



Republika e Kosovës
Republika Kosova - Republic of Kosovo
Qeveria – Vlada – Government

National Response Plan

Prishtina, November 2023

EXECUTIVE OVERVIEW

The National Response Plan (NRP) provides the basic emergency management doctrine for how our country responds to all types of incidents. The plan is built on the basis of the scalable, resilient and adaptive concepts defined in the Integrated Emergency Management System (IEMS), with the aim of harmonizing the main roles and responsibilities at the national level. The structures, roles and responsibilities described in this Plan may be implemented in part or in full in the context of a threat or risk, in anticipation of a significant event or in response to an actual emergency or incident. Implementation of the structures and procedures described here allows for a scalable response, provision of specific resources and capacities, and a level of coordination appropriate for each type of incident.

Responding to disasters and emergencies requires the cooperation of a number of organizations; the larger or more complex the incident, the greater the number and variety of organizations that must respond. Think of a fire in an urban area: firefighters are leading the response; police officers are on scene providing traffic control and security; emergency medical personnel are checking, transporting and distributing the injured to nearby hospitals; and a local nonprofit or volunteer organization is assisting displaced residents with vital services. For major disasters, such as earthquakes for example, the involvement of elements of the central government structures is inevitable. Businesses, voluntary organizations and other elements of the private sector are also key stakeholders because they provide essential services that need to be restored after an incident. The plan provides the basis for how these organizations coordinate, integrate and unify their response.

The scale of disasters and incidents over the last years has prompted continuous innovation in response operations and highlighted the need for further progress to build resilient and sustainable capacities to respond to disasters of increasing frequency and magnitude. This revised version of the NRP incorporates lessons learned from these disasters and incidents and shares evolving best practices.

The plan is structured to help institutions, citizens, non-governmental organizations (NGOs) and businesses develop community-wide plans, integrate business continuity plans and build capacity to respond to domino effect failures between businesses, supply chains and infrastructure sectors, as well as collaborate with the private sector and NGOs to stabilize vital community services and enable the restoration of services in severe incidents.

The updated plan outlines ways to improve coordination and response structures and raise the level of preparedness for major incidents. Stabilizing vital community services in major incidents is vital and extremely difficult. Communities cannot meet these challenges only by expanding plans and increasing existing capacities. On the contrary, new mechanisms are needed to complement and integrate existing ones and to facilitate intersectoral coordination, while respecting the roles of private sector partners and authorities at central and local level.

This updated version of the plan builds on the response approach in the previous National Response Plan for addressing national security emergency management. The Kosovo Security Strategy points out that potential adversaries are developing advanced capacities and capabilities in weaponry and equipment through intelligent and hybrid warfare, which can threaten the critical infrastructure of our country. These challenges are above and beyond those caused by earthquakes, other natural hazards or criminal-terrorist incidents.

Initiatives in this plan address the resulting challenges to managing consequences in ways that complement and support the plans and coordination structures of government, the private sector, and other NGOs.

Contents

I. INTRODUCTION	9
Implementation of the National Response Plan	9
Executive authorizations	10
Purpose	10
Scope	10
Authorizations	11
Key concepts	11
II. RESPONSIBILITIES AND ROLES	12
Central and Local Level	12
Mayor of the Municipality	12
The Government	13
Ministry of Internal Affairs	13
Ministry of Defense	13
Ministry of Foreign Affairs and Diaspora	13
Other central institutions	13
Emergency Support Functions	13
Non-profit and Voluntary Organizations	15
Private sector	15
Involvement of citizens	16
III. CONCEPT OF ACTION /OPERATION	16
General	16
Overall coordination of central incident management activities	16
Organizational structure	17
Basic organizational elements of NRP	17
Kosovo Security Council	17
Secretariat of the Kosovo Security Council (SKSC)	18
Policy Coordination Committees (PCCs)	18
Inter-institutional Group for Incident Management (IGIM)	18
Proceedings of the IGIM	18
Operational Center of the Ministry of Internal Affairs (OCMIA)	18
Operational Center of the Emergency Management Agency (OCEMA)	19
Joint Field Center	19

Incident Command Post	20
Disaster Recovery Center (DRC)	20
Emergency Response Team	20
Proactive government response to catastrophic events	21
Implementation of proactive government protocols	21
Guiding principles for proactive government response	21
IV. ACTIONS IN THE FRAMEWORK OF INCIDENT MANAGEMENT OPERATIONS	21
Notification and assessment	22
Reporting obligations	22
Requests for assistance from the MIA	23
Actions during the incident	23
DEMOBILIZATION	24
After-action report	24
V. ONGOING PLAN MANAGEMENT AND MAINTENANCE	25
Maintenance of the plan	25

Foreword

Organization of the National Response Plan

The National Response Plan consists of the elements presented in Figure 1 on the following page. The paragraphs below explain each element separately.

- **The Basic Plan** includes the purpose, scope, roles and responsibilities, the concept of development of operations, specific actions for emergency management and instructions for the maintenance of the plan.
- **Annexes** provide additional information on terms, definitions, abbreviations, and authorities.

