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**STRATEGY ON PREVENTION OF VIOLENT EXTREMISM AND RADICALISATION  
LEADING TO TERRORISM 2015-2020**

**Prishtina, September 2015**

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## INTRODUCTION

The threat from violent radicalism and extremism is not a new phenomenon to the world. Use of political violence and destruction to intimidate and weaken the countries and nations has been present for centuries, whenever and wherever a political or religious group seeks to destabilise and weaken boundaries, governments and societies, hence making civilians and societies endure suffering due to the acts of terror. However, this modern method of violent radicalism and extremism is a new phenomenon. This phenomenon relies on a globalised world's strongest and weakest sides to spread the message of terrorist groups, provide funding for supporting groups and other criminal activities, and moreover in recruiting new members, even in countries that are distant to the conflict, with the aim of reaching their goals.

Events that occurred during the recent years in Kosovo, Europe, Middle East and beyond made it clear the need of Republic of Kosovo to develop a strategy which shall coordinate measures to strengthen the stability of the state and society against threats posed by violent radicalism and extremism. Thus, we as the Republic of Kosovo will stand alongside our friends and allies throughout the world who are facing the common threat.

Currently, the biggest threat appears to be the so called ISIS that is based in Syria and Iraq; however this is not the first, nor shall it be the last threat of such nature, which the contemporary world is likely to face. Different conflicts within the region, and in the countries that a portion of the population of Kosovo has traditional, cultural and historical ties, may also attract the citizens of the Republic of Kosovo towards violent radicalism and extremism.

Regarding Kosovo, this threat is not solely a global threat, but it is also local in nature, and as such it must be taken seriously into consideration. Some Kosovo citizens have been lured by radicalization messages and joined and fought alongside extremist and terrorist groups, and in many cases such individuals returned to Kosovo after participating in, or committing criminal offences based on their ideals. However, the important thing to know is the reason why they joined such structures? What were they told, by whom, and why were they so obedient? And the most important, what can be done to ensure that the persons affected by such groups are prevented from being involved in violent actions? Many of these questions are addressed by the analysis conducted by the Government of the Republic of Kosovo in the view of preparing this strategic document, as a policy coordinated with our international partners and friends, and in close cooperation with religious communities, representatives of the civil society, different NGO's and representatives of the media, by aiming to identify the causes and prevent violent radicalism and extremism.

Addressing such challenges with the purpose of preventing the violent radicalism and extremisms represents an urgent matter for the Republic of Kosovo. The phenomenon of violent radicalism and extremism leading to terrorism is not showing any sign of eradication, but rather the persons who are displaying radical beliefs have proven to be ready to target and attack

innocent people, both inside and outside their countries. There is no force that can protect a country from such threat, whereby individuals or small groups within the country seek to cause damages, without any consideration of their lives or the lives of others. The institutions of Republic of Kosovo, particularly the security institutions, which have done a great job on discovering and preventing terrorist plots, may serve only to treat the symptoms of radicalization and not the cause of it. Therefore, in order to truly eliminate the threat coming from violent extremism and radicalism, we must determine the factors that cause its existence in Kosovo, by using dialogue, analysis, and expertise from both national and international partners.

The Government of the Republic of Kosovo considers this to be a very important step towards building a strong and sustainable country and society for combating this global phenomenon and to make sure that such phenomenon does not occur in Kosovo. In order to achieve these goals, we shall stand and work together against this threat with our partners in the region and beyond.

*Isa Mustafa, Prime Minister of the Republic of Kosovo*

## 1. EXECUTIVE SUMMARY

Violent extremism and radicalism leading to terrorism emerged as global, regional and national threat in a new form during the XXI century. The nature of such threat continues to evolve in the globalized world. Extremisms and terrorism have found ways to exploit rapid changes over the recent years, whereby persons and capital can move across the borders with much more ease, and ideas may be exchanged immediately via internet. Therefore, due to globalism, a crisis which in the past was a local crisis, such as internal wars, poverty, unemployment, social instability, and low education level, are now transformed into international security risks. Therefore, weaknesses in these areas represent opportunities for extremists to spread their views, recruit members and supporters, and spread their war against secular states into new battlefields.

Kosovo during the recent years is facing similar threat as majority of European countries, in particularly the radicalization of the youth, who are recruited to take part in sectarian and religious conflicts in the Middle East and elsewhere. The main risk that Kosovo faces is the return of such fighters with radical beliefs and with an interest to harm Kosovo as a state with a multi-ethnic and multi-religious society and with a secular government. As seen in various examples in Europe, radicalized individuals may perform acts of extreme violence even against the people and the government of their own country; therefore we cannot exclude the risk that Kosovo may be a target of such terrorist attack. Also the national radical extremist groups of Albanian and Serbian origin that oppose the existing boundaries and government may be a potential source of terrorist activity.

