Kosovo.
- ▶ Significant efforts have been made in recent years to mobilise further **support from the international community**, focusing on various areas, including 112, early warning systems, community preparedness, and wildfire risk management.

## RISK PREVENTION

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- ▶ **Risk awareness campaigns** and preparedness initiatives, including joint drills and exercises, are implemented throughout the country and actively involve schools, citizens, and the private sector to enhance community readiness and strengthen multi-stakeholder engagement in DRM.
- ▶ **Strong partnerships** with civil society organisations and private actors, including with the Kosovo Red Cross and Hallakate, support numerous risk communication campaigns that enable broad outreach and active community engagement in preventive measures. It is recommended that this cooperation continue through targeted projects, supported by the government and relevant partners.
- ▶ **Communication through social-media** is well established, supported by collaboration with private-sector experts, high social-media penetration driven by a young population, and national-level messaging delivered by EMA in three languages (Albanian, Serbian and English).

## EMERGENCY RESPONSE

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- ▶ **Strong collaboration in disaster response** exists with the Kosovo Security Force and the NATO Kosovo Force, as evidenced by recent operations. Additionally, coordination with the Hydrometeorological Institute of Kosovo, partner of the European Flood Awareness System, has effectively supported anticipatory actions and emergency operations during recent floods.
- ▶ First attempts with a **group messaging service** for population warnings were successful, showing potential for establishing digital alert systems.
- ▶ Kosovo demonstrated effective **support for foreign teams** transiting through the country during the earthquake in Türkiye with excellent cooperation with border guards – a solid foundation for further Host Nation Support development.
- ▶ A **national legal framework on volunteering** in fire and rescue services is in place to increase response capacities, enabling municipalities to organise voluntary units. Additionally, a first volunteer fire brigade is currently being established in Pristina.

- ▶ All firefighters and rescuers are trained at the Kosovo Academy for Public Safety, ensuring **standardised preparation** throughout the country. Separate training programmes are in place for professional and volunteer firefighters.

**Key recommendations:**

## **GOVERNANCE OF DISASTER RISK REDUCTION**

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- ▶ Further clarifying **roles and responsibilities in DRM** across different levels of government and clearly assigning firefighters to either municipalities or EMA would support the effective implementation of an integrated DRM system. Risk governance reforms should combine **top-down and bottom-up approaches** to ensure effective implementation and enforcement.
- ▶ As revision to the legal basis is in process, it is recommended to increase the **EMA's institutional flexibility** when updating the agency's legal framework. This would be in line with the principles of the Integrated Emergency Management System.
- ▶ The national **regulation on risk assessment** should be revised in close cooperation with municipalities, adopting a bottom-up approach. This will help ensure that the provisions are grounded in local needs and capacities and can be effectively implemented and enforced.
- ▶ The **National Strategy for DRR** and the **Action Plan** should be updated based on the forthcoming revised National Risk Assessment, ensuring evidence-informed prioritisation of DRR measures, strategic allocation of resources, and the development of capacities to address emerging risks and threats.
- ▶ A **multi-stakeholder coordination platform/forum** should be established to engage key stakeholders, promote dialogue and mutual learning, and strengthen cross-sectoral collaboration through a whole-of-society and all-hazards approach. A focus should be given to public-private partnerships.
- ▶ It is recommended to strengthen **data collection, sharing, and interoperability**, potentially through the creation of a national "Risk Information Hub" with a view to enhance collaboration across institutions and key DRM actors, and to promote greater digitalisation in public authorities to increase the quality of DRM processes.
- ▶ Encourage the use of **Copernicus Emergency Management Service** to support the entire DRM cycle and definition of standard operating procedures for its use during emergencies, as well as to support preparedness and recovery effort.
- ▶ Establish a clear **DRR financing plan** to address national and local needs exploring various financial instruments, including a potential national multi-hazard insurance system and the establishment of an annual budget line.

- ▶ Existing international projects, programmes, and funding sources should be mapped to avoid overlaps and **maximise opportunities to complement national resources** in implementing the priorities identified in the National Strategy for Disaster Risk Reduction and the National Risk Assessment, with a publicly accessible overview organised by thematic focus.
- ▶ **DRM capacities for decision-makers**, including mayors and EMA staff, should be strengthened through the development and delivery of targeted training.
- ▶ Developing and implementing **academic programs and curricula** in DRM-related topics, including meteorology, early warning systems, and DRR, would further build local expertise and enhance community awareness. The use of new tools and technologies is highly encouraged in this process.
- ▶ It is recommended to strengthen **municipality capacities** based on a comprehensive needs assessment and the establishment of minimum common standards. A DRM function could be added to the mandatory functions of municipalities, and inter-municipal cooperation and joint resource agreements should be encouraged. Cooperation between EMA and municipalities could be enhanced through innovative mechanisms, such as a board of municipal directors.
- ▶ A **multiannual plan for development of response capacities** needs to be developed and revised annually. The number of firefighters and the capabilities of the fire departments should be determined based on clear criteria, including number of citizens, results of risk assessments, and the presence of critical infrastructure.
- ▶ **Administrative, technical, and financial resources** of EMA and other key agencies/institutions with a role in DRM (such as the Hydrometeorological Institute, Seismological Institute and Kosovo Forestry Agency) should be increased.

## RISK PREVENTION

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- ▶ Efforts should be made to strengthen a **culture of resilience** by enhancing citizen empowerment and public awareness of individual responsibilities in disaster preparedness and assisting the most vulnerable, with particular emphasis on household-level self-protection guidance.
- ▶ **Risk awareness campaigns** should focus on major risks identified in risk assessments at all levels and address the underlying causes of disasters resulting from evidence.
- ▶ EMA should strengthen its risk communication capacity by establishing a **permanent risk communication unit** and building a national body of expertise through a multi-sector working group. This group could develop a multiannual risk communication strategy, secure funding, including from international donors, and ensure continuous annual review and improvement.
- ▶ **Guidelines, materials, and other targeted tools** should be developed at the national level and made publicly available to ensure consistent messaging in risk awareness initiatives con-

ducted by various actors (e.g. EMA, municipalities, and KRC) while allowing local authorities to adapt them to their specific context.

- ▶ **Training for mayors/local authorities** should be further implemented to enhance local resilience, ensure effective implementation of awareness campaigns, and foster a culture of citizen empowerment.

## EMERGENCY RESPONSE

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- ▶ The **national 24/7 emergency management capability** should be strengthened, including the adoption of a centralised information, communication, and awareness system, and a situation centre within EMA.
- ▶ Institutional roles and responsibilities for requesting and providing **international assistance** should be further clarified, and corresponding procedures should be formally adopted at the national level and linked with the 24/7 situation centre. Cross-border cooperation should be strengthened and standard operating procedures for response operations involving neighbouring countries should be developed.
- ▶ **Host-Nation Support procedures** should be expanded and formally adopted in line with the recent European Guidelines and reflect the presence and role of NATO Kosovo Force.
- ▶ **Regular exercises** at all levels should be organised to test response capacities. A full-scale exercise would help evaluate operational procedures and identify areas for improvement.
- ▶ Long-term strategies to strengthen **firefighter capacities and education** should be implemented, with training materials regularly updated to reflect risk assessment, as well as provision of personal protective equipment and specialised equipment.
- ▶ The **volunteer firefighting system** should be further developed, to increase the response capacities of the DRM system.
- ▶ The establishment of a **Virtual Operations Support Team** dedicated to tracking and analysing social media activity during crisis situations would enhance the digital situation overview and strengthen national capacities for monitoring misinformation.
- ▶ A **nationwide incident command software system** should be implemented, ideally incorporating an integrated collaboration platform for secure data transfer among partners. Key functionalities should include Advanced Mobile Localisation, EU-Alert (cell broadcast), first responder alarms, and comprehensive situation reporting.
- ▶ While the **112 number** should be further promoted and other emergency numbers fully integrated, it is recommended to consider rationalising the 112 network of centres (i.e., reducing the number of centres) and enhancing their capabilities in terms of staff and digitalisation.

- ▶ The **responsibilities of 112 Emergency Operation Centres** during severe emergencies must be clarified, and the centres must be adequately equipped to perform their functions. This includes having established standard operating procedures, a reliable communication system, and specialised personnel who speak all local languages, and preferably English, or have access to translation services.
- ▶ It is recommended to explore measures to reduce the number of **non-emergency calls to 112**, for example, by implementing a dedicated citizen hotline.
- ▶ Communication campaigns should be supported by the introduction of **population alert mechanisms**, such as cell broadcast or group messaging, in addition to the existing dissemination of public warnings through traditional media, including television, radio, and a 24/7 staffed public alert/communication point (e.g., the EMA situation room).
- ▶ To enable anticipatory actions and effective response, existing single-hazard **early warning systems** should be further developed, with the ultimate goal of implementing a multi-hazard, impact-based early warning system, building on ongoing activities under current projects (e.g., Technical Assistance Financing Facility for Disaster Prevention and Preparedness (TAFF) 1 activity on Improving Disaster Risk Understanding, Impact-Based Forecasting and Early Warning in Kosovo).
- ▶ A **clear roadmap towards a multi-hazard and impact-based early warning system** should be established, defining roles and resource allocation to prevent fragmentation and ensure progress toward the final objective.
- ▶ A **Post Disaster Needs Assessment framework** should be developed at the national level to support response operations and early recovery effort.

## Përmbledhje ekzekutive

Sistemi i Menaxhimit të Rrezikut nga Fatkeqësitë (Disaster Risk Management — DRM) i Kosovës ka kaluar një evolucion të qëndrueshëm në vitet e fundit, e reflektuar nga një kuptim në rritje të rëndësisë së forcimit të qëndrueshmërisë kombëtare përballë rreziqeve aktuale dhe atyre në zhvillim. E mbështetur në bazën ligjore të krijuar nëpërmjet Ligjit 04/L-027 dhe e udhëhequr nga një Strategji Kombëtare për Zvogëlimin e Rrezikut nga Fatkeqësitë, Kosova ka demonstruar një angazhim më të qartë ndaj qeverisjes së integruar të riskut, e mbështetur nga roli qendror udhëheqës i Agjencisë së Menaxhimit Emergjent (Emergency Management Agency — EMA).

Profili i rrezikut në Kosovë dhe rritjet e ndikimeve të ndryshimeve klimatike ndikojnë në rritjen e cenueshmërisë, duke theksuar nevojën për një qasje të qartë dhe të koordinuar mirë në të gjitha institucionet dhe nivelet e qeverisjes. Ndërkohë që disa komuna kanë filluar bashkëpunim dhe dialog më të fortë rreth çështjeve të Menaxhimit të Rrezikut nga Fatkeqësitë (DRM-së), nevojiten përpjekje shtesë për të siguruar që autoritetet lokale të mund të zbatojnë në mënyrë efektive udhëzimet nga niveli qendror.

Pikat e forta dhe rekomandimet e sistemit të Menaxhimit të Rrezikut nga Fatkeqësitë (DRM) në Kosovë janë përshkruar në raport për fushat kryesore të fokusit të mbuluara në këtë rishqyrtim nga ekspertët: qeverisja e zvogëlimit të rrezikut nga fatkeqësitë, parandalimi i rrezikut, reagimi emergjente. Pikat e forta dhe rekomandimet në lidhje me parandalimin e rrezikut dhe reagimi emergjente janë të kufizuara në këto tema (Figura 3). Detaje dhe shpjegime të mëtutjeshme të pikave të forta dhe rekomandimeve të listuara më poshtë mund të gjenden në seksionet “Përfundime” të secilës fushë kryesore të fokusit, konkretisht në kapitujt 2.7, 3.3, 4.4.

### Pikat kryesore të forta të identifikuara:

#### QEVERISJA E ZVOGËLIMIT TË RREZIKUT NGA FATKEQËSITË

- ▶ Një **autoritet i vetëm publik**, Agjencia e Menaxhimit Emergjent (EMA), është caktuar ligjërisht si organi i vetëm kombëtar përgjegjës për menaxhimin e rrezikut nga fatkeqësitë (DRM).
- ▶ **Mësimet e nxjerra** nga fatkeqësitë e fundit informojnë përpjekje për të adresuar fushat kryesore që kanë nevojë për përmirësim dhe rishikimi i vazhdueshëm legjislativ ofron një mundësi të vlefshme për të përditësuar dhe forcuar kornizën e Menaxhimit të Rrezikut nga Fatkeqësitë (DRM) të Kosovës.
- ▶ Një Strategji Kombëtare për Zvogëlimin e Rrezikut nga Fatkeqësitë (Disaster Risk Reduction - DRR) është në fuqi dhe ekziston një **marrëdhënie e mirë bashkëpunimi** përgjatë gjithë ciklit të DRM-së midis AME-s (EMA-s) dhe agjencive/institucioneve të tjera, siç është Instituti Hidrometeorologjik i Kosovës, si dhe me organizatat e shoqërisë civile, veçanërisht me Kryqin e Kuq të Kosovës.
- ▶ Përpjekjet për të krijuar **sinergji** dhe për të nxitur dialogun midis disa komunave në nivel lokal janë tashmë në zhvillim.

- ▶ Koncepti **Rinderto më mire** (Build Back Better) është i pranuar gjerësisht dhe përpjekjet për ta integruar atë në sistemin e Menaxhimit të Rrezikut nga Fatkeqësitë (DRM) po përparojnë.
- ▶ **Fondet emergjente**, megjithëse të kufizuara, janë të vendosura dhe janë të disponueshme për t'u përdorur në rast fatkeqësish. Trajtimi i fondeve për kompensimin e dëmeve të shkaktuara nga fatkeqësitë natyrore është i centralizuar dhe zbatohet nëpërmjet vendimeve të veçanta të Qeverisë së Kosovës.
- ▶ Janë bërë përpjekje të konsiderueshme në vitet e fundit për të mobilizuar **mbështetje të mëtejshme nga komuniteti ndërkombëtar**, duke u përqendruar në fusha të ndryshme, përfshirë sistemin e komunikimit emergjent 112, sistemet e paralajmërimit të hershëm, gatishmërinë e komunitetit dhe menaxhimin e rrezikut nga zjarret e hapura - fushore dhe malore.