Supporting annexes

- **Financial management** provides guidelines for the implementation of the NRP to ensure that funds related to emergencies are provided quickly and in accordance with the laws, policies, regulations and standards set.
- **International coordination** provides guidance on fulfilling the responsibilities associated with international coordination in support of government response to domestic incidents of a national character.
- **Logistics management** describes the framework within which the general logistics management function of NRP operates.
- **Private sector coordination** outlines processes for ensuring the integration and effective coordination of emergency management with the private sector, including representatives of the critical infrastructure sector.
- **Public relations** describes inter-agency emergency communication procedures to enable coordination and timely distribution of information to the public during national incidents.
- **Volunteer and donation management** provides guidance for volunteer and donation management functions related to incidents of a national character.
- **Responder safety and health** details processes to ensure coordinated and comprehensive engagement in identifying risks to responder safety and health and implementing procedures to reduce or eliminate illness or injury during incident management and emergency response activities.

Figure 1: Organization of the National Response Plan

Basic Plan	
Annexes	<ul style="list-style-type: none"> • Glossary of key terms • List of abbreviations • Authorizations and references
Annexes of ESFs	<ul style="list-style-type: none"> • ESF 1 – Transport • ESF 2 – Communication • ESF 3 – Public works and engineering • ESF 4 – Firefighting • ESF 5 – Emergency Management • ESF 6 – Mass care and housing services • ESF 7 – Resource support • ESF 8 – Emergency medical services and public health • ESF 9 – Search and rescue • ESF 10 – Response to hazardous materials • ESF 11 – Natural and agricultural resources • ESF 12 – Energy • ESF 13 – Public safety • ESF 14 – Long-term community recovery • ESF 15 – Foreign relations
Supporting annexes	<ul style="list-style-type: none"> • Financial management (to be developed) • International coordination (to be developed) • Logistics management (to be developed) • Private sector coordination (to be developed) • Public relations (to be developed) • Volunteer and donation management (to be developed) • Safety and health of workers (to be developed)
Annexes for incidents	<ul style="list-style-type: none"> • Catastrophic incident • Hazardous materials incident

--	--

Annexes for incidents

They address unexpected or dangerous situations that require specialized implementation of the NRP. Incident annexes describe the missions, policies, responsibilities and coordination processes that guide the interaction of public and private entities engaged in incident management and emergency response operations across the spectrum of potential hazards. Annexes for incidents are as follows:

- **Annex on biological incidents** describes incident management activities related to biological terrorism events (microorganisms), as well as high-risk communicable disease outbreaks (epidemics).
- **Annex on catastrophic incidents** establishes the strategy for the implementation and coordination of the intensive national response to catastrophic incidents.
- **Annex on agricultural and food incidents** describes incident management activities related to major disasters, terrorist attacks or other emergencies involving the national agricultural and food system.
- **Annex on nuclear/radiological incidents** describes incident management activities related to nuclear/radiological incidents.
- **Annex on hazardous material incidents** describes incident management activities related to hazardous material and fuel pollution incidents of a national character.
- **Annex on law enforcement and investigation of terrorist incidents** describes the structures and processes for coordinating law enforcement and criminal investigations in response to terrorist incidents.

NATIONAL RESPONSE PLAN

I. INTRODUCTION

Since the entry into force of the National Response Plan (NRP) in December 2010, the national overview of emergency/incident management in the country has changed radically as a result of recent developments in this direction. The current threatening environment includes not only the traditional spectrum of natural, technological and man-made risks (such as: wild and urban fires, floods, oil spills, leakage of hazardous materials, traffic accidents, earthquakes, storms, epidemics and disruptions in infrastructure and critical resources), but also the deadly arsenal of various chemical, biological, radioactive and nuclear weapons, weapons of mass destruction and cyber attacks. The consequences of disasters in Kosovo over the years have been of different risk profiles such as: floods, heavy snowfalls, avalanches, droughts, landslides, rockfalls, storms, forest fires, earthquakes, epidemics, pandemics, animal diseases, etc.

Floods in the Drini Bardhë basin occur every two to three years. Between November 2007 and June 2008, three floods displaced 3,500 people from their homes. There were severe flood events during the years 2010, 2012, 2014, 2021 and 2023. The average annual population affected by floods is about 10,000 people and the average annual GDP affected is about 50 million euros. Climate change in Kosovo has led to an increase in the intensity and frequency of extreme rainfall events such as heavy rain with storms and droughts, especially since the 1980s.

Flash floods are becoming more common in mountainous and urban areas, while river flooding occurs more frequently in plains and lowlands. Higher temperatures are now more likely to cause heat waves and forest fires, ecosystem degradation and reduced ecosystem services, increased and new forms of water-related pollution and diseases. These developments increase the risk to economic activity, infrastructure, energy security and people's health. Kosovo is very sensitive to climate change as two of its most important economic sectors – agriculture and forestry – are climate dependent.

Epidemiological risks, such as water poisoning, food poisoning, pandemic influenza, hemorrhagic fever Crimea Congo, Brucellosis, Tularemia and recently the Covid-19 pandemic are some of the main risks that have threatened and affected the public health of the citizens of the Republic of Kosovo. Likewise, animal diseases such as: Rabies, Anthrax, Classical swine fever, Atypical poultry fever, lumpy skin disease of cows and others, are some of the dangers that, in addition to animals, have threatened and affected public health in Kosovo.

Implementation of the National Response Plan

The National Response Plan is the basic operational plan for incident management. It establishes the coordination structures, processes and protocols of the national level, which will be incorporated into the specific comprehensive and specific plans for incidents of all types, which are intended for the implementation of the authorizations and specific status responsibilities of the various ministries and agencies in special contingent scenarios. These plans are linked to the NRP in the context of National

Incidents, but remain as independent documents in that they provide detailed protocols for responding to routine incidents, which are normally managed by government agencies, without the need for coordination by the Ministry of Internal Affairs.