Government of the Republic of Kosovo is responsible for ensuring the protection and security of its inhabitants, together with the protection of their rights to freedom of opinion and religion. In this regard, the Government is determined to draft a strategy that will address, in a responsible manner, the security risk posed by radicalization and extremism, while observing the rights guaranteed by the Constitution of the Republic of Kosovo, which determines that "no one shall be discriminated against on grounds of race, colour, gender, language, religion, political or other opinion, national or social origin, relation to any community, property, economic and social condition, sexual orientation, birth, disability or other personal status". As a member of the family of democratic countries, the Republic of Kosovo is aware of its role and responsibilities towards regional and global security. The successful fulfilment of such responsibilities requires a comprehensive strategic platform that takes into account the transnational challenges of violent radicalism and extremism that lead to terrorism, and the important role of regional cooperation in addressing such threat.

Strategic objectives determined under this strategic document aims to address the push and pull factors that influence the radicalization of the population, with special emphasis on the youth. Through achieving four strategic objectives: Early identification - of causes, factors and target groups; Prevention - of violent extremism and radicalization; Intervention - with the purpose of preventing the threat arising from violent radicalism; and De-radicalization and reintegration - of radicalized persons, and specific objectives/measures contained thereof, the Government of the Republic of Kosovo aims to prevent and reduce the risk of violent radicalism and extremism.

The Action Plan, which is part of this strategy, through its strategic objectives and specific activities aims, inter alia, to increase the awareness among institutions and the citizens regarding the risks posed by violent radicalism and extremism. In addition to raising awareness, specific actions in addressing such push and pull factors are included within strategic and specific factors of this strategy.

The implementation of such strategic objectives and specific measures shall be conducted in line with European and global initiatives for combating violent extremism and radicalism. The Government of the Republic of Kosovo is committed through this Strategy to contribute to the implementation of the conclusions from the Washington Summit on the war against violent extremism.<sup>1</sup> The Summit concluded that it is necessary to join and coordinate efforts in preventing extremism and to safeguard religious tolerance worldwide, particularly in the countries affected by violent extremism. Furthermore, during this year, the Council of Europe adopted the Action Plan 2015-2017 on fighting violent extremism and radicalization leading to terrorism, which contains two objectives and a number of activities in this regard.<sup>2</sup> Prevention and the combat of violent extremism shall contribute in the integration process of Republic of Kosovo into Euro-Atlantic mechanisms; therefore the implementation of this strategy shall be one of the key priorities of the Republic of Kosovo during the medium-term period.

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<sup>1</sup> The White House Summit on the war against violent extremism was held on 19 February in Washington D.C. - USA, and was attended by over eighty government representatives and ministers, as well as representatives from the civil society, private sector, religious leaders and academicians.

<sup>2</sup> Council of Europe, Action Plan - The fight against violent extremism and radicalisation leading to terrorism, 125th Session of the Committee of Ministers (Brussels, 19 May 2015) CM (2015)74 add final.

## **2. METHODOLOGY USED IN THE DRAFTING OF THE STRATEGY**

Basically, the Strategy focuses on a descriptive analysis which aims to define the extent of the phenomenon of radicalism and extremism in Kosovo, provide an assessment of risk posed by radicalism and terrorism within the country, as well as provide an analysis of social factors that motivate the radicalization of certain Kosovo citizens. This enables understanding of the extent of the problem of violent extremism and radicalism with the purpose of addressing and preventing it. Secondly, an action plan based on the four pillars - strategic objectives (early identification, prevention, intervention, de-radicalization and re-integration) and specific objectives (measures) within these four strategic objectives will help to further address and prevent the phenomenon of radicalism in Kosovo and in defining countermeasures and preventive actions for relevant government ministries and agencies based on their capacities and expertise. In order to achieve such objectives, it will be necessary to have close cooperation and participation of the civil society, religious communities, other non-governmental stakeholders and experts in order to ensure that policies are adjusted to the needs of individuals and communities that shall be supported. Strategic and specific objectives foreseen under this strategy are coordinated with other policies and strategies of the Republic of Kosovo, including the Strategy against terrorism, thus aiming to avoid the overlapping of analysis and conclusions, but rather to complement them, as well as the strategies and policies which address economic, social, cultural and educational stakeholders.

Different stakeholders were involved in drafting this strategy, within and outside the Government. Within the government it was established a government working group consisting of representatives from the Office of the Prime Minister, Ministry of Education, Ministry of Justice, Kosovo Police, KIA, Security Council Secretariat of Kosovo and various government agencies and representatives from religious communities and NGO's. International stakeholders and NGO's play an important role in this process, including the support from OSCE and UNDP in ensuring the organization of workshops and in drafting research reports from external consultants, and the direct support of expert in drafting the strategy and the action plan. The process of drafting the Draft Strategy was coordinated by the Office of Strategic Planning from the Office of the Prime Minister.