## PARANDALIMI I RREZIKUT

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- ▶ **Fushata ndërgjegjësimi për rrezikun** dhe iniciativat e gatishmërisë, duke përfshirë simulime dhe stërvitje të përbashkëta, zbatohen në të gjithë vendin dhe përfshijnë në mënyrë aktive shkollat, qytetarët dhe sektorin privat për të rritur gatishmërinë e komunitetit dhe për të forcuar angazhimin e shumë palëve të interesuara në DRM.
- ▶ **Partneritete të forta** me organizatat e shoqërisë civile dhe aktorët privatë, duke përfshirë Kryqin e Kuq të Kosovës, OJQ dhe kompania e marketingut — Hallakate, mbështesin fushata të shumta komunikimi për rrezikun që mundësojnë shtrirje të gjerë dhe angazhim aktiv të komunitetit në masat parandaluese. Rekomandohet që ky bashkëpunim të vazhdojë përmes projekteve të synuara, të mbështetura nga qeveria dhe partnerët përkatës.
- ▶ **Komunikimi përmes mediave sociale** është i mirëvendosur, i mbështetur nga bashkëpunimi me ekspertë të sektorit privat, depërtimi i lartë i mediave sociale i nxitur nga një popullsi e re dhe mesazhet në nivel kombëtar të transmetuara nga AME (EMA) në tre gjuhë (shqip, serbisht dhe anglisht).

## REAGIMI EMERGJENT

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- ▶ **Bashkëpunim i fortë në reagim ndaj fatkeqësive** ekziston bazuar në ligj me: Njësitë Profesionale të Zjarrëfikjes dhe Shpëtimit, Shërbimin Emergjent Mjekësorë dhe Policinë e Kosovës, deri sa me Forcën e Sigurisë së Kosovës dhe Forcën e NATO-s në Kosovë në nivelin e reaguesve të dytë (FSK) dhe të tretë (KFOR), siç dëshmohet nga operacionet e fundit. Për më tepër, koordinimi me Institutin Hidrometeorologjik të Kosovës, i cili është partner i Sistemit Evropian të Ndërgjegjësimit për Përmbytjet, ka mbështetur në mënyrë efektive veprimet paraprake dhe operacionet emergjente gjatë përmbytjeve të fundit.

- ▶ Përpjekjet e para me një **shërbim për mesazhe në grup** për paralajmërimet për popullsinë ishin të suksesshme, duke treguar potencial për krijimin e sistemeve dixhitale të alarmit.
- ▶ Kosova tregoi **mbështetje efektive për ekipet e huaja** që kalonin nëpër vend gjatë tërmetit në Turqi, me bashkëpunim të shkëlqyer me rojet kufitare – një temel i fortë për zhvillimin e mëtejshëm të Mbështetjes së Kombit Pritës në raste fatkeqësish (HNS).
- ▶ Një **kornizë ligjore kombëtare për vullnetarizmin** në shërbimet e zjarrfikjes dhe shpëtimit është në fuqi për të rritur kapacitetet e reagimit, duke i mundësuar komunave të organizojnë njësitë vullnetare. Përveç kësaj, një brigadë e parë zjarrfikëse vullnetare është duke u krijuar aktualisht në Prishtinë.
- ▶ Të gjithë zjarrfikësit dhe shpëtuesit trajnohen në Akademinë e Sigurisë Publike të Kosovës dhe Qendrën e Ushtrimeve të Integruara (AME), duke siguruar **përgatitje të standardizuar** në të gjithë vendin. Janë në fuqi programe të ndara trajnimi për zjarrfikësit profesionistë dhe vullnetarë.

#### Rekomandime kryesore:

### **QEVERISJA E ZVOGLIMIT TË RREZIKUT TË FATKEQËSIVE**

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- ▶ Sqarimi më i detajuar i **roleve dhe përgjegjësi në** menaxhimin e rrezikut nga fatkeqësitë (**DRM**) në nivele të ndryshme të qeverisjes, si dhe përcaktimi i qartë i statusit të zjarrfikësve në komunat përkatëse ose në Agjencinë e Menaxhimit të Emergjencave (EMA), do të mbështeste zbatimin efektiv të një sistemi të integruar të menaxhimit të rrezikut nga zjarret. Reformat e qeverisjes së rrezikut duhet të kombinojnë **qasjet nga lart-poshtë dhe nga poshtë-lart** për të siguruar zbatim dhe përmbushje efektive.
- ▶ Ndërsa rishikimi i bazës ligjore është në proces, rekomandohet të rritet **fleksibiliteti institucional i AME-s (EMA-s)** gjatë përditësimit të kornizës ligjore të agjencisë. Kjo do të ishte në përputhje me parimet e Sistemit të Integruar të Menaxhimit të Emergjencave.
- ▶ **Rregullorja kombëtare mbi metodologjinë e vlerësimit të rrezikut** duhet të rishikohet në bashkëpunim të ngushtë me komunat, duke ndjekur qasjen nga poshtë-lart. Kjo do të sigurojë më shumë që dispozitat të bazohen në nevojat dhe kapacitetet lokale dhe të mund të implementohen dhe të zbatohen në mënyrë efektive.
- ▶ **Strategjia Kombëtare për Zvoglimin e Rrezikut nga Fatkeqësitë (DRR)** dhe **Plani i Veprimt** duhet të përditësohen bazuar në Vlerësimin Kombëtar të Rrezikut i cili do të jetë i rishikuar së shpejti, duke siguruar prioritetin të bazuar në prova të masave për reduktimin e rrezikut, caktim strategjik të burimeve dhe zhvillimin e kapaciteteve për t'u përballur me rreziqet dhe kërcënimet e reja.
- ▶ Një **platformë/forum koordinimi me shumë palë të interesuara** duhet të krijohet për të angazhuar palët kryesore të interesuara, për të nxitur dialogun dhe të mësuarit e ndërsjellë, si dhe për të forcuar bashkëpunimin ndërsektorial përmes një qasjeje që përfshin të gjithë sho-

qërinë dhe të gjitha rreziqet. Një fokus i veçantë duhet t'i kushtohet partneriteteve publik-privat.

- ▶ Rekomandohet të forcohet **mbledhja, ndarja dhe ndërveprimi i të dhënave**, potencialisht përmes krijimit të një «Qendre të Informacionit mbi Rrezikun» me qëllim rritjen e bashkëpunimit midis institucioneve dhe aktorëve kryesorë të menaxhimit të rrezikut nga fatkeqësitë (DRM-së), dhe për të nxitur dixhitalizim më të madh në autoritetet publike për të rritur cilësinë e proceseve të menaxhimit të rrezikut nga fatkeqësitë (DRM-së).
- ▶ Inkurajoni përdorimin e **Shërbimit të Menaxhimit të Emergjencave Copernicus** për të mbështetur të gjithë ciklin e menaxhimit të rrezikut nga katastrofat dhe përcaktimin e procedurave standarde operative për përdorimin e tij gjatë emergjencave, si dhe për të mbështetur përgatitjen dhe përpjekjet e rimëkëmbjes.
- ▶ Të hartohet një **plan i qartë financimi për zvoglimin e rrezikut nga fatkeqësitë (DRR)**, për të përmbushur nevojat kombëtare dhe lokale, duke shqyrtuar instrumente të ndryshme financiare, që mund të përfshijë një sistem të sigurimit në nivel kombëtar për rreziqe të shumëllojshme dhe krijimin e një linje buxhetore vjetore.
- ▶ Projektet, programet dhe burimet financiare ekzistuese ndërkombëtare duhet të hartëzohen për të shmangur mbivendosjet dhe për të **maksimizuar mundësitë për të plotësuar burimet kombëtare** në implementimin e prioritetëve të identifikuar në Strategjinë Kombëtare për Zvoglimin e Rrezikut nga Fatkeqësitë dhe Vlerësimin Kombëtar të Rrezikut, me një pasqyrë të përgjithshme të organizuar sipas fokusit tematik, e cila mund të qaset publikisht.
- ▶ **Kapacitetet e menaxhimit të rrezikut nga fatkeqësitë (DRM) për vendimmarrësit**, duke përfshirë kryetarët e komunave dhe stafin e AME-s (EMA-s), duhet të forcohet përmes zhvillimit dhe realizimit të trajnimeve të synuara.
- ▶ Zhvillimi dhe zbatimi i **programeve dhe kurrikulave akademike** në temat që lidhen me menaxhimin e rrezikut nga fatkeqësitë (DRM-në), duke përfshirë meteorologjinë, sistemet e paralajmërimit të hershëm dhe Zvogëlimin e Rrezikut nga Fatkeqësitë Natyrore dhe Fatkeqësitë Tjera-ZvRr nga FN dhe FT (DRR-në), do të ndërtonte më tej ekspertizën lokale dhe do të rriste ndërgjegjësimin e komunitetit. Përdorimi i mjeteve dhe teknologjive të reja inkurajohet shumë në këtë proces.
- ▶ Rekomandohet të forcohen **kapacitetet e komunave** bazuar në një vlerësim gjithëpërfshirës të nevojave dhe vendosjen e standardeve minimale të përbashkëta. Një funksion i menaxhimit të rrezikut nga fatkeqësitë (DRM-it) mund t'i shtohet funksioneve të detyrueshme të Komunave, dhe duhet të inkurajohet bashkëpunimi ndërkomunal dhe marrëveshjet e përbashkëta për burimet. Bashkëpunimi midis AME-s (EMA-s) dhe komunave mund të përmirësohet përmes mekanizmave inovativë, siç është një bord drejtorësh Komunal.
- ▶ Një **plan shumëvjeçar për zhvillimin e kapaciteteve të reagimit emergjent** duhet të hartohet dhe të rishikohet çdo vit. Numri i zjarrfikësve dhe aftësitë e departamenteve të zjarrfikësve shpëtues duhet të përcaktohen në bazë të kritereve të qarta, duke përfshirë numrin e qytetarëve, rezultatet e vlerësimeve të rrezikut dhe praninë e infrastrukturës kritike.

- ▶ **Burimet administrative, teknike dhe financiare** e AME-s (EMA-s) dhe agjencive/institucioneve tjera kryesore me një rol në menaxhimin e rrezikut nga fatkeqësitë DRM (siç janë Instituti Hidrometeorologjik, Instituti Sizmologjik dhe Agjencia Pyjore e Kosovës) duhet të rritet.

## PARANDALIMI I RREZIKUT

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- ▶ Duhet të bëhen përpjekje për të forcuar një **kulturë të aftësive ripërtëritëse (resilience)** duke rritur fuqizimin e qytetarëve dhe ndërgjegjësimin publik për përgjegjësitë individuale në përgatitjen për katastrofa dhe për ndihmën ndaj më të prekurve, me theks të veçantë në udhëzimet për vetëmbrojtje në nivel familjar.
- ▶ **Fushatat për ndërgjegjësimin për rrezikun** duhet të përqendrohen në rreziqet më të mëdha të identifikuar në vlerësimet e rrezikut në të gjitha nivelet dhe të adresojnë shkaqet themelore të fatkeqësive që rrjedhin nga provat.
- ▶ AME duhet të forcojë kapacitetin e saj të komunikimit të rrezikut duke krijuar një **njësi të përhershme komunikimi për rrezikun** dhe ndërtimin e një organi ekspert kombëtar përmes një grupi të punës shumë-sektorial. Ky grup mund të zhvillojë një strategji shumëvjeçare të komunikimit të rrezikut, të sigurojë fonde, përfshirë ato nga donatorët ndërkombëtarë, dhe të sigurojë rishqyrtim dhe përmirësim të vazhdueshëm vjetor.
- ▶ **Udhëzime, materiale dhe mjete të tjera të synuara** duhet të zhvillohen në nivel kombëtar dhe të vihen në dispozicion të publikut për të siguruar komunikim të qëndrueshëm në nismat e ndërgjegjësimin për rrezikun të kryera nga aktorë të ndryshëm (p.sh. EMA, komunat dhe KKK (KRC) duke u lejuar autoriteteve lokale t'i përshtatin ato në kontekstin e tyre specifik.
- ▶ **Trajnimi për kryetarët e komunave/autoritetet lokale** duhet të zbatohet më tej për të rritur qëndrueshmërinë lokale, për të siguruar zbatimin efektiv të fushatave të ndërgjegjësimin dhe për të nxitur një kulturë të fuqizimit të qytetarëve.

## REAGIMET EMERGJENTE

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- ▶ **Aftësia kombëtare 24/7 për menaxhimin e emergjencave** duhet të forcohet, duke përfshirë miratimin e një sistemi të centralizuar për informacion, komunikim dhe ndërgjegjësim, si dhe një qendër operative koordinuese brenda EMA-s.
- ▶ Rolët dhe përgjegjësitë institucionale për kërkimin dhe sigurimin e **ndihmës ndërkombëtare** duhet të sqarohen më tej, dhe procedurat përkatëse duhet të miratohen zyrtarisht në nivel kombëtar dhe të lidhen me qendrën operative dhe koordinuese 24/7 të AME-s. Bashkëpunimi ndërkufitar duhet të forcohet dhe duhet të zhvillohen procedura standarde operative për operacionet e reagimit që përfshijnë vendet fqinje.
- ▶ **Procedurat e Mbështetjes së Vendit Pritës (bazuar në udhëzuesin HNS)** duhet të zgjerohet dhe të miratohet formalisht në përputhje me Udhëzimet e fundit Evropiane dhe të pasqyrojë praninë dhe rolin e Forcës së NATO-s në Kosovë.