The NRP is always in effect and certain elements of it can be implemented as needed to strengthen and improve responsiveness on the basic principles of resilience and expansion.

Executive authorizations

NRP in its entirety did not interfere with any authorization/mandate/authority of central and local institutions.

Purpose

The NRP is a guide to how our country responds to all types of disasters and emergencies. The NRP is built on scalable, resilient and adaptable concepts defined in the Integrated Emergency Management System (IEMS). To align key roles and responsibilities across the country, the NRP outlines specific mandates and best practices for managing incidents that range from serious, but purely local, to those that are catastrophic and national in scope.

The term "response" used in the NRP includes 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. NRP describes the doctrine for the management of all types of disasters or emergencies, regardless of their scale, scope and complications.

Using the Integrated Emergency Management System (IEMS 2010), it establishes mechanisms for:

- Integrating activities related to incident response and recovery;
- Improving the coordination and integration of partners of central, regional, local, private sector and non-governmental structures;
- Maximizing the efficient use of resources necessary for effective management of incidents and protection of critical infrastructure;
- Managing communication and increasing situational awareness;
- Facilitating the use of mutual emergency aid and central emergency support for the local level;
- Ensuring proactive and integrated central response to catastrophic events; and
- Addressing connections with other central incident management and emergency response plans for specific types of incidents and risks.

Scope

The NRP covers the full range of complex and constantly changing requirements in predicting or responding to natural and other disasters. The NRP also provides the foundations for the initiation of long-term community recovery and prevention activities.

The NRP establishes the institutional and inter-institutional mechanisms for the involvement of the Government (the Ministry of Internal Affairs as Government Coordinator) in incident management operations. This includes coordinating structures and processes for incidents that require:

- Central support for municipalities;
- Central level inter-institutional support;
- Exercise of direct central authorizations and responsibilities according to the law; and

- Integration of the private and public sector in the management of incidents.

The NRP makes a distinction between incidents that require coordination by the MIA, incidents designated as Incidents of national character and most incidents that occur on a daily basis, which are handled by the responsible institutions through authorizations and other existing plans.

In addition, the NRP:

- Recognizes and incorporates the various mandates and authorities of government ministries and agencies, local government and regional operational structures and private sector organizations in incident management.
- Specifies in detail the specific roles and responsibilities of the Ministry of Internal Affairs, the State Prosecutor, the Ministry of Justice, the Ministry of Defense, the Ministry of Foreign Affairs and Diaspora and other ministries and agencies involved in incident management under IEMS.
- Establishes the necessary inter-institutional organizational structures and processes for the implementation of the authority, role and responsibilities of the Minister of Internal Affairs in the capacity of "Government Coordinator" for the management of local incidents.

The NRP is applicable to all government ministries and agencies, which are called upon as needed to provide assistance or conduct operations in the context of current or potential national incidents.

Authorizations

NRP does not transfer any new authorization to the Minister of Internal Affairs or to any other government official. More precisely, the NRP establishes the necessary coordination structures, processes and protocols for the integration of authorizations and policies of various government ministries and agencies, in the common framework for the actions of the inclusion of prevention, preparedness, response, and recovery activities.

Key concepts

The main concepts used in the NRP are as follows:

- Systematic and coordinated incident management includes protocols for:
 - incident reporting;
 - coordinated actions;
 - alerting and notification;
 - mobilizing government resources to supplement existing central and local capacities;
 - acting under different threats or of different levels; and
 - integrating crisis management functions and their consequences.
- Proactive notification and deployment of central resources in anticipation of a catastrophic event or response to it in coordination and cooperation with local level structures and the private sector, when possible.
- Organization of inter-institutional efforts to reduce damages, restore affected areas to their pre-incident condition if possible and/or implement programs to alleviate vulnerabilities in the face of future events.

- Coordination of incident communications, responder safety and health, private sector involvement, and other activities common to most incidents (see supporting annexes).
- Organization of Emergency Support Functions (ESFs) to help distribute essential central resources, tools and assistance.
- Providing mechanisms for coordination, communication and information exchange in the vertical and horizontal plane in response to threats or incidents.
- Facilitating government support to ministries and agencies operating under their mandates.
- Operational, tactical and specific procedures and plans for expected risks.
- Providing the basis for coordination of planning, training, exercises, evaluations, coordination and exchange of information between key actors.

II. RESPONSIBILITIES AND ROLES

Central and Local Level

Members of the police, fire and rescue, public health and emergency, emergency management, public services, environmental and other personnel are usually the first to arrive at the scene of the incident and the last to leave.

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 Emergency Management Agency (EMA) of the Ministry of Internal Affairs (MIA). The mayor has the following responsibilities.

Mayor of the Municipality

As the chief executive of the municipality, the mayor is responsible for public safety and the well-being of the citizens in that municipality. The mayor:

- Is responsible for coordinating municipal resources to address the entire spectrum of prevention, preparedness, response and recovery actions from incidents in the context of all hazards including natural disasters and other disasters;
- Provides leadership and plays a key role in communicating with the public and assisting people, businesses and organizations in dealing with the consequences of any emergency within the municipality's jurisdiction;
- Promotes participation in mutual aid and exercises its authority to enter into mutual aid agreements with other municipalities; and
- Requests government assistance when it is estimated that municipal capacities will be insufficient or exhausted.