Participation of religious communities, , NGO's and other partners, provided a valuable contribution to the work of the working group. The support and contribution provided by the Embassy of the United States of America and the EU office also significantly contributed in the process of drafting the strategy.

### 3. LIST OF DEFINITIONS AND ABBREVIATIONS

Definitions provided below, define how these words are used in this document, due to the purpose of explanation. There is no intention to criticize other authors who use these terms in different ways.

- **Extreme, Extremism:** might be defined only in relation to a broader ideology that acts, e.g. in the context of extreme nationalism, extreme environmentalism, and religious extremism. The defining feature of extremism is the rejection of one or more basic principles of its main ideology. A nationalist which considers members of other nations to be inferior, or rejects the possibility of coexistence, or believes that others should be deprived of their rights, represents an extreme nationalist. A religious believer who condemns the leaders or the majority of the members of his own religious members is an extremist. Extremists are not necessarily violent.
- **Jihad, jihadist:** Although the word "Jihad" is often used in the central Islam, it means a spiritual war, in this report it was used solely to define the violent armed war. A jihadist is a Muslim who has decided to use his/her power to the services of his/her beliefs.
- **Radicalism:** The process of approving extremist religious beliefs and in some cases converting into a violent extremist.
- **Salafi, Salafism:** describes a person, a group or belief within Islam which is focused in imitating early generation of Muslims ("Salaf") and the restoration of a pure religion. The majority of Salafi are not violent, and most of them avoid political engagements of any kind, whereas there are some which are politically active. A minority of salafi are violent extremists or jihadists.
- **Terrorism:** use of violence with the purpose of causing terror over the civilian population. Terrorism is a special type of violent extremism.
- **Violent extremism:** Extremism which involves the use of violence; including but not limited to terrorism. For example, violent extremists who attack police or army members, or who participate in war, usually are not terrorists.
- **ISIS – Islamic State of Iraq and Syria**



## 4. ANALYSIS OF THE SITUATION AND THE EXTENT OF THE PROBLEM

### 4.1 Analysis of the situation and the extent of the problem

The Republic of Kosovo, similar to other democratic countries is facing continuous threats from radicalism and extremism which may lead to the use of violence. In this regard, the institutions of the Republic of Kosovo are committed to conclude the duties defined under the legislation in force and national strategy on the prevention and combating all forms of religious, political and nationalism-based radicalism and extremism, in local capacity building to confront this threat and to be an important partner in preventing and combating terrorism. The citizens of the Republic of Kosovo are committed towards European Integration and see their future in the integration with the EU, and any type of radicalism and extremism does not enjoy the support of the majority of the citizens of the Republic of Kosovo.

It must be emphasised that people of Kosovo have maintained a religious tolerance throughout the centuries. Such a tolerance exists among the Albanian nation, which has three major religions: Muslim, Catholic and Orthodox. We must emphasise the reality that the identification of citizens of the Albanian nation with religious belief does not match to the domain of identity, but it is rather a cultural virtue. Recent researches conducted by the international organization during 2011 and 2012 support the conclusion that there is high religious tolerance in Kosovo.<sup>3</sup> These researches also confirm the popular image of Kosovo as a supporter of pro-Western values.

Therefore, the processes in which the Kosovo society is undergoing require a broader coordination and cooperation of local institutions and all public and religious stakeholders with the aim of better informing the citizens of the Republic of Kosovo and not to be victims of religious, national, racial hatred and establish an idea of a functioning democratic society whereby everyone expresses its belief freely and without hindrance or offense by the other.

However, the activities of the persons with radical religious, political and nationalist beliefs is present in the Republic of Kosovo, mainly in invoking people, which includes nationalist/religious lectures, internet propaganda, organizations through different groups and NGO's, even in other fields such as sports, among fan groups and hooligan groups etc. Individuals from the countries of the region who exert their influence over the citizens of the Republic of Kosovo, unhindered by the institutions of respective countries have a rather significant impact in this issue.

Due to these religious and nationalist-based radical opinions and views, cases of violence against members of security institutions, both local and international<sup>4</sup>, as well as against citizens of

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<sup>3</sup> Pew Research Center, *The World's Muslims: Religion, Politics and Society*, 2013, p.150, 153.

<sup>4</sup> According to the Global Database of Terrorism, in 2013 were registered six incidents of terrorism in Kosovo (with one person killed), five in 2012 (three killed), and one each in 2009, 2010 and 2011, <http://www.start.umd.edu/gtd/search/Results.aspx?country=1003>. However, these incidents that occurred in Kosovo do not have a background of religious extremism

different national and religious backgrounds and participation of the citizens of the Republic of Kosovo in the wars outside the territory of the Republic of Kosovo have been identified. Therefore, with regard to threats from violent radicalism and extremism we must emphasise that as a result of embracing such beliefs/ideas, dozens of Kosovo citizens have joined terrorist organizations outside the territory of Kosovo, where some of them were killed in these conflicts.