- ▶ **Ushtrime të rregullta** në të gjitha nivelet duhet të organizohen për të testuar kapacitetet e reagimit. Një ushtrim në shkallë të plotë do të ndihmonte në vlerësimin e procedurave operative dhe në identifikimin e fushave për përmirësim.
- ▶ Duhet të zbatohen strategji afatgjata për të forcuar **kapacitetet dhe edukimin e zjarrrfikësve shpëtues**, me materialet e trajnimit që përditësohen rregullisht për të pasqyruar vlerësimin e rrezikut, si dhe sigurimin e pajisjeve mbrojtëse personale dhe pajisjeve të specializuara mbrojtëse.
- ▶ **Sistemi vullnetar i zjarrrfikjes** duhet të zhvillohet më tej, për të rritur kapacitetet e reagimit të sistemit të menaxhimit të rrezikut nga fatkeqësitë (DRM).
- ▶ Krijimi i një **Ekipi Mbështetës të Operacioneve Virtuale** të dedikuar për ndjekjen dhe analizimin e aktivitetit në rrjetet sociale gjatë situatave të krizës do të përmirësonte vëzhgimin e përgjithshëm të situatës dixhitale dhe do të forconte kapacitetet kombëtare për monitorimin e keqinformimit.
- ▶ Një **sistem softuerik i komandës së incidenteve në të gjithë vendin** duhet të zbatohet, idealisht duke përfshirë një platformë të integruar bashkëpunimi për transferim të sigurt të të dhënave midis partnerëve. Funkcionalitetet kryesore duhet të përfshijnë Lokalizimin e Avancuar të thirrjeve nga telefona mobil- Celularit, Alarmin EU (transmetim celular), alarmet e ndihmës së shpejtë dhe raportimin gjithëpërfshirës të situatës.
- ▶ Ndërsa **numri** unik emergjent **112** duhet të promovohet më tej dhe numrat e tjerë të thirrjeve emergjente duhet të integrohen plotësisht, rekomandohet të merret në konsideratë racionalizimi i rrjetit të qendrave 112 (domethënë, zvogëlimi i numrit të qendrave) dhe rritja e kapaciteteve të tyre në aspektin e stafit dhe dixhitalizimit.
- ▶ **Përgjegjësitë e Qendrave Operative Emergjente 112** gjatë emergjencave të rënda duhet të sqarohen, dhe qendrat duhet të jenë të pajisura në mënyrë adekuate për të kryer funksionet e tyre. Kjo përfshin vendosjen e procedurave standarde të operimit, një sistemi të besueshëm komunikimi dhe personel të specializuar që flet të gjitha gjuhët lokale, dhe mundësisht anglisht, ose që ka qasje në shërbime përkthimi.
- ▶ Rekomandohet të eksplorohej masa për të zvogëluar **numrin e thirrjeve jo-emergjente në Qendrat Operative Emergjente 112 (QOE 112)**, për shembull, duke krijuar një linjë të dedikuar për qytetarë.
- ▶ Fushatat e komunikimit duhet të mbështeten nga futja e **mekanizmave të alarmimit të popullatës**, siç janë transmetimet celulare ose mesazhet në grup, përveç shpërndarjes ekzistuese të paralajmërimeve publike përmes mediave tradicionale, duke përfshirë televizionin, radion dhe një pikë njoftimi/komunikimi publik me staf 24/7 (p.sh., Qendra Operative e AME-s (EMA-s)).

- ▶ Për të mundësuar veprime paraprake dhe përgjigje efektive, **sistemet ekzistuese të paralajmërimit të hershëm** për një rrezik të vetëm duhet të zhvillohen më tej, me qëllimin përfundimtar të zbatimit të një sistemi paralajmërimi të hershëm për rreziqe të shumëllojshme dhe të bazuar në ndikim, duke u ndërtuar mbi aktivitetet e vazhdueshme në kuadër të projekteve aktuale (p.sh., aktiviteti 1 i Instrumentit të Financimit të Ndihmës Teknike për Parandalimin dhe Përgatitjen ndaj Fatkeqësive (TAFF) mbi Përmirësimin e Kuptimit të Rrezikut të Fatkeqësive, Parashikimin e Bazuar në Ndikim dhe Paralajmërimin e Hershëm në Kosovë).
- ▶ Duhet të vendoset një **hartë rrugore e qartë drejt një sistemi paralajmërimi të hershëm për rreziqe të shumëllojshme, i bazuar në rezultat**, duke përcaktuar rolet dhe ndarjen e burimeve për të parandaluar copëtimin dhe për të siguruar përparimin drejt objektivit përfundimtar.
- ▶ Një kornizë e quajtur **Vlerësimi i Nevojave Pas Fatkeqësisë** (PDNA) duhet të zhvillohet në nivel kombëtar për të mbështetur operacionet reaguese dhe përpjekjet e hershme të rimëkëmbjes.

# 1 - Introduction

## 1.1 - Peer review of disaster risk management capabilities

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Peer review is a common working method for assessing policy performance and implementation. The European Union's Civil Protection Mechanism (UCPM) introduced peer reviews as a means for improving risk management capabilities, stimulating exchange of knowledge, identifying good practices of policy and operations, and fostering integration of disaster prevention, preparedness, and response.

The European Commission's Directorate-General for Civil Protection and Humanitarian Aid Operations (DG ECHO) operates the [UCPM peer review programme](#).

The reviews, through independent analyses, are conducted by selected experts (the 'peers') from UCPM countries.

Since 2013, eighteen countries and one region have completed a voluntary peer review assessment.

## 1.2 - Scope of the review in Kosovo\*

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Kosovo, represented by the Emergency Management Agency (EMA), within the Ministry of Internal Affairs (MoIA), submitted a request for a UCPM peer review of disaster risk management capabilities in January 2025. The scope of the assessment was co-designed through dialogue and consultations.

ECHO appointed four peers through a call for interest circulated among the UCPM countries. During the on-site mission organised by EMA and held in October 2025, the peers engaged in discussions with representatives from key institutions, including ministries, agencies, academic institutions, civil society organisations.

\* This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.



**Figure 4:** The peer review team (peers, DG ECHO, CMCC), the EU Office in Kosovo, EMA, and representatives from key institutions attending a plenary meeting during the peer review mission at EMA's headquarters.

The [2021 Peer Review Assessment Framework \(PRAF\)](#) elaborates on the thematic areas and topics pertaining to disaster risk management capabilities. Countries/regions may choose between a comprehensive review of all areas or a tailored thematic review focusing on a selection of these areas. Kosovo chose a tailored thematic review focused on the following key areas: overall governance of disaster risk reduction, risk prevention (awareness and risk communication), emergency response (response coordination, needs assessment) (see Figure 3).

## 2 - Governance of disaster risk reduction

### 2.1 - Governance framework

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- In Kosovo, the central piece of legislation regulating disaster risk management (DRM), adopted in 2011, **Law No. 04/L-027 on Protection against Natural and Other Disasters**, is currently being renewed. This law is currently under revision and a draft law has already been prepared.
- DRM in Kosovo is built upon the concept of an **Integrated Emergency Management System (IEMS)**.
- Based on the main laws on DRM, **several regulations** have been established to provide detailed procedures and methodologies to address various aspects of disaster protection.

The main legislative instruments governing the disaster risk management (DRM) and civil protection system of Kosovo are rooted in a primary law and supported by various specific laws and regulations.

The central piece of legislation is [Law No. 04/L-027](#) on Protection against Natural and Other Disasters (2011). Its main scope is to manage the “*protection against any natural and other disasters, prevention and reduction of the disasters, as well as inhibition and reduction of victims and other consequences*”. It focuses specifically on protecting and rescuing people, animals, property, cultural heritage, and the environment. This law is currently under revision and a draft law has already been prepared.

The protection system against natural and human-induced hazard-related disasters is built around a set of core tasks aimed at ensuring prevention, preparedness, response, and recovery (Art. 4, Law 04/L-027). Additionally, Protection and Rescue against natural and other disasters are considered as integral parts of the so-called Integrated Emergency and Management System (IEMS).

Law No. 04/L-027 assigns to the State the overall responsibility for organising the protection against natural and other disasters as a unified and integrated national system, and outlines the roles and responsibilities of key actors involved in DRM, including the Ministry of Internal Affairs (MoiA) and the Emergency Management Agency (EMA) (see Section 2.2).

Other key laws identified as part of the legal framework for DRM/disaster risk reduction (DRR) are [Law No. 04/L-230](#) on the Emergency Management Agency (2014), regulating the duties and responsibilities of the EMA, and [Law No. 04/L-049](#) on Firefighting and Rescue, amended by [Law No. 08/L-276](#). Specifically, a Draft Law on Emergency Management Agency, was adopted in September 2024 by [Decision No. 03/226](#).

Supporting regulations derived from or related to these laws provide more detailed procedures and methodologies. Examples of regulations pursuant to Law. 04/L-027 include: [Regulation \(GRK\) No. 18/2015](#) for Organising the Unit Structures for Protection, Rescue and Aid; [Regulation \(GRK\) No. 17/2015](#) for the Methodology of Damage Assessment from Natural and Other Disasters; [Regulation No. 08/2013](#) on the Contents and Procedures of Drafting Emergency Response Plans; and [Regulation GRK No. 18/2013](#) for the Organisation and Operation of Monitoring, Notification and Warning System, and Regulation (GRK) No. 25/2020 on methodology for risk assessment.

In the area of Climate Change, the [Law No.08/L-250](#) on Climate Change was adopted in 2023. The Law provides a legal basis for planning and institutional arrangements for mitigation and adaptation.

It assigns responsibility for climate change adaptation and mitigation to the Ministry of Environment, Spatial Planning and Infrastructure (MESPI), and establishes the National Council for Climate Change and the Scientific Advisory Board. Overall, the Law foresees the preparation of a long-term decarbonization strategy with a time horizon of 30 years, to be revised every five years, and of a national adaptation plan<sup>2</sup>.

## 2.2 - Institutional framework

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- Responsibilities in DRM are split among two levels, the central (country) level and the local level. At the central level, key actors include the **Ministry of Internal Affairs (MoIA)**, and its executive agency, the **Emergency Management Agency (EMA)**.
- At the local level, the **Mayor** holds the main responsibility in disaster protection. In this field, each municipality operates and manages the system independently in their areas.
- Other crucial actors include the **volunteers**, with the Kosovo Red Cross (KRC) having a pivotal role in relief operations and raising awareness, and the **private sector**.

The administrative levels in Kosovo are two: the central (country) level and the local level. At the central level, the main actors include: the Government of Kosovo, responsible for directing and coordinating the organisation, preparation, and implementation of protection measures against disasters; the National Assembly of Kosovo, which, among others, lays down national basic guidelines for organising and implementing protection measures, and provides funds for the recovery from major natural disasters; and the Ministry of Internal Affairs – MoIA, and its executive agency, the Emergency Management Agency – EMA.

MoIA is responsible for upholding the rule of law and ensuring public safety throughout Kosovo. Through its subordinate body, EMA, the Ministry carries out civil protection activities. Furthermore, MoIA holds the role of the National Coordinator for Disaster Risk Reduction, and is responsible for the implementation of the State Strategy on Risk Reduction from Natural Disasters and Other Disasters (SDRRO) and the Action Plan 2023-2028 (see Section 2.4). Specifically, as per Art. 48 of Law No. 04/L-027, MoIA is directly responsible for the organisation of a unique system of notification, warning, management and implementation of protection, rescue and aid. In this respect, it established the Emergency Operating Centres (EOCs) – the EMA's Operation Centre, the Regional Emergency Operations Centres (EOC 112) and the Local Emergency Operations Centres – through which it ensures the performance of operational tasks and maintains communication with EMA (see also Section 4.2).

EMA acts as an independent body, and it is led by the Director General. In accordance with [Regulation \(MIA\) No. 03/2016](#) on the Internal Organisation and Systematization of Working Places in the Emergency Management Agency, EMA is organised at the central and local level, with the Directorate General of the Agency being the central level and bearing responsibility for the entire State. At

<sup>2</sup> World Bank Group (2024). Western Balkans 6: Kosovo country compendium – Country climate and development report, pag. 5. Available at this [link](#)

the local level, EMA's local bodies are the EOC 112, located in seven cities of Kosovo, and the Fire and Rescue Professional Units, which are organised in cooperation with the municipalities in four municipalities of the country.

EMA is responsible for performing administrative and technical duties in the management and protection against disasters. EMA's roles and responsibilities, regulated by Law No. 04/L-230, includes the following tasks: preparing development and research proposals; drafting national programmes and plans; taking care of the organisation and functioning of the monitoring, warning, and alarm systems; and managing a unified communication and information system. It also develops risk assessments and technical documents for defense, rescue, and relief planning, and drafts national emergency response plans in cooperation with relevant ministries. Furthermore, it organises, equips, and trains central and supporting structures for protection, rescue, and assistance; supervises and coordinates the organisation of the Structures of Protection, Rescue, and Aid (SPRA) and other services; prepares training curricula; classifies resources; and maintains national material reserves for natural and other disasters.