The Government

Ministry of Internal Affairs

The Minister of Internal Affairs is responsible for coordinating government operations within the country to prepare for, respond to, and recover from natural and other disasters. The Minister of Internal Affairs is the "Government Coordinator" for local incident management. In this capacity, the minister is also responsible for coordinating government resources used in response to and recovery from natural and other disasters if and when one of the following four conditions apply:

1. The ministry or government agency in action (according to its authority) has requested the assistance of the Government;
2. Local resources are overstretched and government assistance is sought;
3. More than one ministry or agency is deeply involved in the response to the incident; OR
4. The Minister has been ordered by the Prime Minister to take over the responsibility of managing the incident.

Ministry of Defense

The Minister of Defense (MoD) authorizes KSF support to civil authorities for local incidents. The KSF Commander maintains KSF command authority in all situations and operations.

Ministry of Foreign Affairs and Diaspora

The Ministry of Foreign Affairs and Diaspora (MFAD) is responsible for international coordination.

Other central institutions

During an incident of national character, ministries and other government agencies may play a primary, coordinating or supporting role, depending on their resources and the nature of the incident. In situations where a designated government agency has the legal authority and responsibility for directing or managing key aspects of the response, that agency is part of the central leadership.

Certain government agencies with legal responsibility and authority may also participate in the Incident Command Post (ICP). Ministries and government agencies participate in the structure of the Emergency Support Function (ESF) as coordinators of the main or supporting agencies that are asked to support the management activities of a given incident.

Emergency Support Functions

The NRP uses the functional approach, which brings together the capacities of government ministries and agencies, the Kosovo Red Cross (KRC) and the private sector in ESF to provide planning, support, resources and program implementation and emergency services that may be needed mostly during incidents of a national character. Governmental response to actual or potential incidents of a national character is typically ensured through the full or partial activation of the relevant ESF structure. ESFs serve as a coordinating mechanism to provide assistance to local level authorities or to ministries and agencies that carry out missions of primary central responsibility. ESF provides additional personnel for the Situation

Center of the Kosovo Security Council (SCKSC), the Operational Center of the Ministry of Internal Affairs (OPCMIA), the Operational Center of the Emergency Management Agency (OCEMA), the Emergency Operational Centers 112 (EOC 112) of the Emergency Management Agency, the Joint Field Center (JFC) and the Incident Command Post (ICP) as necessary dictated by the given situation.

Each ESF is composed of primary agencies and support agencies. The NRP defines the primary agencies based on their authorizations, resources and capacities, while the supporting agencies are defined based on the resources and capacities in the specific functional area. The scope of each ESF is summarized in Figure 2 on the following page.

Figure 2: Emergency Support Functions

Function	Scope
ESF 1 – Transport	<ul style="list-style-type: none"> • Management and control of aviation/ airspace • Transportation security • Repair and recovery of transport infrastructure • Movement restrictions • Damage and impact assessment
ESF 2 – Communication	<ul style="list-style-type: none"> • Coordination with the telecommunications and information technology industries • Repair and recovery of telecommunications infrastructure • Protection, repair and maintenance of national information technology resources • Non-obstructing communication within the central management and incident response structures
ESF 3 – Public works and engineering	<ul style="list-style-type: none"> • Protection and emergency repair of infrastructure • Infrastructure restoration • Engineering services and construction management • Contracted emergency support for life-saving and vital welfare services
ESF 4 – Firefighting	<ul style="list-style-type: none"> • Coordination of central firefighting activities • Support of field, rural and urban firefighting operations
ESF 5 – Emergency Management	<ul style="list-style-type: none"> • Coordination of incident response and management efforts • Assignment of missions • Resources and human capital • Incident action planning • Financial management
ESF 6 – Mass care and housing services	<ul style="list-style-type: none"> • Mass care • Emergency assistance • Disaster shelter • Human services
ESF 7 – Resource support	<ul style="list-style-type: none"> • Comprehensive national logistics planning, management and sustainability capabilities • Resource support (work space, office equipment and supplies, contracting services, etc.)
ESF 8 – Emergency medical services and public health	<ul style="list-style-type: none"> • Public health • Medicine • Mental health services • Funeral services
ESF 9 – Search and rescue	<ul style="list-style-type: none"> • Life saving assistance • Search and rescue operations
ESF 10 – Response to hazardous materials	<ul style="list-style-type: none"> • Reaction to oils and dangerous substances (chemical, biological, radiological, etc.) • Short-term and long-term environmental cleanup
ESF 11 – Natural and agricultural resources	<ul style="list-style-type: none"> • Food aid • Reaction to animal, plant and insect diseases • Food safety • Protection of natural, cultural and historical resources

	<ul style="list-style-type: none"> • Pet safety and welfare
ESF 12 – Energy	<ul style="list-style-type: none"> • Assessment, repair and restoration of energy infrastructure • Coordination of energy industry services • Energy forecasts
ESF 13 – Public safety	<ul style="list-style-type: none"> • Security of spaces and resources • Security planning and technical resource assistance • Supporting public safety • Access, traffic and crowd control support
ESF 14 – Long-term community recovery	<ul style="list-style-type: none"> • Assessment of the impact on the social and economic community • Assist in the long-term recovery of local level communities and the private sector • Analyzing and reviewing the implementation of relief programs
ESF 15 – Foreign relations	<ul style="list-style-type: none"> • Guidelines for emergency public information and protective actions • Media and community relations • Parliamentary and international affairs

Non-profit and Voluntary Organizations

NGOs collaborate with first responders, both levels of government, agencies and other organizations that provide life support services, reduce physical and emotional pain, and support the recovery of disaster victims when assistance is not possible from other sources. For example, KKK is an NGO which provides assistance at the local level and also coordinates the mass care element of ESF 6.