The spread of the phenomenon of violent extremism and radicalism in the Republic of Kosovo was done by some NGO, local and foreign organizations and individuals that have embraced the radical views. People with public influence, who were given the title of spiritual leaders, continue to play a special role in spreading radical extremist teachings. Although it is not the only kind, the radicalism that is identified by religious aspect represents one of the main risks that might lead to extremism and terrorism and might disrupt the religious tolerance that exists in Kosovo. Regarding the spread level of this phenomenon, the number of participants from Kosovo in violent extremism is within the general norms of other European countries, although it is important to consider that different individual and national groups can participate, and leave their country for various reasons.<sup>5</sup>

Kosovo society, in all its levels is opposing such an expansion of religious and nationalist based radicalism and extremisms, with the exception of a small portion of the population, the socio-economic status of whom is quite difficult as well as due to the lack of adequate information becomes a prey of such radical and extremist views.

Religious tolerance that exists in Kosovo and the lack of support by the citizens of the Republic of Kosovo of the forms of extremism and extreme radicalism are important factors that should be taken into account when addressing the challenges of violent extremism and radicalism leading to terrorism. Moreover, the strong relations which still exist in the family and community enable the different forms of extremism and radicalization to be identified and prevented on time. Therefore this strategy shall have as a starting point these values and the tolerance that exists in Kosovo society to address the challenges from violent extremism and radicalism.

#### **4.1.1 Threats within Kosovo**

Regarding violent extremism, we cannot leave without mentioning the North of Kosovo, which was a centre of violent extremism since at least 1999, to continue further even after Kosovo declared its independence in 2008. The situation created in the north provides a suitable basis for developing radical activities of extremist groups, individuals and local Serb radical organizations and with origin from Serbia.

Radical groups who have acted and act in this area have been linked with Serbian political parties of radical wing<sup>6</sup>. Upon conclusion of several agreements between the Republic of Kosovo

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<sup>5</sup>Interview with officials of the Department of Anti-Terrorism of Kosovo Police and Kosovo Intelligence Agency, Prishtina, May 2015.

<sup>6</sup> Formal sponsors were the Serbian Radical Party, a far-right political party, but legal, SrpskiObraz, successor of ultranationalist movement Obraz, a movement banned in Serbia since 2012, and Nasi, a group of conservative

and the Republic of Serbia, under the patronage of the European Union the situation is expected to have positive developments, although citizens in that area feel abandoned and the youth are left without a clear orientation about their fate.

Another significant threat is the violent radicalism of religious aspects. This mainly relates with the citizens of Republic of Kosovo who have joined the conflicts in Syria and Iraq, some of whom have returned to Kosovo. Although from the estimates conducted so far, it appears that a number of about 300<sup>7</sup> Kosovars have joined in various phases the conflicts in Syria and Iraq, so far in Kosovo there was no terrorist attack which extremist religious background.

Kosovo and the countries in the region are seen as appropriate places to recruit fighters for extremist / terrorist groups such as ISIS and similar<sup>8</sup> However, it is also important to mention the fact of specific threats and instructions from ISIS for its members, sympathizers and supporters to carry out terrorist attacks in their countries of origin.<sup>9</sup> Taking into account also the other risk factors including Push and Pull factors and the influence of extremist ideologies, these threats should be addressed seriously by the institutions of the Republic of Kosovo.

#### **4.1.2 Regional threat and the need for cooperation**

Although this strategy focuses on Kosovo, it is important to emphasize also the regional nature of threat from radicalism, which carries in itself a greater risk of deploying this radicalism in all Western Balkans. There is a possibility that the same effort for recruiting the radicalizing groups and to coordinate attacks in Kosovo or in other Balkan countries, including Kosovo, Macedonia and Albania, as well as in Sandzak region of Serbia and its predominantly Muslim population as well as other countries of the region, to appear in the future. Movements between the borders of the Balkan countries are easy; therefore, the recruitment in radical groups is easy.<sup>10</sup>

Therefore, the cooperation among all countries of the region in identifying and preventing radicalism is more than necessary. Ignoring the new reality in the region and non-recognition of the Republic of Kosovo from Serbia and Bosnia and Herzegovina and subsequently the lack of cooperation between the security institutions, especially in the exchange of information presents a risk of violent radicalization that is even more present on the regional level. Although there is cooperation between EULEX representatives and police from these countries, it is not sufficient to prevent and combat violent extremism and radicalization to an appropriate degree.

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citizens; Flags of the so-called "Ravnogorskipokret" (Chetnik movement) of Kosovo also flew in the crowd. The rally was peaceful and was observed by the Kosovo Police.