Besides the above-mentioned actors, other institutions play a relevant role in DRM. These are: the Kosovo Police; Ministry of Finance, Labour and Transfer (MFLT); Ministry of Environment, Spatial Planning and Infrastructure (MESPI); Ministry of Defence (MoD) and Kosovo Security Force (KSF); Ministry of Foreign Affairs and Diaspora (MFAD); Ministry of Education, Science, Technology and Innovation (MESTI); Ministry of Agriculture, Forestry and Rural Development (MAFRD); Ministry for Communities and Returns (MCK); Ministry of Health (MoH); Ministry of Culture, Youth and Sports (MCYS); Ministry of Industry, Entrepreneurship and Trade (MIET); Ministry of Rural Development (MRD); Ministry of Local Government Administration (MLGA); Ministry of Economy (MoE); Distribution System Operator (DSO); Kosovo Red Cross (KRC).

Most importantly, MESPI is responsible for environmental protection and for implementing objectives and measures related to Disaster Risk Reduction (DRR) and environmental protection. Among others, MESPI develops integrative, cross-sectoral policies to safeguard public health and the environment, focusing on areas such as radioactive radiation, pollution (air, water, soil), and hydrometeorological hazards. Additionally, it is responsible for climate change mitigation and adaptation, and for drafting the National Strategy for Climate Change Adaptation (Art. 8, Law on Climate Change). Finally, MESPI is the head of the National Council for Climate Change, established by the Government and composed of the Ministers with a role in mitigating and adapting to climate change (Art. 6).

At the local level, the municipalities operate and manage the system of protection and rescue independently in their areas, with the Mayor being the responsible authority. Specifically, the Mayor is responsible for ensuring preparedness for protection against disasters, adopting municipal-level emergency response plans, and determining the type and size of the SPRA – see below (Art. 91 of Law 04/L-027). Additionally, it oversees the implementation of prevention measures and mitigation of consequences of disasters, manages protection, rescue, assistance, and recovery efforts, ensures that residents are informed about risks and protective measures, and appoints the Incident Commander.

### Box 1 - Visit to Pristina Municipality

During the on-site mission, the peer review team visited the Directorate for Security and Emergencies of the Municipality of Pristina. Established in 2023, this Directorate plays a central role in coordinating local DRM. Pristina holds the status of capital city with special roles and responsibilities, especially in terms of security, and has a dedicated municipal budget for security and emergency-related actions.

The Directorate manages a range of initiatives aimed at strengthening prevention, preparedness, and response capacities within the municipality. Investments have been made (and/or are planned) in emergency infrastructure, firefighting and rescue equipment, communication systems, and community awareness activities. Pristina is also developing an updated risk assessment and emergency plan, involving key municipal and national stakeholders, including citizens and the private sector.

A notable aspect of Pristina's approach is its collaboration with the private sector to enhance efficiency and reduce the operational burden on public services. Private companies are contracted for technical interventions, prevention works, and awareness campaigns (e.g., brochures for forest fires), including activities in schools and outreach through community and religious networks.



**Figures 5 and 6:** The peer review team and representatives from Pristina Municipality and EMA during a visit at the Municipality of Pristina.

Professional protection, rescue and relief tasks are carried out by the municipal administration and local protection and rescue units and services called FRPU – professional operational units, which take part in firefighting interventions, rescue of people and goods in emergency situations.

Another key actor is the SPRA (or PRAS), which are “*natural and legal persons entities with their human and material resources available for protection, rescue, and aid in cases of natural and other disasters*”, as defined by Law No. 04/L-027 (Art. 3). According to [Regulation GRK No. 18/2015](#), SPRA are established according to three main purposes: “units for specialised interventions (1); specialised units (2); and general intervention units (3)”. The Local level units, established based on the risk assessments, are operational at the municipal level as general intervention units (3) and at the city level as specialised units (2). They play a supportive role to the FRPU. At the central level, the Central level units are responsible for specialised interventions (1), meaning supplementing the non-existent capacities of other operational protection and rescue units for intervention in major disasters and catastrophes in Kosovo.

Volunteers play an important role in disaster response in Kosovo, with the Kosovo Red Cross serving as a central actor in relief operations. Notably, it has also provided international assistance, such as during the 2010 floods in Albania. The organisation actively participates in international community meetings and continues to serve as a key point of contact for relief efforts and requests. Other volunteer groups are involved in the broader government response but are primarily organised at the municipal level, where they respond within their designated geographic areas.

Finally, the private sector is a crucial actor in the DRM system of the country, particularly in recovery and mitigation efforts. In fact, given limited resources across various sectors, the government depends on private entities for support and additional capabilities. Private sector organisations provide assistance to local institutions and organisations, typically in response to municipal requests, and in cases of major events, at the direction of national authorities. These contributions come from a range of sectors, including power companies, telecommunications, media, and logistics providers.

## 2.3 - Coordination and partnership

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- Although Kosovo currently does not have a disaster risk reduction (DRR) platform or committee, there is strong recognition of the value of creating **new mechanisms to enhance coordination**.
- Coordination among key actors involved in DRM is promoted in different ways, including through **inter-institutional meetings** organised by the Prime Minister, as well as activities among EMA's units, local government, business, Civil Society Organisations (CSOs), and between government levels, coordinated by EMA.
- A successful form of inter-institutional collaboration took place with the establishment of the **Working Group for reviewing the Natural and other Disasters Risk Assessment Paper**.

In Kosovo, there is no DRR coordination platform at the country level, nor a coordination committee. However, the importance for coordination is well understood in Kosovo, with the National Response Plan recognising that “*new mechanisms are needed to facilitate intersectoral coordination, while respecting the roles of private sector partners and authorities at central and local level*”. Additionally, coordination among local-level institutions, ministries, private sectors, Civil Society Organisations (CSOs), and local and foreign donors is among the main aims of the State Strategy for Risk Reduction from Natural and Other Disasters.

As of now, coordination is promoted by several actors, including the Prime Minister, which convenes inter-institutional meetings to coordinate policy issues and action strategies, and EMA's departments. For instance, the Preparedness Department of EMA is responsible for coordinating activities with other units, local government, business, CSOs, and between government levels. Additionally, EMA serves as a liaison and coordinator for international support in various initiatives with international organisations, including the World Bank, DG ECHO, UNDP, and NATO.

Another actor that engages in partnership initiatives is the Kosovo Red Cross (KRC), which unites civic groups and organisations promoting education, training and volunteer services and addresses the threats of terrorism, crime, public health issues and disasters of all kinds. In addition, KRC has an Emergency Management Programme assisting public authorities in disaster and crisis situations.

In accordance with the Law on Climate Change, the Scientific Advisory Board enhances coordination and partnership among relevant actors in the area of climate change adaptation (CCA). The Board is tasked with developing scientific capacities in the areas of CCA and mitigation as well as providing scientific advice and reports to the Secretariat of the National Council for Climate Change in relation to the climate change policies. It is established by the Government, which defines its role, responsibilities, and structure, while also selecting representatives from state institutions. The Board

is chaired by the representative of the Hydrometeorological Institute of Kosovo (KHMI), under the MESPI, and should also include members from CSOs, academia, scientific institutes, and local and international organisations, which focuses on topics related to climate change and climate and environmental science.

Finally, the Working Group for reviewing the Natural and other Disasters Risk Assessment Paper can be considered as a form of inter-institutional collaboration. This group, responsible for drafting the risk assessment document, was composed of representatives from EMA/MoIA and numerous other ministries, agencies (such as the KHMI, the Seismological Institute, and the Forest Agency), and other institutions and CSOs.

## 2.4 - Disaster risk reduction strategy

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- The **State Strategy for Risk Reduction from Natural and Other Disasters (SDRRO)** was adopted in 2022 to provide a comprehensive framework for guiding DRR and to enhance coordination among key actors.
- The **Climate Change Strategy 2019-2028**, adopted in 2018, was drafted by the MESPI with the support of other relevant ministries and international stakeholders.
- Kosovo is currently in the process of developing **four National Planning Frameworks** for Prevention, Protection, Mitigation, and Recovery.

The [State Strategy for Risk Reduction from Natural and Other Disasters \(SDRRO\)](#) and the Action Plan 2023–2028, adopted in 2022, provide a comprehensive framework for guiding DRR efforts in Kosovo and serve as the basis for developing related programmes and plans. The development of the SDRRO was coordinated by MoIA, which holds the role of National Coordinator for DRR. In this capacity, MoIA is responsible for coordinating, guiding, monitoring, and reporting on the implementation of both the SDRRO and the Action Plan for 2023–2028. To support this process, MoIA established a multidisciplinary working group comprising representatives from all relevant national institutions, with OECD experts contributing to an advisory role. The SDRRO's overarching goal is to enhance coordination among all actors involved in DRM, including line ministries, the private sector, CSOs, and donors.

The implementation of the SDRRO is supported by the Technical Assistance Financing Facility for Disaster Prevention and Preparedness (TAFF) activity, including TAFF 1 “Improving Disaster Risk Understanding, Impact-Based Forecasting, and Early Warning in Kosovo” and TAFF 2 “Enhancing National Crisis Preparedness and Wildfire Risk Management in Kosovo”, which consists of a partnership between DG ECHO, the World Bank, and the Global Facility for Disaster Reduction and Recovery (GFDRR) to strengthen the disaster risk knowledge and management capabilities of countries participating in the UCPM. In the case of Kosovo, this project is a joint initiative between EMA and the KHMI<sup>3</sup>.

<sup>3</sup> TAFF projects booklet, Overview of 2024 project brief. Available at this [link](#)

The [Climate Change Strategy 2019-2028 Action Plan on Climate Change 2019- 2021](#) was adopted in 2018 and drafted by the MESPI with the support of other relevant ministries<sup>4</sup> as well as the involvement of international stakeholders. The Strategy aims to enhance Kosovo's resilience to climate change risks, promote sustainable development, and leverage opportunities from mitigation and adaptation measures. The strategy focuses, among others, on flood protection; drought, low flow, and water scarcity; and forest and biodiversity management.

Finally, Kosovo is currently in the process of developing four National Planning Frameworks for Prevention, Protection, Mitigation, and Recovery.

## 2.5 - Disaster risk financing

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- **Responsibilities for financing DRM are shared across various entities and levels of government.** The central government provides funding for activities within its jurisdiction, including administrative, technical, and supervisory functions.
- **Each municipality funds DRM activities** within its respective area of responsibility.
- EMA has **various agreements with international organisations** in the areas of DRM. Most importantly, several projects supported by the European Union have recently been completed.

According to Law No. 04/L-027, financial resources for protection against natural and other disasters are provided by the following instruments: the budget of Kosovo; Municipality budget; insurance rates; voluntary donations; international aid; the financial resources of enterprises, institutions, and other organisations; other sources (Art. 112).

The financing of protection and rescue is intertwined with the responsibilities placed upon various entities and levels of government. The central government finances activities within its jurisdiction, including administrative, technical, and supervisory tasks. Upon the decision of the Government, the budget of Kosovo can also be used for reconstruction and recovery (Art. 114).

At the local level, municipal administrations finance activities related to the protection against natural and other disasters within their respective areas of responsibility. However, if a municipality is seriously affected by a natural disaster, civil insurrection, war, or terrorism, the Government may allocate an extraordinary grant to help offset some or all of the resulting financial burden on the municipal budget, as regulated by Article 29 of Law No. 03/L-049 on Local Government Finances.

As for enterprises and institutions responsible for disaster protection and rescue, these entities are required to cover compensation for workers, as well as the costs of preparatory exercises and other related protective measures.

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<sup>4</sup> The expert working group was composed by: Ministry of Environment and Spatial Planning (MESPI); Ministry of Agriculture, Forestry and Rural Development (MAFRD); Ministry of Economic Development (MED); Ministry of European Integration (MIE); Ministry of Infrastructure (MI); Ministry of Trade and Industry (MTI); Ministry of Internal Affairs (MoIA); Ministry of Local Government; Ministry of Health; University of Prishtina; Kosovo Energy Corporation; Trepça Ferronikeli; Sharrcem.

One of the specific objectives outlined in the SDRRO is to increase financial support for DRR. The lack of a law on disaster insurance and the absence of dedicated emergency funds are identified as key weaknesses of the DRR system in the country, while declining local funding support is recognised as a threat.

In addition, an annex on financial management is being developed as part of the National Response Plan to ensure that funds related to emergencies are provided quickly and in accordance with the laws, policies, regulations, and standards set.

### **International aid**

EMA is designated as the lead agency responsible for coordinating and receiving both international and domestic aid. Specifically, Kosovo has agreements with multiple international organisations, such as the United Nations Development Programme (UNDP), Japan International Cooperation Agency (JICA), United Nations High Commissioner for Refugees, World Food Programme, United States Agency for International Development, the German Agency for International Cooperation (GIZ), and the World Bank. In addition, there are currently a number of completed, ongoing, or soon-to-start DRM-related projects supported by the European Union.

## 2.6 – Systemic resilience

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- The **SDRRO's alignment with national and international frameworks** and instruments proves Kosovo's efforts to promote systemic resilience.

Kosovo's efforts to strengthen systemic resilience are closely tied to the development of the SDRRO, which was created through a multidisciplinary approach involving a broad range of stakeholders across various sectors. The Strategy is fully aligned with both national and international frameworks, ensuring a coherent and integrated approach to DRR.

At the national level, it is harmonised with key instruments such as Law No. 04/L-027, the Natural Disaster Risk Assessment Document (approved in 2016 and currently under revision), the Security Strategy, the Integrated Emergency Management System (IEMS), and the Climate Change Strategy. Additionally, the importance of integrating CCA and DRR into development planning is recognised in the document.

Moreover, the SDRRO acknowledges that DRR cannot be addressed in isolation. It underscores the importance of incorporating international agreements and guidelines into national implementation efforts. As such, the Strategy aligns with significant global instruments, including the Sendai Framework for Disaster Risk Reduction (2015–2030), the United Nations Sustainable Development Goals (SDGs), and the European Union's Strategy for Internal Security and Disaster Risk Reduction in developing countries.