Voluntary organizations provide significant capacity in incident management and response efforts at both levels.

Private sector

Primary and supporting agencies coordinate with the private sector for the effective exchange of information, the formation of courses of action and the inclusion of available resources to prevent, prepare, react and recover from incidents of national character. In addition, the Minister of Internal Affairs utilizes the private sector advisory group, with a wide presence, to provide advice on incident management and emergency response issues affecting their scope. The roles, responsibilities and participation of the private sector during national incidents vary based on the nature of the organization and type and effect of the incident.

Responsibilities: Private sector organizations support the NRP (voluntarily or submissively, according to applicable laws and regulations) by sharing information with the government, identifying risks, assessing vulnerabilities, and developing emergency response and business continuity plans, raising their overall preparedness, implementing relevant prevention and protection programs and donating or providing goods and services through contractual arrangements to assist in incident response and recovery. Under applicable laws and regulations, certain organizations are required to bear the cost of planning and responding to incidents regardless of their cause. In cases of national incidents, these private sector organizations are expected to mobilize and commit the necessary available resources, in accordance with their plans to address the consequences of incidents in their own premises or incidents for which they are responsible in any way.

Functional coordination: Primary agencies of each ESF maintain working relationships with their respective private sector counterparts through partnership committees or other means.

Involvement of citizens

Strong partnerships with civic groups and organizations provide support for prevention, preparedness, response, recovery and facilitating incident management.

The Kosovo Red Cross unites these groups and focuses the efforts of individuals through education, training and volunteer services to help create safer, stronger and better prepared communities to address the threats of terrorism, crime, public health issues and disasters of all kinds.

Local Councils for Community Safety implement citizen awareness programs, which include the establishment of Community Emergency Response Teams (CERT).

III. CONCEPT OF ACTION /OPERATION

General

This part describes the structures, processes and coordinating protocols engaged in the management of incidents of a national character. They are intended to enable the implementation of government responsibilities through relevant government ministries and agencies and to integrate the commitments of municipalities, regional operational structures, NGOs and the private sector into the comprehensive national approach to incident management in our country.

The basic precondition of the Law on Protection from Natural and Other Disasters and the NRP is that: incidents are generally dealt with at the lowest possible administrative level. Police, fire, public health, emergency management and other personnel are responsible for incident management at the local level. Normally, in most incidents, local resources and inter-municipal mutual aid provide the first line of emergency response and incident management support.

When an actual or potential incident is of such size, breadth and complexity that it is considered an incident of national character based on the criteria specified in this plan, the Ministry of Internal Affairs in coordination with other government ministries and agencies initiates actions for incident prevention, preparedness, response and recovery. These actions are taken in cooperation with local, non-governmental and private sector entities according to the specific threat or incident.

Overall coordination of central incident management activities

The Prime Minister leads the country in effective response and ensures that the necessary resources are engaged quickly and with full efficiency in all incidents of a national character. As needed, the Prime Minister convenes inter-institutional meetings to coordinate policy issues and action strategies.

During actual or potential incidents of a national character, coordination of all governmental activities in support of incident management is done through the Ministry of Internal Affairs. Ministries and other

government agencies carry out their authority and responsibilities for incident management and emergency response within this coordination framework.

The coordination of incident management and the construction of the course of action at the strategic level are assisted by the Inter-institutional Group for Incident Management (IGIM), which at the same time also serves as an advisory body to the Minister of Internal Affairs in the capacity of Government Coordinator. Issues to be resolved beyond the authority of the Minister of Internal Affairs are referred for resolution to the relevant entity within the Office of the Prime Minister.

At the regional operational level, coordination and support of inter-institutional resources for incidents are provided by EOC 112. On the ground, the Minister of Internal Affairs is represented by the Delegated Official of the Minister (DOM). Comprehensive government support to the on-scene command structure is coordinated through the Joint Field Center (JFC).

EOC 112 coordinates regional response efforts, sets government priorities, and implements the local support program until the JFC is established.

The JFC is a temporary government entity established at the local level to coordinate the operational activities of government assistance for the affected regions or municipalities during national incidents. The framework created by these coordinating structures is intended to accommodate the various roles played by the government during an incident, such as government support (through regional operational structures for local authorities; interagency support; or direct implementation of government authorizations and responsibilities) of incident management when consistent with the law. This structure also incorporates the dual roles and responsibilities of the Minister of Internal Affairs for the coordination of operations and resources in the context of incident management.

Organizational structure

The national structure for incident management establishes a clear flow of communication and coordination from the local (tactical) level to the regional (operational) level and up to the central (strategic) level. *(For detailed information, see Annex 1: National organizational structure for incident management).*

Basic organizational elements of NRP

This part of the plan elaborates the main organizational elements in the structure for governmental coordination of the NRP. Special teams and other accompanying components including government level entities are included in the elaboration.

Kosovo Security Council

According to the Law on Establishment of the Kosovo Security Council, the Kosovo Security Council has an advisory role in all matters related to the security of Kosovo and its contribution to regional stability. The KSC recommends policies and strategies for security and provides information and assessments of the security situation in Kosovo to enable the Government of the Republic of Kosovo to take relevant decisions regarding security issues.

Secretariat of the Kosovo Security Council (SKSC)

The SKSC ensures that domestic and international incident management efforts are smoothly coordinated.

Policy Coordination Committees (PCCs)

CPCs coordinate policy issues as part of the Government process. CPCs may be convened at the request of any member agency of the committee on an emergency basis based on a threat, an Incident of National Character or any political matter of an urgent nature.