<sup>7</sup> According to data from the security institutions, this number of 300 persons includes also family members and persons who did not participate directly in combat. Therefore, the number of people who are currently participating in foreign conflicts is less than 300.

<sup>8</sup> Florian Bieber, professor in Graz University, Austria, article in KohaDitore, 29. 07. 2015, <http://koha.net/?id=27&l=68492>

<sup>9</sup> In a statement / guidance published by ISIS in September 2014, are instructed their supporters to carry out terrorist attacks in countries of their origin.

<sup>10</sup> Reports indicate that jihadists and recruiters have moved without difficulties between Kosovo and Bosnia, in some cases through Novi Pazar, Serbia where pro-IS recruiters openly operated.

## 4.2 Violent extremists and motives of extremism

Regarding Kosovo, participation of the dozens citizens in foreign wars, as well as ethnically and politically motivated extremist groups that act mainly in the north of Kosovo could be considered as violent extremists. In addition, it is likely that many others are radicalized and want to travel to fight in such conflicts related to ethnic, national or religious extremism. But who are they? Why they are motivated to change their lives for extreme religious or ideological views? Why they become preys and become obedient to radical recruiters?

The radicalization process usually begins with increased awareness of a person for political or social identity, which is often caused by any event or from an external group. This can lead them to see the world as divided in competing groups (own group and other groups that might be hostile towards them). This process is very common around the world but certainly it does not mean that automatically results in violent radicalism. Someone who identifies himself more with his/her group might be a part of political community of protesters, organization or movement which is still not violent and uses legitimate forms of protest to bring changes in government policy for addressing the complaints.

It is required something more in order for that to be turned into violence. It might be different things that could push and turn into violence, starting from a feeling that political protest is ineffective, increase of the "moral outrage" by an act committed by another group, or the cause might be something associated with extremist psychology.

Young people, particularly young boys, are the group of the highest risk for extremism and violence of all types. They are in transitional phases of their lives, as students, graduates seeking work, have left or are leaving their family home and are looking for a new family and group with which they will identify themselves and for them is important.

Some of violent extremists are motivated by the desire to be important and to play an important role somewhere. This happens to those who do not see other path to a meaningful life, or feel that they have no interest or role to play in their societies.

Personal ties are also very important for the spread of the process of radicalization. Most recruits of ISIS or Al Qaeda have realized this through friends, and majority of the remaining part through family or other persons who are searching for a meaningful path in life.

A known expert in the field of violent extremism concluded that "the neighbourhood is often the key" in connection between the jihadists, and suggested that: "If you want to investigate a group, see where one of the members of the group gets fed or walks, in neighbourhood or internet, and is likely to find other members"<sup>11</sup>

Therefore we can say that there are a number of already known motifs that affect the people to embrace radical extremist beliefs, such as:

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<sup>11</sup> Scott Atran, *Talking to the Enemy: Faith, Brotherhood and the (Un) Making of Terrorists*, New York, 2010 (Kindle edition).

- Ideological motive;
- Material;
- Adventurous;
- Desire for leadership;
- Socio-cultural environment.

### **4.3 "Push-Pull" factors of radicalism and the risks for Kosovo**

Factors that contribute to radicalization can be categorized under the so-called Push-Pull factors. "Push" factors are those factors which serve to push an individual outside of their society or state and cause them to become vulnerable to radicalism, while "Pull" factors can be described as an active attempt to recruit or to radicalize the individuals from abroad.

#### **4.3.1 "Push" factors**

In the case of Kosovo, the main driving factors are the essential and structural factors such as the economic and social challenges/ weaknesses and inadequate institutional capacity and their integrity. These are long-term weakness in Kosovo society that causes a wide range of issues, not being limited to violent extremism only. Although Kosovo is making continuing efforts to overcome these challenges, these problems may last for years.

##### **4.3.1.1 Economic and social factors**

During the period of 15 years after the war of 1999, Kosovo has one of the lowest rates of employment in Europe. Youth employment is very low, while the quality of public education system does not prepare the graduates for the labour market. Lack of alternatives for youth orientation in other representative activities has affected the youth in Kosovo to have less chance to prove themselves in the field of sports or different campaigns and movements of global nature. This situation has worsened by the restriction of freedom of movement in EU countries and beyond, countries which are an example of their future.

Therefore, despite all the efforts of state institutions to address all these challenges, mainly economic and social, there is still room for development of factors leading to violent extremism, leaving space for radical groups to easily take advantage of situation in recruiting supporters for their cause.

#### **4.3.1.2 Low institutional capacity and integrity**

Besides economic and social factors, Kosovo faces various challenges such as public administration reform, fighting the corruption and the increase of the integrity of public administration, and these are other factors that can lead to extremism. These factors in the social aspect of the state have the potential to negatively impact on youth, by avoiding traditional institutions such as family and some of them being encouraged to see the realization of their goals and objectives abroad. Government of Republic of Kosovo has started a process aimed at reforming the public administration which aimed at addressing some of these problems.