Finally, the Climate Change Strategy 2019-2028 is, in turn, aligned with the priorities of the Government of Kosovo, in particular with the Government Programme of Kosovo 2017-2021 and the National Development Strategy (NDS) 2016-2021.

## 2.7 - Conclusions

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Kosovo has established the fundamental components of a DRM governance system, grounded in a clear legal framework, a designated central authority (EMA), and an IEMS that delineates responsibilities across central and local levels. The development of the National Planning Frameworks for Prevention, Protection, Mitigation, and Recovery further demonstrates Kosovo's strong commitment to strengthening DRR and aligning with European and international standards. The Build Back Better (BBB) concept is also widely acknowledged, and efforts are ongoing to integrate it more systematically into the DRM system.

Lessons learnt from recent disasters are helping to guide improvements, and the current legislative revision offers a valuable opportunity to update and reinforce the DRM system. In this view, clarifying roles and responsibilities across all government levels – including a clear assignment of the fire service to either municipalities or EMA – is essential. These revisions should be aimed at increasing EMA's institutional flexibility, while combining both top-down and bottom-up elements to ensure effective implementation and enforcement, in line with IEMS principles. In particular, revising the national regulation on risk assessment in close cooperation with municipalities will ensure that updated provisions are anchored in local needs and capacities and can be realistically applied in practice.

In 2023, Kosovo adopted the SDRRO, which marks an important step forward. However, both the strategy and its Action Plan should be updated once the revised National Risk Assessment is finalised. This would enable evidence-informed prioritisation of measures, strategic allocation of resources, and the development of capacities to address emerging risks and threats. Furthermore, it would also contribute to strengthening existing cooperation and coordination between EMA, the KHMI, municipalities, CSOs (e.g., the KRC), and other entities towards a more systemic and coherent approach.

Establishing a formal multi-stakeholder coordination platform or forum would significantly reinforce collaboration, promote dialogue and mutual learning, and support cross-sectoral engagement through a whole-of-society, all-hazards approach. Strengthening data collection, sharing, and interoperability is also vital. The establishment of a national "Risk Information Hub" would enhance collaboration across institutions and DRM actors, while broader digitalisation within public authorities would further improve the quality, efficiency, and transparency of DRM processes.

While emergency funds remain limited, they do provide an initial financial basis for disaster response and recovery. Nevertheless, establishing a clear DRR financing plan is necessary to meet national and local needs. This plan should explore a range of financial instruments, including a potential national multi-hazard insurance system and an annual budget line dedicated to DRR.

Significant efforts have been made in recent years to mobilise further support from the international community focusing on various areas, including 112, early warning system, community preparedness, wildfire risk management, etc. In this view, existing international projects, programmes, and funding sources should be mapped to avoid overlaps and to maximise opportunities for complementing national resources when implementing the priorities set out in the SDRRO and the National

Risk Assessment. This mapping should result in a publicly accessible overview organised by thematic area.

Municipal capacities should be strengthened through comprehensive needs assessments and the establishment of minimum common standards. Introducing a formal DRM function as part of municipalities' mandatory functions would further support effective local implementation. Additionally, while efforts to foster dialogue and build synergies among municipalities exist at the local level, these could be promoted through inter-municipal cooperation and joint resource arrangements. Cooperation between EMA and municipalities could also be enhanced through innovative mechanisms such as a board of municipal directors.

Developing and delivering targeted training is equally essential to strengthen the DRM capacities of decision-makers – including mayors and EMA staff. Specifically, to further develop local expertise and foster community awareness, academic programmes and university curricula in DRM-related fields, including meteorology, EWS, and DRR, should be created and implemented. The use of new tools and technologies is strongly encouraged throughout this process.

A multiannual capacity plan for the development of response capacities needs to be developed and revised on an annual basis. Clear criteria – such as population size, results of risk assessments, and the presence of critical infrastructure – should guide the determination of firefighter numbers and the capabilities of fire departments.

Using new and already available technologies should be taken into account to enhance the efficiency of DRM. To give an example, the use of the Copernicus Emergency Management Service (EMS) is highly encouraged to support the entire DRM cycle. Standard operating procedures (SOPs) should be defined for its use during emergencies, as well as to support preparedness and recovery efforts.

Overall, administrative, technical, and financial resources should be increased within EMA and across municipalities and other key agencies and institutions (e.g., KHMI) with a role in DRM.

### Box 2 - Good practice from Finland and Sweden: Disaster risk financing

In **Finland**, the financing of rescue services is calculated using a structured approach that accounts for population, population density, and risk factors. The total costs for a well-being area's rescue services are determined by multiplying a per capita basic price by the number of inhabitants and adding additional costs based on population density and risk levels, weighted at 65%, 5%, and 30%, respectively. Population density coefficients are calculated by comparing the national average density to that of the well-being area, while risk coefficients are derived from detailed, grid-based assessments of local hazards, assigning weights according to the severity and likelihood of incidents. These calculations are guided by Government decrees that annually set the per capita and risk-based prices, ensuring that funding aligns with both demographic realities and area-specific risks. More information is available in the Finnish Act on the Financing of Welfare Areas 617/202 (Chapter 4 - Financing of rescue services).

In addition, Finland operates a Fire Protection Fund (FPF), established under the Fire Protection Fund Act, to further support fire prevention and rescue operations. The FPF is financed through an annual fire protection fee paid on fire-insured movable and immovable property in Finland.

All insurance providers operating in Finland, as well as policyholders and insurance brokers in certain cases, are responsible for the fee. The fee corresponds to 3% of the portion of insurance premiums covering fire risk, plus 3% of the interest on permanent fire insurance provisions, with specific exemptions for reinsurance and certain insurance types such as car, transport, or animal insurance.

Annually, the FPF contributes approximately €10–15 million to support fire and rescue services, including volunteer fire brigades, and is typically used to finance vehicles, equipment, and fire station infrastructure.

In **Sweden**, the Swedish Civil Contingencies Agency (MSB) provides financial support to local councils for prevention of natural disasters. The funds are dedicated to prevention of landslides, erosion, and flooding. The support aims to: save lives and improve health; reduce damages to property and the environment; maintain critical societal services; adapt society to the effects of climate change. Local councils can receive funding up to 60% of the cost for the intervention. The annual budget of MSB is 500 MSEK.

MSB provides a checklist and a guidance note for applicants. The council needs to provide a detailed proposal including a description of: risks; benefits; costs; and timeline. Approved proposals for 2024 include:

- Installation of overflow tanks in the town of Alvesta to reduce the risks of flooding.
- Protection against landslides along rural roads in the Council of Kungälv.
- Installation of flood protection in the city of Gothenburg harbour.

In addition, every year the MSB provides support to national civil preparedness including dedicated support to civil society. MSB administers a fund to voluntary organisations working with crisis preparedness, the Swedish government allocates a budget to MSB on an annual basis. The CSOs eligible to apply have a specific role in the national total defence. These organisations include: the Swedish Red Cross; the Swedish Blue Star (animal care); the National association of Voluntary Motor Transport Corps. They organise, train and exercise their members in order for them to provide specific assistance during crisis and during states of heightened alert. They can, for example, train people in driving and operating rescue vehicles, emergency health care, support to the farming sector; and emergency communication.

## 3 - Risk prevention

### 3.1 - Legislative framework and processes

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- Under current legislation, **prevention is a shared responsibility** among central and municipal authorities, individuals, and private entities.
- The **EMA Prevention Department** leads national efforts to identify, manage, and reduce disaster risks through planning, regulation, and technical oversight.

Disaster prevention in Kosovo is primarily regulated by Law No. 04/L-027, which defines the Principle of Prevention as a core principle. The Law mandates that central and local authorities, along with other competent entities, prioritise the organisation and implementation of preventive measures in the field of protection against disasters (Art. 13). Outlining the basic tasks of the protection system against natural and other disasters, it stipulates that every natural and legal person is individually responsible for carrying out preventive measures (Art. 4 and Art. 14). Considerations regarding prevention should be embedded in spatial and urban planning as well as in the development of infrastructure projects, especially those intended for public use or involving hazardous materials (Art. 58). The government regulates, through sub-legal acts, the types of facilities and the corresponding technical preventive measures to be applied.

Within EMA, the Prevention Department bears the principal mandate for identifying, managing, and mitigating disaster risks at the national level (Regulation (MIA) No. 03/2016). This department is responsible for the identification, prevention, and reduction of risks that may threaten the safety of people, property, and the environment. It is tasked with developing and managing comprehensive programmes aimed at reducing the impact of disasters on households, businesses, educational institutions, critical infrastructure, and both public and private buildings. The department is mandated to prepare and oversee the drafting of prevention plans for all identified risks, and to provide technical verification and professional consent regarding the implementation of fire protection and other safety measures proposed by public and private actors. Through its regulatory function, it ensures compliance with legal and technical standards in disaster prevention. The department also engages in research and the application of technology and project development focused on prevention. Moreover, it enforces the legal obligations of facility owners and users to implement prescribed fire protection and disaster prevention measures in accordance with relevant legislation, technical regulations, and emergency plans.

Law 04/L-027 assigns relevant ministries at the national level the duty to implement preventive measures and reduce disaster risks within their respective areas of authority (Art. 93). Additionally, in accordance with Law No. 08/L-137, the Kosovo Forestry Agency (KFA) is mandated to ensure the prevention and monitoring of forest fires. This activity has to be carried out in cooperation with the competent institutions responsible for fire prevention and firefighting (Art. 39).

At the local level, municipalities are tasked with planning and implementing preventive measures within their jurisdictions (Art. 37), with Mayors ensuring their enforcement (Art. 91).

Particularly in relation to cultural heritage, prevention responsibilities extend to individuals and organisations. As per Art. 39 of Law 04/L-027, owners and users of cultural assets are obligated to undertake designated preventive measures to safeguard such properties from disaster-related damage.

In terms of fire protection of buildings, Regulation No. 25/2012 establishes technical standards for fire protection in buildings and facilities involved with flammable liquids, specifically concerning their construction, storage, and pumping. Whereas Regulation No. 24/2012 establishes detailed technical norms for fire protection in high-rise residential and business buildings.

## 3.2 - Awareness and risk communication

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- **Risk awareness campaigns and preparedness initiatives**, including joint exercises, are implemented throughout the country and actively involve schools, citizens, and the private sector to enhance community readiness and strengthen multi-stakeholder engagement in DRM.
- **Strong partnerships with CSOs and private actors**, including with the KRC and Hallakate, support numerous risk communication campaigns that enable broad outreach and active community engagement in preventive measures.
- **Communication through social media is well established**, supported by collaboration with private-sector experts, high social-media penetration driven by a young population, and national-level communication/messaging delivered by EMA in three languages.

Effective awareness and risk communication are critical components of prevention in Kosovo. The legal basis for transparent and inclusive risk communication is reinforced by Law No. 04/L-027, which stipulates that information regarding risks and the activities of central and local authorities must be publicly accessible. It establishes that central and local institutions are responsible to inform populations in areas potentially at risk of being affected by natural or other disasters, ensuring timely awareness and enabling community preparedness. This provision reinforces the preventive approach by institutionalising risk communication as a legal duty (Art 12).

Strategic Objective 3 of SDRRO is focused on “Increasing awareness of disaster risk reduction.” This objective supports a wide range of educational and awareness-raising activities designed to strengthen the resilience of communities through knowledge acquisition, skill development, and sensitisation. These initiatives aim to empower individuals and communities to effectively anticipate, respond to, and manage various types of risks.

The SDRRO further supports public awareness through a series of strategic objectives and institutional mechanism definitions. The Ministry of Education, Science, Technology, and Innovation (MESTI) is tasked with integrating disaster risk awareness into school curricula to ensure that students and young people are equipped with the knowledge and skills to respond effectively to emergencies. Similarly, according to the strategy, the Ministry for Communities and Returns (MKK) plays a critical role in designing and implementing public information campaigns to protect the rights and interests of all communities. This includes promoting DRR in cooperation with the private sector and civil society.

Finally, Law 04/L-027 highlights the role of education in prevention by mandating the inclusion of disaster protection and rescue knowledge in lower and secondary education curricula, aligned with the national educational programmes (Art 106).

### **Current and past initiatives**

The Ministry of Agriculture, Forestry and Rural Development (MAFRD) has been responsible for the implementation of the project “Raising public awareness for protection of forests and forest land,” funded by the consolidated budget of Kosovo.

In 2025, a nationwide public awareness campaign has been launched in Kosovo within the programme “Support for strengthening sustainable and multipurpose forest management to improve livelihoods in rural areas and address climate change in Kosovo” implemented by UN FAO and co-financed by the EU and the Swedish International Development Cooperation Agency (SIDA). It aimed to promote forest and environmental protection within this initiative, targeting youth, women, and rural communities.

Through social media, videos from forest camps, student lessons, and documentaries, the campaign highlights the importance of forests for ecosystems, climate resilience, and local livelihoods. It also emphasises women’s vital role in forestry and challenges gender stereotypes. Also, the programme has supported the establishment of eight forest-fire prevention management units within the Kosovo Forestry Agency (KFA) at both central and regional levels, as well as an additional unit within the Directorate of the Sharri National Park. Approximately 150 volunteers have been trained in forest-fire prevention, and handheld equipment is currently being donated to the forest units to further enhance their operational capacities.

The TAFF 1 activity, initiated in 2024, addresses public risk awareness by dedicating a specific component to community engagement and education, providing training to officials and educational professionals on how to conduct outreach, and piloting awareness campaigns, with the explicit goal of enhancing public knowledge and capacity to respond to hazards like forest fires and floods. In addition, the TAFF 2 activity “Enhancing National Crisis Preparedness and Wildfire Risk Management” was recently launched in September 2025.