Inter-institutional Group for Incident Management (IGIM)

The IGIM is a multi-institutional coordination entity at the central office level, which helps the strategic management of local incidents for incidents of national character. The Minister of Internal Affairs activates the IGIM based on the nature, severity and complexity of the threat or incident. The Minister of Internal Affairs may activate the IGIM for high-profile, large-scale events involving high-probability terrorist targets and in high-threat situations. The IGIM is composed of senior representatives of the MIA segments, ministries and other government agencies, and NGOs, as needed.

The membership of the IGIM is flexible (modular) and can be raised on occasion or organized for a specific task to provide expertise in specific areas as necessary for a specific threat or incident. *(For detailed information see Annex 2: Composition, duties and responsibilities of IGIM).*

Proceedings of the IGIM

The procedures governing the determination, activation, return, convening and operational interaction of the members of the IGIM will be developed in agreement with other government ministries and agencies and will be published by the Ministry of Internal Affairs in a separate document.

Operational Center of the Ministry of Internal Affairs (OCMIA)

The Operational Center of the Ministry of Internal Affairs is the main central node for the management of local incidents, operational coordination and the real overview of the situation. The OCMIA is an inter-institutional mechanism with a 24/7 position, which merges the reports of law enforcement structures, emergency response and the private sector. The OCMIA helps the exchange of information and operational coordination of the country's security with other central, regional, local and non-governmental OCs.

The roles and responsibilities of the OCMIA include:

- Establishing and maintaining real-time communication links with other central OCs at the national level, as well as with relevant regional, local, non-governmental OCs and with relevant elements of the private sector;
- Maintaining communication with critical infrastructure entities and exchanging information about the main resources of the private sector;
- Maintaining communication with central incident management officials;
- Coordination of relevant resources for the management of local incidents and the prevention of terrorist acts;

- Ensuring the real overview of the local situation, the joint operational overview and the support of the IGIM;
- Acting as the primary channel of the Situation Center of the Office of the Prime Minister and IGIM for the real overview of the situation in the country.

The OCMIA consists of the 24/7 operational monitoring and coordination center of many agencies and the integrated elements of the segment of information analysis and protection of critical infrastructure as well as the segment of preparedness and emergency response. These elements work in close coordination to address information analysis and coordination of response activities.

Operational Center of the Emergency Management Agency (OCEMA)

The OCEMA is an institutional center that provides overall coordination of the central response for incidents of national character and implementation of the emergency management program. The EMA maintains OCEMAs as functional components of the OCMIA in support of incident management operations. The OCEMA monitors possible or developing incidents of a national character and supports the efforts of regional and field components. OCEMA's function in supporting the planning and coordination of incident management operations includes:

- Monitoring of national level preparedness of emergency response teams and resources;
- In coordination with EOC 112, initiating certain tasks for missions or agreements for compensation for the activation of ministries and other central agencies;
- Activating and deploying national level entities, such as Emergency Response Teams (ERT);
- Coordinating and supporting the central response to actual or potential incidents of a national character;
- Ensuring the management of facilities, supplies and field equipment;
- Coordination, operational response and resource allocation planning with relevant government ministries and agencies, QOEs 112 and QBF;
- Conducting and managing the allocation of central resources;
- Collection, evaluation and distribution of information related to incident response and state of resources; and
- Compilation and distribution of warnings and operational orders in coordination with other elements of the OCMIA.

In addition, the OCEMA resolves central support conflicts with resources and other implementation issues submitted by the JFC. Those issues that cannot be resolved by the OCEMA are referred to the IGIM.

Joint Field Center

The Joint Field Center (JFC) is a multi-institutional coordination center established at the local level. The JFC provides a focal point for the coordination of central, regional, local, non-governmental and private sector mechanisms with primary responsibility for threat response and incident support. The JFC enables effective and efficient coordination of central actions related to prevention, response and recovery from incidents. *(For detailed information, see Annex 3: Organizational structure of the JFC during disasters).*

Incident Command Post

The tactical level of on-scene organization for incident command and management is located at the Incident Command Post (ICP). Normally, the ICP is composed of designated incident management officers and responders from central agencies, regional operational structures and local services as well as from the private sector and non-governmental organizations. When multiple command authorities are involved, the ICP may be led by the Joint Command, composed of officials who have legal authority or functional responsibility for the incident. The Joint Command provides direct on-scene control of tactical operations and assists IEMS's Incident Command System (ICS), which includes the Operations, Planning, Logistics and Finance/Administration Sectors.

The ICP is usually located at or near the scene of the incident. The site is selected by the institution that has the primary legal authority for incident management at this level. In general, an ICP is raised for each incident.

Disaster Recovery Center (DRC)

When established, in coordination with regional operational structures and local authorities, the DRC is a satellite component of the JFC and provides a central space where disaster-affected persons can be provided with information related to disaster recovery assistance programs from various central, local, private sector and voluntary organizations.

Emergency Response Team

The ERT is the main cross-sectoral group which complements the JFC with personnel. The ERT is composed of EMA and ESF staff. ERTs include an advance element called ERT-A which conducts assessments and initiates coordination with the local level and the initial deployment of government resources. Each EMA region maintains an ERT ready for deployment in response to current threats or incidents.

The ERT provides staff for the JFC and ensures that government reserves are available to meet central and local level requirements identified by the MCO. The size and composition of the ERT is variable depending on the scope and size of the event.