#### **4.3.2 “Pull” factors**

Although, weaknesses and challenges in Kosovo can play a role in extremism and radicalism, they certainly cannot be the only explanation for motivation of a person to join a radical movement. The lack of opportunities to achieve their goals within the country can influence the youth to leave Kosovo, but this cannot explain their decision to join e.g. ISIS by causing harm to others in service of a violence ideology.

Money is not the main driving factor, the desire to do something important and meaningful, even at great personal cost, is more important. Therefore, this is the weakness where recruiters aim and realize their propaganda and where the radical voices can be effective in attracting potential recruits in their service.

##### **4.3.2.1 Radical leaders**

Some imams with radical tendency, whether in Kosovo or in Balkans have played a role in encouraging or active form in recruiting the Kosovars to go and fight in Syria. In addition, some of them have contributed to the development of a religious extremist ideology over recent years. While most of the imams with radical tendency stopped whatever they were doing in encouraging people to fight in Syria, some supporters of ISIS and other movements of violent extremists still see them as religious authorities and their lectures circulate in internet.

Whereas in a more silent manner, it is being conducted propaganda from the leaders with ethnic and political motifs to oppose their fellow citizens who differ from them. Calls for historical and blood brotherhood and encouragement not to detach or strengthen the traditional ties, makes other side of the topic which is being used by the national, political and spiritual leaders.

##### **4.3.2.2 Online radicalism**

On a time when the Internet plays an important role in human information, it is likely the radicalization to be developed online. In the world of social media such as YouTube, Skype, Facebook, tweeter and many other networks used for general communication, recruiting and

influencing the certain views is possible. Currently, ISIS has been effective in providing online space to discuss and perfect their message and seek recruits effectively.

Radical or extremist communities and the accounts can be found on Twitter or Facebook, and provide effective platforms to recruit and manage individuals. But to what extent this is effective it is difficult to say, however, radicalization on the Internet serves as a tool to support a radicalization process that takes place between friends and personal contacts with unknown persons to join the same ideology.

Ordinary people in Kosovo have visited these sites and posted extremist contents from their behalf.

#### **4.4 Summary of risk analysis and assessment of radicalization and violent extremism**

The analysis above tell us that regarding the radicalization / extremism, it is very difficult to find a clear answer or explanation for its effect on the individual and its ability to change the religious and ideological belief that drives the individual to die or kill others. In Kosovo, the challenge is the same as in other countries of the western world that seek to combat this phenomena, to identify and understand the risk factors that create conditions where radicalization can be created and spread.

For Kosovo, this means addressing the audience targeted for radicalism, i.e. mainly young men. In Kosovo, most young people who reach the adult age find themselves in a society and environment where it is difficult to find a job or move freely in Europe to demand better conditions. On top of this fundamental uncertainty, other factors can be added, such as opportunities to engage with their communities and with each other, to find open forums for discussion and education in schools, in order that the voice of a radical online recruiter not to be the only opinion on religion, society and state.

The threat of radicalization and violent extremism that leads to terrorism in Kosovo right now is low, however the problems which the Republic of Kosovo faces is to prevent extremism and radicalization among the citizens of the Republic of Kosovo. It remains a concern the spread and influence of extremist ideologies that is based on religion and nationalism, which are based on intolerance, religious (cross-sectarian), interethnic hatred and upraise against the pro-Western democratic system and the objectives of the Republic of Kosovo.

Although so far, except for some isolated cases of violence, mainly against members of 'moderate' Islam, there was not any case which directly affects the overall safety.

For Kosovo, it is of high concern the number of significant participation of citizens of Republic of Kosovo as volunteers in the conflict outside its territory, especially in Syria. Therefore, this trend of these individuals and groups participating in the conflict zone abroad implies a medium and long term real threat from these individuals and groups.

Extremists aim to implement the religion according to strict laws and regulations according to their view of Sharia and the declaration of Caliphate as final goal. Thus, they threaten to eradicate traditional religious teachings that are highly tolerant and rational Methhebit-Hanafi and replace them with more extreme and irrational teachings of Salafi doctrine.

These activities are carried through various Associations and non-governmental organizations, local as well as international ones that educate people in religious aspects, by spreading extremist doctrines in Kosovo, which does not pertain with religious tradition, preached over centuries in Kosovo.

Also in Kosovo continue to be present Serbian extremist groups which interact with criminal groups and illegal structures in the north, which remain quite active, these groups are funded by the activities of organized crime and from illegal structures which are also financed by the Serbian Government. The main goal of these groups is to oppose Kosovo's independence and hindering Kosovo institutions to extend the full legitimacy in that part of the country. Activities of these groups are the propaganda and threats towards Serbian citizens not to integrate in society and in the institutions of Kosovo and various acts of violence against Albanian citizens, institutions as well as local and international presence in that part of the country.