In another effort, EMA, in cooperation with the KFA, has disseminated risk communication materials and conducted municipal outreach activities aimed at reducing the risk of wildland fires. Firefighters and first responders have actively participated in educational visits to schools, kindergartens, mosques, and community centres to raise awareness and build preparedness among younger populations.

The KRC plays a central role in risk communication and community awareness. Through its 27 branches operating in 38 municipalities, the KRC carries out awareness-raising activities, including community drills, school-based training, and public campaigns on major hazards. However, it does not have branches in Shtërcë/Strpce, Zveqan/Zvecan, Leposaviq/Leposavic, or Zubinpotok/Zubin-Potok. The KRC maintains a branch in Mitrovicë/Mitrovica North Municipality, which covers all northern municipalities. In smaller municipalities such as Junik, Ranillug/Ranilug, and Klllokot/Klllokot, activities are implemented by neighboring larger KRC branches. Its Strategy 2020–2030 prioritises community-based DRR, implemented by trained staff and volunteers who deliver gender-sen-

sitive DRR sessions tailored to local needs. Activities such as “Community Days,” school training, and plans to establish volunteer clubs further promote active citizen engagement. Within the TAFF programme, the KRC leads community-focused activities, underscoring its role as a key partner in communicating risks and strengthening resilience across Kosovo.

In collaboration with EMA, the private company Hallakate plays an important role in awareness and risk communication through social media campaigns, including animated videos, social media posts, and public service messages, targeting hazards such as fires, floods, and landslides. Its campaigns leverage Kosovo’s high internet penetration, using digital platforms (Snapchat, Instagram, etc.) to reach a broad audience. Also, training is organised for emergency responders, including EOC 112 personnel and municipal safety officials, in effective communication and content creation, ensuring accurate, timely, and accessible messaging to the public. While their work has been largely pro-bono, it has significantly strengthened Kosovo’s risk communication capacity, complementing EMA’s preventive and awareness-raising efforts.

### Box 3 - On-site visit to the Kosovo Academy for Public Safety (KAPS)

During the on-site mission, the peer review team visited the Kosovo Academy for Public Safety (KAPS), the central institution responsible for training, education, and capacity building in the field of public safety and emergency management in Kosovo. Operating under MoIA, KAPS provides professional and higher education for all institutions involved in public safety, including EMA, with which it maintains a long-standing and structured collaboration.

KAPS is the only institution in Kosovo mandated to deliver accredited training in DRM and emergency response. Its training programmes are aligned with EU standards and validated by the National Qualification Authority every three years. The Academy offers a range of courses - from basic to specialised and train-the-trainer programmes - covering areas such as firefighting, risk assessment, emergency planning, crisis communication, and disaster preparedness.

Quality assurance is an integral part of KAPS’s system, with all curricula annually reviewed and evaluated. KAPS holds international accreditation and has received awards of excellence for its training standards. The Academy also engages in international cooperation, notably with the OSCE and through EU-funded programmes such as Erasmus+.

KAPS plays a key role in strengthening national resilience by fostering professional competence, coordination, and trust among institutions. Its collaboration with EMA ensures that all training needs related to emergency management are systematically addressed within a coherent national quality framework. KAPS is also a member of the European Fire Service Colleges’ Association (EFSCA).



**Figure 7:** The peer review team attending a plenary meeting at KAPS.

### 3.3 - Conclusions

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Kosovo has established a comprehensive legal and institutional framework for disaster prevention, grounded on Law 04/L-027, and supported by the prevention department within EMA, and active engagement of municipalities, CSOs, and the private sector. In particular, considerable progress has been made in awareness-raising through partnerships with CSOs (e.g., KRC) and private companies (e.g., Hallakate), engagement of schools, and social-media-driven communication. However, despite this progress, Kosovo's prevention system still requires more coherent national coordination, stronger technical and financial capacity, and a more systematic approach to risk communication.

Also, aligning the risk-communication messages of EMA, KRC, municipalities, and other actors would be beneficial. This can be achieved by developing and making publicly available guidance, materials, and templates at the national level for local awareness campaigns, ensuring consistent messaging while allowing adaptation to local contexts. Most importantly, risk awareness campaigns shall focus on major risks identified in risk assessments at all levels and address the underlying causes of disasters resulting from evidence. These efforts should aim to strengthen a culture of resilience and prioritise public understanding of individual responsibilities in self-protection and disaster preparedness, including practical household-level guidance, with particular attention to assisting the most vulnerable (see Box 4).

In addition, Kosovo should strengthen EMA's risk communication capacity by establishing a permanent risk communication unit and building a national body of expertise through a multi-sector working group. This group could develop a multiannual risk communication strategy, secure funding — including from international donors — and ensure continuous annual review and improvement. Drawing on good practices from Germany and Spain (see Box 5), Kosovo could also strengthen leadership training for mayors and local authorities to enhance local resilience, ensure effective implementation of awareness campaigns, and foster a culture of resilience through citizen empowerment.

**Box 4 - Good practices from Germany and Finland: Risk communication and population awareness**

In **Germany**, the Federal Office of Civil Protection and Disaster Assistance (BBK) has published a comprehensive guide titled *Vorsorgen für Krisen und Katastrophen* (“Preparing for Crises and Catastrophes”). The brochure is designed to help residents manage extreme situations as safely as possible, addressing growing risks such as extreme weather, cyberattacks, disinformation, and infrastructure sabotage. It recommends that households maintain self-sufficiency for at least 10 days and includes a dedicated section on preparedness for people with disabilities. The guide also offers detailed instructions for managing disruptions to electricity, water, or IT systems, highlighting how such outages can affect hospitals, supply facilities, and payment systems. It provides guidance on identifying trustworthy information and recognising disinformation, encouraging readers to critically assess sources before sharing them. Comprehensive checklists are included for food and water supplies, emergency medical kits (*Hausapotheke*), go-bags (*Notgepäck*), and secure document storage (including digital copies). The Preparedness Guide can be ordered as a free print copy or downloaded. In addition to the German version, it will soon be available in English, French, Spanish, Turkish, Arabic, Polish, Russian, German Easy Language, and German Sign Language.

In **Finland**, similar materials are available, such as the “72 Hours Home Preparedness Checklist” developed by the Finnish National Rescue Association, and the “Prepared People Cope Better” guide published by the Digital and Population Data Services Agency. The Finnish approach - centred on the *72-hour* concept - emphasises that preparedness is not only about supplies, but also about knowledge and practical skills. It promotes community participation and mutual support as key elements of resilience, forming a social safety net when public services are under strain. The “Prepared People Cope Better” guide is available online in English and several other languages, including Arabic, Somali, Ukrainian, and Russian, via the [Suomi.fi](https://suomi.fi) Guide. The “72 Hours Home Preparedness Checklist” is available in Finnish, English, and Swedish.

Both the German and Finnish examples illustrate a shift towards promoting citizen resilience through concrete, actionable guidance for self-sufficiency during crises. They go beyond traditional warning systems by explaining the consequences of infrastructure failures (e.g., banking or delivery disruptions caused by IT system breakdowns, or heating loss) and providing clear, practical instructions/guidance.

### Box 5 - Good practices from Germany and Spain: Training for mayors in municipal emergency management

In **Germany**, the *Akademie für Gefahrenabwehr* in Baden-Württemberg provides a good example of effective leadership training in municipal emergency management. In July 2023, the Academy brought together around 100 mayors and senior fire service leaders for an in-person seminar on the role of local government in hazard prevention and crisis response. The event combined expert lectures, case studies, and moderated discussions to clarify responsibilities between political and operational actors, strengthen coordination between municipalities and emergency services, and improve preparedness for complex incidents such as fires or widespread power outages. Key success factors included the interdisciplinary approach, involvement of experienced practitioners and policymakers as trainers, and the use of real incidents for applied learning.

This model could be adapted by other countries to enhance the leadership capacity of local authorities, foster cooperation across administrative and emergency structures, and promote a shared understanding of crisis management responsibilities.

Another example is the Hesse State Fire Service School, which conducts a two-day seminar designed specifically for newly elected mayors to strengthen their understanding of local fire protection and emergency response responsibilities. The programme covers the organisation of non-police emergency response in the state, the legal and operational duties of municipalities, accident prevention for fire service personnel, and the training and leadership of volunteer fire brigades. Practical aspects such as the procurement of fire-fighting equipment and strategies to recruit and retain volunteers are also addressed. Through interactive sessions and a dedicated discussion forum, mayors gain a comprehensive overview of their role in ensuring effective fire service operations and community safety. This targeted, practice-oriented approach provides a useful model for other countries seeking to build the competence of local leaders in coordinating and supporting emergency response systems.

In **Spain**, the Civil Protection Emergency Training Plan for non-university educational centres is a mandatory measure established by law, effective from the 2025-2026 academic year for all non-university public and private institutions. This initiative was enacted in response to the tragic flood disaster in Valencia in October 2024, which resulted in 229 fatalities. Developed through the concerted efforts of the Ministry of Education, Vocational Training and Sports in collaboration with the Ministry of the Interior and the Autonomous Communities, the plan's primary objective is to equip students and teachers with the knowledge to prevent and respond to emergency situations - such as floods, earthquakes, and fires - safely and effectively. The content and drills are tailored to three distinct educational levels: early childhood, primary, and high school. Main objectives of the Plan:

- **Mandatory training:** To provide students and staff with the necessary knowledge, skills, and attitudes to effectively respond to civil protection emergencies.
- **Curriculum integration:** To systematically incorporate this training as an integral part of each centre's educational activities.
- **Contextual adaptation:** To ensure all content is adapted to the students' ages and educational levels, as well as the specific risks pertinent to each geographical area.

The education authorities have defined the implementation schedule. To support the rollout, the plan includes a variety of teaching materials — such as videos, infographics, and teaching guides — all adapted for different educational levels and available in the co-official languages.

## 4 - Emergency response

### 4.1 - Legislative framework and processes

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- **Law No. 04/L-027** – supported by other regulations and administrative acts – and, most importantly, the **National Response Plan (2023)** are the main instruments regulating emergency response.
- Emergency response in Kosovo is based on the **concept of an Integrated Emergency Management System – IEMS**, founded on the principle that emergencies should be managed at the lowest possible administrative level.
- While Kosovo has **no dedicated law regulating the reception of international assistance**, it has one formal **bilateral agreement with Albania**, focused on strengthening cooperation and assistance in response.

In Kosovo, emergency response is principally governed by Law No. 04/L-027 – supported by other regulations and administrative acts – and the [National Response Plan \(2023\)](#), which serves as the primary framework for structuring national emergency response.

As outlined in the NRP, the term “response” refers to the *“immediate actions to save life, protect material goods and the environment, and meet basic human needs. The response also includes the implementation of emergency plans and actions to support the recovery phase”*.

Emergency response in Kosovo is based on the concept of an Integrated Emergency Management System (IEMS), as stipulated in Law 04/L-027. This system allows for a scalable response, founded on the principle that emergencies should be managed at the lowest possible administrative level.

Accordingly, local police, fire services, public health authorities, and emergency management personnel are primarily responsible for responding to emergencies. However, when an incident meets the criteria for national significance, MoIA – in coordination with other ministries and agencies – assumes responsibility. In such cases, MoIA ensures coordination with local authorities, CSOs, and the private sector, tailored to the specific nature of the threat or incident. This distinction is reflected in the two types of incidents defined in the NRP: Incidents of National Character, which require coordination by the MoIA, and incidents that *“occur on a daily basis, which are handled by the responsible institutions through authorizations and other existing plans”*.

The Constitution of Kosovo governs the declaration of a state of emergency, which must be issued by the President upon request from the Government and approved by two-thirds of the deputies in the Assembly. In cases of immediate danger (e.g., natural disasters), the Government may declare a state of emergency without prior approval but must notify the Assembly within 48 hours (Article 131).

Regarding international cooperation during emergencies, Kosovo does not have a dedicated law specifically regulating the reception of international assistance. However, Law No. 04/L-027 provides a broader framework for international disaster cooperation. It mandates state engagement in

cross-border coordination, including notification, assistance, and mutual support through international treaties (Article 8). Furthermore, Article 83 (“Assistance”) stipulates that, beyond international aid provided through bilateral agreements, assistance may be requested by the incident commander from local communities in neighboring states, or from the Government when resources are requested from foreign countries in the event of natural disasters or other emergencies.

Kosovo has established one formal bilateral agreement with Albania to enhance its emergency response and disaster management capacities – Agreement between the Council of Ministers of the Republic of Albania and the Government of Kosovo on Cooperation and Mutual Assistance in Cases of Natural and Other Disasters – which was signed in Tirana on October 2, 2020<sup>5</sup> and is in force since December 14, 2020.

## 4.2 - Response coordination

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- The **Emergency Operations Centres (EOCs)** play a key role in response coordination, ensuring communication, coordination, and operational readiness throughout different levels.
- The **112 unique emergency number and overall system** was established in Kosovo in 2002. Efforts are being devoted to improving this system and proceeding with the integration of existing emergency numbers into 112.
- Following the National Response Plan, **emergency response is coordinated through a hierarchy of actors** – from mayors and Incident Commanders to central authorities – using mechanisms such as Joint Commands, Emergency Support Functions (ESFs), and EOCs, with resources mobilised according to the type and scale of the emergency.

In response coordination the emergency operations centres (EOCs), regulated by Regulation GRK No. 18/2013, play a key role, ensuring communication, coordination, and operational readiness throughout different levels. Specifically, EOCs include: the Operational Centre of the Emergency Management Agency (OCEMA), which is a component of the OCMIA (see below), and is responsible for providing overall coordination of the central response for incidents of national character; the Regional Emergency Operations Centres (EOC 112), which are operational structures of EMA representing a given geographic area consisting of two or more municipalities; and Local Emergency Operations Centres (LEOCs).