Usually, the ERT organizational structure comprises the JFC Coordination Group, the JFC Coordination Staff and the four JFC sectors (Operations, Planning, Logistics, and Finance/Administration).

The ERT-A is deployed during the early stages of an incident. It is led by a team leader from the EMA and is composed of program and support staff and representatives of selected ESF agencies. A part of the ERT-A is deployed in EOC 112 or in other environments, to work directly with the municipalities to obtain information related to the effect of the event and to identify the specific requests of the municipalities for government assistance in managing the incident.

The ERT-A consults and coordinates with governmental, regional and local entities to determine the location of the JFC and mobilization center. The ERT-A conducts initial situational awareness analysis including changes in topography caused by the incident, effects on the physical and social environment, and documentation of losses avoided by preventive measures to serve as a basis for state support strategies.

Proactive government response to catastrophic events

The NRP establishes policies, procedures and mechanisms for proactive governmental response to catastrophic events. A catastrophic event is any natural and man-made incident, including terrorism, which results in injury, damage or disruption of extremely large levels that adversely affects the population, infrastructure, environment, economy, national morale, and/or government functions. The catastrophic event may have long-term effects, it usually immediately exceeds the usual resources available to regional operational structures, local authorities and the private sector in the affected area and significantly disrupts government functions and emergency services to the extent that national security may be threatened. All catastrophic events are incidents of national character.

Implementation of proactive government protocols

Protocols for proactive governmental response will mostly apply to catastrophic events, which include chemical, biological, radiological, nuclear, and weapons of mass destruction or high-scale earthquakes or other natural and technological disasters in or near populated areas.

Guiding principles for proactive government response

Guiding principles for central proactive response include the following:

- The primary mission is to save life, protect critical infrastructure, material goods and the environment, control the event and preserve national security.
- Standard procedures related to requests for assistance may be accelerated or (under exceptional circumstances) suspended on the eve of a catastrophic event.
- Designated central response resources will be deployed and begin necessary operations, as needed, to initiate life-saving activities.
- Full coordination with regions and municipalities will take place, but the coordination process must not delay or stop the rapid deployment and use of critical resources.

IV. ACTIONS IN THE FRAMEWORK OF INCIDENT MANAGEMENT OPERATIONS

This part of the plan describes the incident management actions ordered from the initial notification of the threat to the early coordination efforts to assess and disrupt the threat, the pre-activation of the relevant ESF structure, and the deployment of government resources in support of the incident response and recovery operations. These actions do not necessarily occur in order; most can be undertaken simultaneously in response to individual or multiple threats or incidents.

Figure 4 describes the initial actions in incident management. In cases where it is foreseen that an incident of national character is imminent or when it has already occurred, preliminary internal assessment and coordination are usually carried out in parallel. In this case, the MIA moves quickly to coordinate multiple government activities to include the following: information sharing, internal course of action development, alerting and deployment of resources, operational coordination and other assistance as needed, in consultation and coordination with ministries and other central agencies and affected jurisdictions.

Notification and assessment

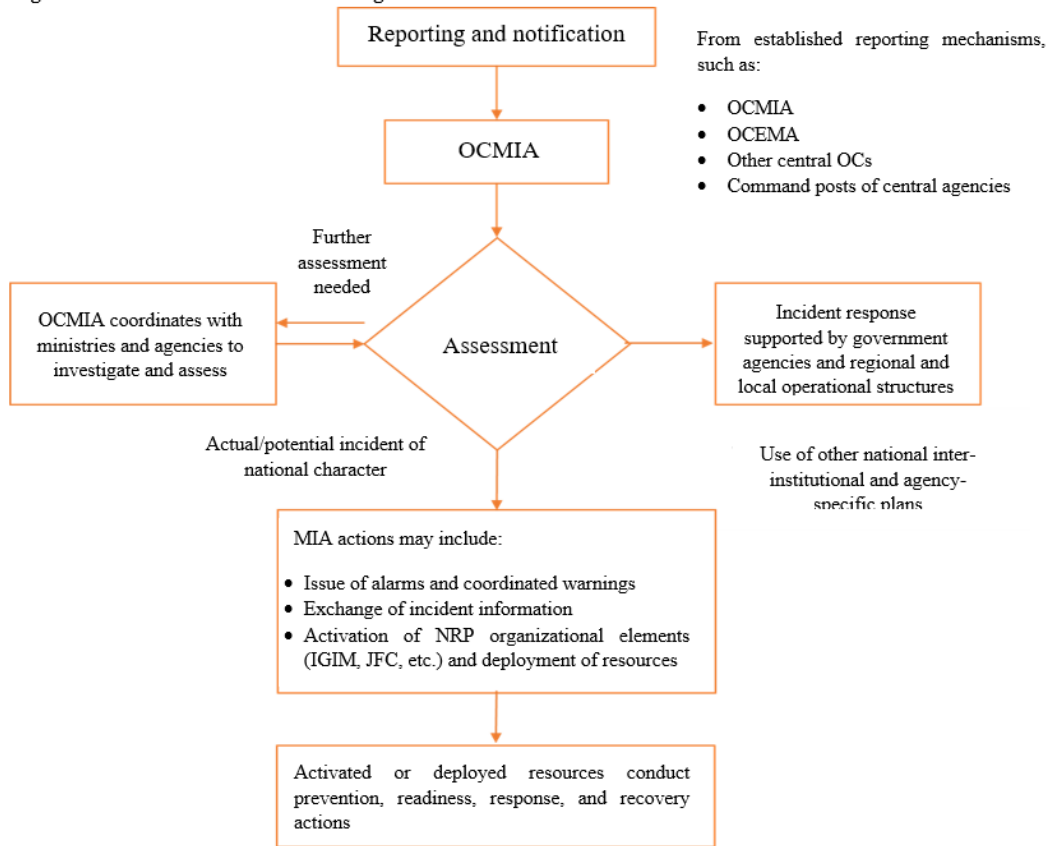
Central, regional, local, private sector and non-governmental organizations report threats and current and potential incidents using designated communication lines and channels. The OCMIA receives information related to threats and operations related to incidents or potential incidents, and makes an initial decision to coordinate central information exchange and incident management activities.