#### 4.5 SWOT Analysis

Strength	Weaknesses
<ul style="list-style-type: none"> <li>• Kosovo has a healthy youth</li> </ul>	<ul style="list-style-type: none"> <li>• High level of unemployment, such as limited financial resources to address this problem</li> </ul>
<ul style="list-style-type: none"> <li>• Kosovo society has a strong bond between themselves and the Family traditionally constitutes an important institution in Kosovo society</li> </ul>	<ul style="list-style-type: none"> <li>• Role of the family can be weakened over the time</li> </ul>
<ul style="list-style-type: none"> <li>• Kosovo has all the institutions established that can address the prevention of violent extremism and radicalization</li> </ul>	<ul style="list-style-type: none"> <li>• A high degree of dissatisfaction and low level of confidence in the work of many public authorities (corruption)</li> </ul>
<ul style="list-style-type: none"> <li>• There is a high religious tolerance between religious communities in Kosovo</li> </ul>	<ul style="list-style-type: none"> <li>• Social services, health services, social support, quality education should be further improved</li> </ul>
<ul style="list-style-type: none"> <li>• Kosovo has traditionally cultivated a traditional Islam which was not identified with radical branches</li> </ul>	<ul style="list-style-type: none"> <li>• A part of the Serbian minority population living in northern part of Kosovo is not yet fully integrated in institutional life</li> </ul>
<ul style="list-style-type: none"> <li>• Kosovo has a close international cooperation</li> </ul>	<ul style="list-style-type: none"> <li>• There is still weak cooperation with countries that have not recognized Kosovo's independence.</li> </ul>
	<ul style="list-style-type: none"> <li>• A limited number of radical imams that that radical tendency</li> </ul>
	<ul style="list-style-type: none"> <li>• Use of social networks and other forms of electronic communication from radical groups with the purpose of recruiting - which makes it</li> </ul>



	difficult to control them by influencing on online radicalization
<b>Opportunities</b>	<b>Threats</b>
<ul style="list-style-type: none"> <li>• Cooperation with religious communities to promote the tolerance and anti-extremism</li> </ul>	<ul style="list-style-type: none"> <li>• Participation of a number of Kosovo citizens in foreign wars and their return in Kosovo</li> </ul>
<ul style="list-style-type: none"> <li>• There are government policies which can also address the issue of violent extremism and radicalization</li> </ul>	<ul style="list-style-type: none"> <li>• Addressing of the violent extremism and radicalization should be cautious, in order not to produce adverse effects</li> </ul>
<ul style="list-style-type: none"> <li>• Majority of Kosovo's youth is capable of using social networks and this can be used to promote tolerance and anti-extremism</li> </ul>	<ul style="list-style-type: none"> <li>• There is a risk of Kosovo being a target of terrorist attacks</li> </ul>
<ul style="list-style-type: none"> <li>• Cooperation with international partners to coordinate activities by using the experience of other countries</li> </ul>	<ul style="list-style-type: none"> <li>• Measures taken with the aim of preventing extremism and radicalism can infringe some of the personal freedoms and rights such as freedom of expression, media etc.</li> </ul>
<ul style="list-style-type: none"> <li>• Use of EU funds and of other international organizations to address some of the challenges that Kosovo faces in this field</li> </ul>	

## 5 STRATEGIC OBJECTIVES

On the basis of the analysis carried out above, the strategy to prevent violent extremism and radicalization leading to terrorism 2015 - 2020 will focus on implementing four strategic objectives and a greater number of specific objectives/measures which aim to be achieved during the period 2015-2020. These strategic objectives and specific measures foreseen by this strategy will be aimed to be achieved through specific activities that will be part of the action plan for implementing the strategy over the period 2015-2020. Achievement of these strategic objectives will have an interaction with existing programs including the existing government strategies and policies as well as relevant plans for implementation of existing strategies. This strategy will focus on the following four strategic objectives:

- ✓ **Early identification - of the causes, factors and target groups**
- ✓ **Prevention - of violent extremism and radicalization**
- ✓ **Intervention - with the aim of preventing the risk from violent radicalization**
- ✓ **De-radicalization and reintegration - of radicalized persons**

### 5.1 Early identification of causes, factors, target groups and radical methods

This strategic objective aims together with relevant governmental and non-governmental stakeholders and with community to create practices of cooperation with the purpose of identification on time the causes, factors, target groups as well as ways and methods of radicalism. An important role in the early identification must be exercised by: parents, friends (from neighbourhood and school), teachers, pedagogues and psychologists, social workers, workers of the employment offices etc. Cooperation of central institutions such as MEST, MIA, MLSW, MCYS with schools, communities, religious communities, NGOs and civil society in general is essential for early identification of factors of radicalization, target groups as well as ways and methods of radicalism. In the early identification of these factors a key role should play the relevant security institutions and mechanisms, including KIA, Police, FIU-K, and other mechanisms.