<sup>5</sup> Comprehensive cooperation between Albania and Kosovo as an auxiliary instrument to a speedy regional economic integration (2023). Available at this [link](#)

### Box 6 - The 112 system in Kosovo and the visit to the EOC 112 of Pristina

During the mission, the peer review team visited the EOC 112 of Pristina, one of the seven regional centres operated by EMA across Kosovo. The EOCs 112 are located in Pristina, Mitrovicë/Mitrovica, North Mitrovicë/Mitrovica, Pejë/Peć, Prizren, Ferizaj/Uroševac, and Gjiilan/Gnjilane, and operate under EMA.

112 is the country's emergency number. It was established in Kosovo in 2002, enabling citizens to report any type of emergency through a centralised system. The Pristina EOC 112 operates with eight operators and six lines, four of which are dedicated to public calls. Operators – which undergo a dedicated training before deployment – collect essential information within 20 seconds through the so-called “Five Golden Questions” (When, Where, What, How many, and Who) to ensure an efficient response.

The EOC is part of a unified national system connecting all regional centres, allowing for real-time data sharing and monitoring. Emergencies are classified and redirected to the relevant services (police, fire brigade, or medical).

Each operation managed by the EOCs 112 is logged in a diary, recording key event details. The EOC 112 in Pristina handles approximately 50 calls daily – though many of these are non-emergency calls that do not require intervention – and the number increases during adverse weather conditions, managing over 1,000 fire incidents and more than 1,000 traffic accidents to date<sup>6</sup>.



**Figures 8 and 9:** The peer review team visiting the EOC 112 of Pristina.

The recent feasibility study for the implementation of the emergency number 112 in Kosovo, conducted within the Home Affairs Programme of the European Union in Kosovo (HAPE), provides detailed information on the emergency number and strategic recommendations for its improvement. The findings suggest initial estimates of over €30 million for deployment of Next Generation 112 emergency communication system across Kosovo, including the necessary digital infrastructure, personnel training, system integration, and public education.

Recently, first attempts with a group messaging service for population warnings were successful, showing potential for establishing digital alert systems.

Another key centre is the Operational Centre of the Ministry of Internal Affairs (OCMIA). Operational 24/7, although understaffed, OCMIA is the main central node for the management of local emergencies and for providing a constant overview of the emergency situation in the country. It facilitates real-time coordination and information exchange among the central, regional, local, and non-governmental operational centres, as well as with the private sector (e.g., responsible entities for critical infrastructures). Notably, in case of emergencies, central, regional, local, private sector, and CSOs emergency operations centres are either encouraged or obliged<sup>7</sup> to inform OCMIA, which then com-

<sup>6</sup> Based on information provided by EOC 112 personnel during the visit to the Centre; it represents only a rough estimate.

<sup>7</sup> Further details on this, based on the specific situation, are detailed in the NRP.

municates with the Secretariat of the Kosovo Security Council (KSC)<sup>8</sup>. At the same time, OCMIA acts as the primary channel of the Situation Centre of the Office of the Prime Minister and of the Inter-institutional Group for Incident Management (IGIM).

When an emergency strikes, the mayor is held responsible for coordinating municipal resources. As listed in the National Response Plan, these resources consist of members of the police, fire and rescue, public health and emergency, emergency management, public services, environmental, and other personnel.

When more than one unit/service/or operational structure – including security and policy forces – is involved in operations, the Incident Commander takes the lead (Art 79, Law No. 04/L-027). Its tasks include directing operations and ensuring coordination and communication among all Structures for Protection, Rescue, and Aid (SPRA), as well as overseeing the activation of the emergency operation centre. Specifically, the Incident Commander leads the Incident Command Post (ICP), composed of responders from central agencies, regional operational structures, and local services, as well as from the private sector and CSOs. When multiple authorities are involved, the ICP may be led by a Joint Command, composed of officials who have legal authority or functional responsibility for the incident.

When local resources and capacities are overloaded or exhausted, mayors can request government support, after a preliminary assessment of damages carried out in cooperation with the EMA. Hence, the state provides resources from other regions; if still insufficient, the deployment of resources and means from the Kosovo Security Force (KSF) may be requested (Art. 15 of Law 04/L-027).

In case of national emergencies, the Prime Minister leads Kosovo in effective response and convenes inter-institutional meetings to discuss intervention strategies with all relevant actors. In this task, it is supported by the MoIA, acting as “Government Coordinator”, thus coordinating all central response activities. Based on the nature and complexity of the event, MoIA can activate the IGIM<sup>9</sup>, which is the advisory body of MoIA and supports coordination at a strategic level<sup>10</sup>. Advice, especially with regard to security issues, can also arrive from the Kosovo Security Council (KSC), whose Secretariat has a main role in ensuring that emergency management efforts (also at the international level) are smoothly coordinated.

At the operational (regional) level, in case of national emergencies, provision of resources and means is initially provided through the EOC 112. Afterwards, the Joint Field Centre (JFC) is temporarily established near the location of the emergency to set central operational priorities. Notably, the JFC acts as a multi-institutional coordination centre and as focal point for the coordination among central, regional and local levels as well as with non-governmental and private sector actors involved, ensuring comprehensive governmental support. If necessary, the JFC can be integrated with further personnel arriving from the Emergency Response Team (ERT)<sup>11</sup>, which is a cross-sectoral group composed of staff from EMA and the Emergency Support Functions.

8 The KSC has an advisory role in all matters related to the security of Kosovo, and its Secretariat ensures that country-level and international emergency management efforts are smoothly coordinated.

9 The IGIM is composed of senior representatives of MoIA, ministers and governmental agencies, as well as CSOs, as needed.

10 Kosovo, National Response Plan, 2023

11 The deployment of the ERT is overseen by OCEMA.

Once the coordination from the central level is no longer necessary, the Coordination Group of the JFC “closes” the Centre following the demobilisation plan. This Group is also responsible for submitting an after-action report to the MoIA listing the successes and key operational issues that impacted emergency management. Feedback from all central, local, non-governmental and private sector partners that had a role in the emergency management is requested and will be included in the report.

Depending on the nature of the emergency, the OCEMA can also activate the relevant Emergency Support Function (ESF). The ESFs serve as coordination mechanisms during incidents of national character and bring together the capacities of government ministries and agencies, the KRC and the private sector. They can be partially or fully activated to support local authorities or central-level institutions that hold primary responsibilities in specific functional areas. ESFs may also provide personnel to various operational centres, such as the Situation Centre of the Kosovo Security Council; OCMIA; OCEMA; EOC 112; JFC; and ICP.

### 4.3 - Needs assessment

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- **Damage assessment** is governed by Regulation No. 17/2015 on Damage Assessment Methodology.
- After the disaster occurs, the **mayor is responsible** for initiating the request for damage assessment.
- Damage assessments of material assets are primarily carried out by **local commissions** including five professionals with academic qualifications in relevant fields.

In Kosovo, damage assessment following natural and other disasters is principally governed by [Regulation No. 17/2015](#) on Damage Assessment Methodology, pursuant to Article 90 of Law 04/L-027.

As mandated by the Regulation, the damage assessment aims to determine the type and scale of losses to material assets, expressed in monetary value (Art 4). The evaluation is intended to support the restoration of damaged or destroyed property to its original condition or to estimate the replacement cost when restoration is not feasible. The results of the damage assessment serve as a basis for determining measures to prevent future damage, quantifying losses to public property, and guiding decisions on the provision of assistance to affected areas. The assessment includes: direct damages to physical goods (e.g., buildings, equipment, land) and indirect costs resulting from emergency measures, rescue operations, and protective actions. Regarding the items that are assessed, these include: land, residential and commercial buildings, machinery, vehicles, agricultural products, livestock, forests, household items, and tools used in the daily life and work of natural and legal persons.

For material goods that have sustained significant damage, it is necessary to assess whether the extent of the damage renders repair impossible or whether the cost of repair exceeds the value of restoration, based on Regulation No. 17/2015. In such cases, these goods are classified as destroyed. Assessment is conducted using prices from the Kosovo Agency of Statistics, insurance assessors, and local enterprises.

Overall, damage assessment is initiated upon the request of the municipal mayor, submitted within three days after the disaster occurs; however, natural and legal persons may also request an assessment. Additionally, in accordance with Art 90, Law No. 04/L-027, affected parties are responsible for collecting and submitting evidence of damage at their own expense.

Damage assessments and preparation of proposals for recovery from disasters are carried out by central and local commissions. The Central Commission for Damage Assessment is established by the Government upon the proposal of EMA, in coordination with other central institutions. The Local Commission for Damage Assessment is established by the Mayor of the municipality based on proposals from local emergency management directorates. In case of need, the composition of commissions is then determined in cooperation with the Kosovo Agency of Statistics.

Damage assessments of material assets resulting from natural or other disasters are primarily carried out by local commissions. However, in cases of large-scale disasters, special professional commissions may be established. These commissions are composed of qualified experts with specialised knowledge relevant to the specific types of damaged property. They may also include representatives from insurance companies operating in the affected area to ensure a more thorough and coordinated evaluation process. In general, commissions are equipped with various support tools, including vehicles, maps provided by the Kosovo Agency of Statistics, measuring instruments, and standardised assessment forms.

Commission members include five professionals with academic qualifications in fields such as construction, agriculture, engineering, geology, and economics.

## 4.4 - Conclusions

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Kosovo has established a solid foundation for emergency response through Law No. 04/L-027, the National Response Plan (2023), and the IEMS. This framework distributes responsibilities across local and central levels, enabling scalable and flexible interventions. However, the system still faces important limitations, including uneven operational capacities, gaps in EWSs, and constraints in communication tools.

First attempts with a group messaging service for population warnings were successful, showing potential for establishing digital alert systems. However, this should be further supported by the introduction of population alert mechanisms, such as cell broadcast or group messaging, in addition to the existing dissemination of public warnings through traditional media, including television, radio, and a 24/7 staffed public alert/communication point (e.g., the EMA situation room).

Furthermore, establishing a national 24/7 emergency management capability, including a centralised information and situation centre within EMA, would further improve the flow of information during crises. The implementation of a nationwide incident command software system is recommended, which would ideally incorporate an integrated collaboration platform for secure data transfer among partners, with key functionalities such as Advanced Mobile Location (AML), EU-Alert (cell broadcast), first responder alarms, and comprehensive situation reporting (see Boxes 7 and 8). Kosovo would also benefit from a Virtual Operations Support Team (VOST) capable of monitoring so-

cial media during emergencies and countering misinformation, following emerging European models illustrated in Box 8.

In addition, Kosovo would benefit from the rationalisation of the 112 network by reducing the number of centres and improving digitalisation and staffing models to build a more efficient and resilient service. To do so, it is recommended to establish a citizen information hotline and legal provisions to discourage non-emergency calls.

Kosovo should also continue evolving its early-warning capability by moving from single-hazard toward a multi-hazard, impact-based EWS. This process should be guided by a clear roadmap that outlines institutional roles, resource requirements, and milestones to avoid fragmentation. In addition, developing a national Post Disaster Needs Assessment (PDNA) framework would support more coordinated response operations and early-recovery planning.

Strong collaboration in disaster response exists with the Kosovo Security Force and the NATO Kosovo Force, as evidenced by recent operations. However, the institutional roles and responsibilities for requesting and providing international assistance should be clearly defined, and corresponding procedures should be formally established at the national level and linked with the 24/7 situation centre.

Also, cross-border cooperation should be strengthened and SOPs for response operations involving neighbouring countries should be developed. Kosovo demonstrated effective support for foreign teams transiting through the country during the earthquake in Türkiye, with excellent cooperation with border guards – a solid foundation for further Host Nation Support (HNS) development. However, HNS procedures should be established in line with the recent European Guidelines and reflect the presence and role of NATO Kosovo Force.

All firefighters and rescuers are trained at the KAPS, ensuring standardised preparation throughout the country. Separate training programmes are in place for professional and volunteer firefighters. However, strengthening long-term professional capacities, including systematic training for emergency managers, firefighters, and specialised rescue units, will help institutionalise skills and embed lessons learnt into practice. Regular exercises, including periodic full-scale national events, will remain essential to test operational procedures, enhance cross-agency coordination, and reinforce preparedness and recovery planning.

A national legal framework on volunteering in fire and rescue services is in place to increase response capacities, enabling municipalities to organise voluntary units. Additionally, a first volunteer fire brigade is currently being established in Pristina. However, efforts to establish volunteer fire departments should be continued and intensified, including ensuring sufficient training places, insurance coverage, and regional and national alert systems.

### Box 7 - Good practice from Spain and Germany: Emergency communication tools

In **Spain**, National Alert Network (RAN) is the national emergency notification and civil protection alert platform, built upon a central web portal that acts as a unified hub. It serves as an official tool of the National Civil Protection System and is managed by the Directorate-General for Civil Protection and Emergencies (DGPCE) under the Ministry of the Interior. This integrated platform collects and displays, in real time, a wide array of alerts concerning hazards that could impact the population, property, and the environment. These alerts are provided by 18 distinct national institutions and organisations. The system's functionality is supported by a geographic information system (GIS) viewer, which features 78 real-time data themes and 26 dedicated risk layers. These layers cover a comprehensive range of threats, including hydrological, meteorological, and geophysical risks, forest fires, hazardous materials, radioactivity, air pollution, and public health. Access to the system is structured through two distinct user levels—private and public—each granted different tiers of information access. Furthermore, beyond its function as a visual hub, the system proactively sends out notifications to users via the RAN (Red de Alerta Nacional) channel. A presentation with more details about RAN is available at this link.