Reporting obligations

Central, regional, local, private sector and NGO EOCs are either obliged or encouraged to report information about the incident to the OCMIA, which then forwards it to the SCKSC.

- **Ministries and central agencies:** Ministries and central agencies are required to report information related to actual or potential incidents of a national character to the OCMIA. This information may include:
 - Implementation of the emergency response plan of the ministry or central agency;
 - Actions of prevention, response or recovery from an incident of national character for which the ministry or central agency bears responsibility according to the relevant law or instruction;
 - Submitting requests for assistance, or accepting requests from a ministry or other central agency in the context of an incident of national character;
 - Acceptance of requests for assistance from the local authority, NGOs or the private sector in the context of an incident of national character; and
 - Suspicious activities or threats with possible terrorist links.
- **Central regional structures:** Central regional structures and emergency management structures use the existing reporting mechanisms and are encouraged to report information related to actual or potential incidents of a national character to the OCMIA, using the procedures established by the Ministry of Internal Affairs. This information includes:
 - Implementation of an incident management or emergency response plan or action for prevention, response or recovery from the national incident;
 - Activation of mutual aid agreements in response to incidents requiring government assistance.
- **Municipalities:** Municipalities communicate information related to incidents of a national character through the mechanisms set in the OCMIA in coordination with the officials of the regional structures and the relevant EOC 112.
- **Private sector/non-governmental organizations:** The private sector and non-governmental organizations are encouraged to communicate information related to current or potential incidents of a national character to the OCMIA through existing reporting mechanisms as well as through organizations for the exchange and analysis of information.

Figure 4. Flow of initial incident management actions at the central level



(For detailed information on the distribution of warnings and bulletins, emerging threats identified at the central level, activation procedures, organizational elements of central offices, regional operational elements and field elements see Annex 4.)

Requests for assistance from the MIA

Requests for assistance from the MIA can come from mayors of municipalities who request assistance under the Law on Protection from Natural Disasters and Other Disasters or from central agencies for inter-institutional support needs. *(For detailed information, see Annex 5: Procedures for submission of requests for assistance from the MIA).*

Actions during the incident

When an incident occurs, the priority shifts from prevention, preparedness and mitigation to rapid and immediate response activities to save life and preserve material goods, the environment and the social, economic and political structure of the affected community.

To strengthen the initial response to an incident, several central agencies can act in the ICP as first responders and participate in the structure of the Joint Command. When the JFC is established, its Coordinating Group sets the central operational priorities. The JFC provides resources in support of the

Joint Command and incident management teams conducting on-scene operations through regional and local EOCs.

Depending on the scope and size of the incident, the OCEMA activates the relevant ESFs (as needed) to mobilize the means and deploy resources to support the incident. The OCEMA assists the deployment and transport of ERTs and other teams and specialized capacities depending on the nature of the incident. Other response actions include deploying the JFC and other field environments and providing a range of support for incident management, public health and other community needs.

Response actions also include the actions of immediate law enforcement, firefighting, ambulances and emergency medical services; emergency flood control; evacuations; emergency public information; actions taken to reduce additional damage; urban search and rescue; setting up environments for mass care; supply of health services, food, drinking water and other emergency necessities; cleaning up the ruins; emergency repair of critical infrastructure; control, containment and relocation of environmental contaminants; and protection of the health and safety of responders.

When responding to a terrorist incident, law enforcement actions to collect and preserve evidence and apprehend perpetrators are vital. These actions occur in parallel with the necessary response operations to save life and protect material assets and are closely coordinated with the law enforcement effort, to help gather evidence without affecting ongoing life-saving operations.

In the context of a single incident, when response activities and life-saving missions are completed, the focus shifts from response operations to recovery and, if possible, risk reduction operations. The Planning Sector of the JFC draws up the demobilization plan for the release of the relevant components.

DEMOBILIZATION

When the presence of centralized central coordination is no longer necessary in the affected area, the JFC Coordination Group implements the demobilization plan for the transfer of responsibilities and closure of the JFC. After the closure of the JFC, management and monitoring of long-term recovery programs devolves to individual agencies and central offices, as needed.

After-action report

Following an incident, the JFC Coordination Group submits an after-action report to the MIA listing the successes, problems and key operational issues that have an impact on the management of the incident. The report includes the necessary feedback from all central, local, non-governmental and private sector partners involved in the incident. Each central agency involved should keep records of its activities to assist in the preparation of its response report. The EMA supports and contributes to this activity.

V. ONGOING PLAN MANAGEMENT AND MAINTENANCE

Maintenance of the plan

The EMA, in close coordination with the Ministry of Internal Affairs, is responsible for the management and maintenance of the NRP. The regular review of the NRP will be done every four (4) years and it may be amended or supplemented periodically according to the needs for incorporating new instructions, legislative and procedural changes based on lessons learned from exercises, and current events. *(For the procedures for reviewing and amending the plan, see Annex 6).*