In **Germany**, several innovative digital systems have been developed to support first responders and improve emergency communication. The two first systems presented below serve the same purpose but are operated by different organisations and have regional coverage:

- **KATRETT** is a platform for trained first aid volunteers, primarily used in eastern Germany. When an emergency occurs nearby, volunteers are directly alerted by the rescue services through the KATRETT app and asked to provide immediate assistance until professional help arrives. The system can be used uniformly by all municipal rescue organisations and control centres across Germany. It is free of charge for anyone who wishes to register and volunteer locally.
- **Region of Lifesavers – App 3.0** represents a new generation of smartphone-based first responder alert systems, mainly operating in southern Germany. It goes beyond simple notifications by using an intelligent algorithm that optimises responder selection, task allocation, and routing. Responders are chosen based on their real-time location, actual distance to the emergency site, mode of transport (on foot, bicycle, or car), and the estimated arrival time of the ambulance. The system integrates DEFImap, a national AED location registry, ensuring that responders can quickly locate the nearest available defibrillator. The Region of Lifesavers system operates nationwide. All verified and medically trained first responders registered in the system can be alerted in any region connected to participating emergency control centres. The Region of Lifesavers organisation has arranged a nationwide supplementary insurance policy in cooperation with a major insurer. This additional coverage applies to all responders alerted to medical emergencies through the app and connected control centres, offering further protection and peace of mind.
- **Hotline 115** is available for citizens free of charge as a first point of contact for all administrative matters (e.g., passport, birth certificate, or housing benefit). It relies on the 115 knowledge database containing information on administrative services at the municipal, federal, and state levels.

**Box 8 - Good practice at the EU level: Other emergency communication tools**

Advanced Mobile Location (AML) is a handset-derived caller location technology, a smartphone functionality that is automatically triggered when a call to an emergency number such as 112 is placed. Once the location of the person calling is established, it is sent by an SMS or HTTPS message to the public-safety answering point (PSAP). The system has been deployed in Croatia, Denmark, France, Germany, Hungary, Portugal, and Sweden, as a part of the HELP 112 II project.

**EU-Alert** is a pan-European public warning system used to quickly inform the population about emergencies through mobile phone alerts. It is based on Cell Broadcast technology, a standardised method defined by the European Telecommunications Standards Institute (ETSI) that allows authorities to send messages to all compatible mobile devices within a specific geographic area. In **Germany**, the national implementation of this system, known as DE-Alert, is part of the country's broader public warning infrastructure, which also includes warning apps (e.g., NINA and Katwarn) and traditional siren systems. This system was officially introduced across Germany in 2022, following successful nationwide testing on "Warntag" (National Warning Day). It represents an important step in enhancing the country's crisis communication and public safety capabilities.

Virtual Operations Support Teams (VOST) Europe aims to create a space to interchange experiences and best practices, mitigate common problems with shared solutions, and obtain a digital overview of the situation in crises (for example, to quickly identify misinformation or assess the needs of the population), while also exploring opportunities as representatives of a large number of digital volunteers. Drawing on examples from Spain (where regional VOST units support civil protection with daily social-media monitoring and disinformation control), France (where *VISOV-Volontaires Internationaux en Soutien Opérationnel Virtuel* that supports national and local authorities and take the shape of an CSO that establishes partnerships with regions across the country), Germany (where VOST Germany is integrated into the national civil-protection agency THW, while other organisations, such as the Ministry of the Interior of Baden-Württemberg, also operate their own VOSTs) and Portugal (active in tech-tools and fact-checking in cooperation with ANPC) - these models show how VOS teams bring timely information, amplify official messages and build community trust.

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# Annex 1: List of stakeholders consulted in the Peer Review mission

EMA – Emergency Management Agency

EOC 112 Pristina – Emergency Operations Centre 112, Pristina

HALLAKATE – Advertising agency of Pristina

KAPS – Kosovo Academy for Public Safety

KEK – Kosovo Energy Corporation

KFA – Kosovo Forest Agency

Geological Service of Kosovo – Seismology Department

KRC – Kosovo Red Cross

KSF – Kosovo Security Force, Ministry of Defense

KHMI – Hydrometeorological Institute of Kosovo

KP – Kosovo Police

ME – Ministry of Economy

MESPI – Ministry of Environment, Spatial Planning and Infrastructure

MoH – Ministry of Health

MFLT – Ministry of Finance, Labour and Transfers

MOIA – Ministry of Interior Affairs

QKMK – National Centre for Border Management

Pristina Municipality, Directorate for Security and Emergencies

Prizren Municipality, Directorate for Security and Emergencies

Professional Fire Brigade, Pristina

UP – University of Pristina

ZKM – Office of the Prime Minister – Division for Public Administration and Rule of Law, Development Cooperation Office

## Annex 2: Acronym Table

<b>CCA</b>	Climate Change Adaptation
<b>CMCC</b>	Euro-Mediterranean Center on Climate Change
<b>CSOs</b>	Civil Society Organisations
<b>DG ECHO</b>	Directorate-General for European Civil Protection and Humanitarian Aid Operations
<b>DRM</b>	Disaster Risk Management
<b>DRR</b>	Disaster Risk Reduction
<b>EFAS</b>	European Flood Awareness System
<b>EMA</b>	Emergency Management Agency
<b>EOC</b>	Emergency Operations Centres
<b>ERT</b>	Emergency Response Team
<b>ESF</b>	Emergency Supporting Functions
<b>EWS</b>	Early Warning System
<b>FRPU</b>	Professional operational units (fire and rescue)
<b>GFDRR</b>	Global Facility for Disaster Reduction and Recovery
<b>ICP</b>	Incident Command Post
<b>IEMS</b>	Integrated Emergency Management System
<b>IGIM</b>	Inter-Institutional Group for Incident Management
<b>JFC</b>	Joint Field Centre
<b>KAPS</b>	Kosovo Academy for Public Safety
<b>KFA</b>	Kosovo Forestry Agency
<b>KFOR</b>	Kosovo Force (NATO)
<b>KRC</b>	Kosovo Red Cross
<b>KHMI</b>	Hydrometeorological Institute of Kosovo
<b>KSF</b>	Kosovo Security Force
<b>LEOCs</b>	Local Emergency Operations Centres
<b>MAFRD</b>	Ministry of Agriculture, Forestry and Rural Development
<b>MESPI</b>	Ministry of Environment, Spatial Planning and Infrastructure
<b>MESTI</b>	Ministry of Education, Science, Technology and Innovation
<b>MoIA</b>	Ministry of Internal Affairs
<b>MoD</b>	Ministry of Defence
<b>NRP</b>	National Response Plan
<b>OCEMA</b>	Operational Centre of Emergency Management Agency
<b>OCMIA</b>	Operational Centre of the Ministry of Internal Affairs
<b>PRAS/SPRA</b>	Structures of Protection, Rescue, and Aid
<b>SDRRO</b>	State Strategy for Risk Reduction from Natural and Other Disasters
<b>SKSC</b>	Secretariat of the Kosovo Security Council
<b>SOPs</b>	Standard Operating Procedures
<b>TAFF</b>	Technical Assistance Financing Facility for Disaster Prevention and Preparedness
<b>UCPM</b>	Union Civil Protection Mechanism
<b>VOST</b>	Virtual Operations Support Team

# KOSOVO\*: peer review on disaster risk management *in brief*

## OVERVIEW

**What:** A UCPM Peer Review of disaster risk management and civil protection systems provides a country or region with an opportunity to reflect on its readiness to cope with natural and human-induced hazard-related disasters and to identify ways of improving prevention, preparedness, response, and recovery. The European Commission's Directorate General for Civil Protection and Humanitarian Aid Operations (DG ECHO), under the framework of the Union Civil Protection Mechanism (UCPM), supports eligible countries to review their disaster risk management (DRM) policies and practices by taking stock of strengths and weaknesses and putting forward recommendations to increase effectiveness.

**Why:** Kosovo, represented by the Emergency Management Agency (EMA) within the Ministry of Internal Affairs (MoIA), voluntarily requested to undergo a peer review of its DRM capabilities under the UCPM Peer Review Programme in 2025. Against a backdrop of evolving security conditions and the growing impacts of climate change, Kosovo faces a range of challenges, particularly those linked to natural hazard-related disasters.

**Who:** The assessment was conducted by four independent experts ("peers") from Finland, Germany, Spain, and Sweden, selected by the European Commission. The entire process was supported by DG ECHO and the Euro-Mediterranean Center on Climate Change (CMCC, the "facilitator" contracted by DG ECHO), and implemented in close cooperation with EMA.

**How:** The process commenced with the definition of the review's scope and objectives, followed by the selection of independent peers and completion of preparatory activities. The peer review team subsequently undertook an on-site mission to collect insights and, drawing on its findings, prepared the final report, which was reviewed by the EMA before finalisation.

**When & Where:** The on-site mission took place in Pristina and lasted one week (from 13 to 17 October 2025), during which the experts met with various stakeholders and gathered information on the local DRM system.

### Key points

- Kosovo's DRM system has undergone steady evolution in recent years, reflecting a growing recognition of the importance of strengthening national resilience in the face of current and emerging risks.
- Kosovo's risk landscape and the increasing impacts of climate change contribute to rising vulnerability, highlighting the need for a coherent and well-coordinated approach across institutions and levels of government.
- Key focus areas covered in this peer review are: governance of disaster risk reduction, risk prevention, and emergency response. Identified strengths and recommendations for improvement are included in the final report and summarised below.

\* This designation is without prejudice to positions on status and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

# STRENGTHS

## **Governance of disaster risk reduction**

The Emergency Management Agency (EMA) is the sole public authority responsible for DRM, and a National Strategy for Disaster Risk Reduction (DRR) 2023-2028, with Action Plan 2023-2025, is in place involving a collaboration between the EMA and other institutions. Lessons learnt from recent disasters and the concept of Build Back Better help continuously address key areas for improvement, and the legislative revision initiated in 2025 offers a good opportunity to strengthen the DRM framework. Emergency funds, although limited, are available and can be used in the event of a disaster. Recently, significant efforts have been made to mobilise further support from the international community.

## **Risk prevention**

Risk awareness campaigns and preparedness initiatives, including joint drills and exercises, have been implemented nationwide, actively involving schools, citizens, and workers to enhance community readiness and strengthen multi-stakeholder engagement in DRM. Public organisations and private actors, including the Kosovo Red Cross and Hallakate, among others, support communication campaigns, enabling broad outreach and active community engagement in preventive measures. Effective social media communication is enabled by public-private sector collaboration, high platform penetration, and multilingual national messaging from the EMA.

## **Emergency response**

Coordination and collaboration among the Kosovo Police, F&R services, Medical Emergency Teams, Kosovo Security Force, the NATO Kosovo Force, and the Hydrometeorological Institute have effectively supported anticipatory actions and emergency operations during recent disasters. First attempts with a group messaging service for population warnings proved successful and demonstrated the potential for establishing a digital alert system. Kosovo also provided effective support for foreign teams transiting through the country during the earthquake in Türkiye, facilitated by strong cooperation with border guards. To enhance response capacities, a national legal framework on volunteering in fire and rescue services is in place. All firefighters and rescuers are trained at the Integrated Exercise Center, a component of the Emergency Management Agency and the Kosovo Academy for Public Security, ensuring standardised preparation across the country, with separate training programmes for professional and volunteer firefighters.

# RECOMMENDATIONS

## Governance of disaster risk reduction

Revising the EMA legal framework and aligning it with the principles of the Integrated Emergency Management System and the National Response Plan is recommended to clarify roles and responsibilities in DRM and increase institutional flexibility. A multi-stakeholder coordination platform should be established to promote dialogue, mutual learning, and cross-sectoral collaboration. The National Strategy for DRR and its Action Plan should also be updated in line with revised risk assessments to ensure evidence-informed prioritisation of DRM measures. A clear DRR financing plan is needed to address both national and local needs, while mapping existing international programmes and funding sources can help avoid overlap and maximise available opportunities. Improving data collection, sharing, and interoperability among public authorities, as well as promoting the use of the Copernicus Emergency Management Service, would also enhance the quality of DRM processes. Capacity building remains central, including training for decision-makers, development of academic programmes, strengthening municipal capacities, fostering intermunicipal cooperation, and increasing resources for key DRM institutions.

## Risk prevention

Strengthening a culture of resilience requires enhancing public training, empowerment, and awareness of individual responsibilities in disaster preparedness. Risk awareness campaigns should be informed by risk assessments, address the underlying causes of disasters, and be supported by evidence. To enhance EMA's risk communication strategy, a permanent risk communication unit should be established,

and a national body of expertise should be developed. National guidelines, materials, and other targeted tools should also be produced and adapted to the local context to ensure consistent messaging in risk awareness initiatives.

## Emergency response

A national 24/7 emergency management capability should be established within EMA, supported by a centralised information and situation centre and clearly defined procedures for requesting and providing international assistance in accordance with the host national support guidelines (HNS). Regular exercises are needed to test response capacities and identify areas for improvement. Long-term strategies should focus on strengthening firefighter training, equipment, and the volunteer firefighting system. A Virtual Operations Support Team could monitor social media activity and misinformation during crises, while a nationwide incident command software system could secure data transfer. Emergency communications should be improved by strengthening the 112 system, reducing non-emergency calls, and introducing population alert mechanisms. Early warning systems should gradually transition to a multi-hazard, impact-based approach, supported by a clear roadmap. Finally, to improve response operations and early recovery efforts, a national Post-Disaster Needs Assessment framework should be developed.

For more info: the full report is available at [UCPM Peer Review Programme | UCP Knowledge Network](#).

For any question, the European Commission may be contacted at: [ECHO-CP-PEER-REVIEW@ec.europa.eu](mailto:ECHO-CP-PEER-REVIEW@ec.europa.eu).



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