#### **Specific objectives/measures in function of achieving this objective include:**

- ✓ **Identification of the target population for radicalization;**
- ✓ **Early identification of factors affecting the radicalization;**
- ✓ **Increased awareness of institutions and cooperation with the community;**
- ✓ **Capacity building of institutions for the purpose of early identification of factors and processes of radicalization;**

These specific objectives / measures will be transformed into concrete activities through the strategy implementation plan, which will be adopted as a supplementary document for implementation of this strategic document for the period 2015 - 2018, with the possibility of annual update. Within these measures activities will be undertaken in all government sectors that have a direct role in the early identification, including the following activities:

1. Organization of a compulsory training for municipal officials, teachers, school management and law enforcement officials to identify young people at risk of extremism and how to act in such cases (*Realization of these activities will be done in cooperation and coordination with MEST, MIA, MLG, MLSW, Municipalities, Kosovo Police, etc. And with the support of international donors and partners.*)
2. Creation of a team of analysts at the national level to collect information on the trends of radicalization throughout Kosovo (including the regions / locations most affected, target age, ethnical demographics and other, recruiters and support organizations, narratives of recruitment and the methods used by them), as well as their monitoring regarding new developments, and use this information to adapt the preventive actions. Carrying out specific research in schools and public polls will be an integral part of this activity. (*Implementation of these activities will be done in cooperation and coordination among OPM, MEST, MIA, MLSW, Municipalities, Kosovo Police, KIA, FIU-K etc. and with the support of international donors and partners.*)
3. Organization of regular meetings between public institutions and community, schools, religious communities by using existing networks and mechanisms. (*Implementation of these activities will be done by the following institutions such as MEST, MIA, MLSW, Municipalities, Kosovo Police, Religious Communities, NGOs, etc.*)
4. Regional and international cooperation in identifying the radicalization factors, in particular in identification

Early identification of individuals and groups that have potential to be exploited by individuals / groups that have violent extremism and radicalization views is the key to successful realization of the objectives of this strategy. Therefore, in the context of early identification of radicalisation, emphasize will be paid to the key sectors such as: education, social services, security, intelligence, public administration, etc.

In the light of identifying the factors that influence the radicalization, additional activities will be undertaken in cooperation with community, religious communities, and by the state institutions in order to identify the persons and organizations that influence the radicalization of the population, identifying sites / facilities where these extremist or radical ideas are developed; identification of literature that is considered radical and extremist, identifying the websites on the internet which propagate radical / extremist ideas. In relation to identifying the causes of radicalization, emphasize will be paid by interviewing the arrested persons or persons returning from conflict, measurement of the perception of the citizens etc.

In addition, it will be realized an ongoing assessment of the situation of violent extremism and radicalization in Kosovo. This could be done by conducting research on the causes of radicalism, meaning of narratives and ideology of extremist individuals and groups, identifying the method of recruitment, identifying the driving factors including economic, social and political factors that might affect the growth of extremism and radicalism, identification of extremist and radical

groups and monitoring their activities, identification and monitoring the various forms of global influence that affect the radicalization of certain individuals or groups, etc.

This stage, namely the early identification does not mean the direct fight of causes, some of which are also subjects that are addressed in other strategies and policies.

## **5.2 Prevention of violent extremism and radicalism**

The prevention process will be closely related to the early identification of factors, causes and target persons/groups. Coordination of activities between responsible government institutions, religious communities, community in general, as well as the cooperation with international partners will enable to address the identified problems related to the radicalization through preventive measures.

The core of this strategic objective will be the provision of general, necessary and correct information regarding the consequences for the individual and community from persuading the path of radicalism and eventually performing action whether within or outside Kosovo. A crucial role in addressing the causes of radicalism will have the provision of attractive alternatives, such as: opportunity for education, provision of various cultural and sports activities, opportunity of engaging in training and employment etc., which is aimed to be realized through existing programs within the policies of the Government of the Republic of Kosovo and in cooperation with international partners, as well as through new measures that will be implemented as measures for addressing this strategic objective.

### **Specific objective/measures in view of achieving this objective will include:**

- Awareness raising of community stakeholders – family, schools, municipal administration, local businesses, healthcare and social employees, law enforcement officers, religious cleric and civil society – regarding the risks of violent extremism and fostering the cooperation to fight it.
- Capacity building of stakeholders - government, education sector, law enforcement authorities, local businesses, civil society and religious communities – in undertaking activities against violent extremism. Increasing support for young people by improving education, job opportunities and training, employment opportunities by providing safe environments to discuss difficult issues.
- Organizing effective campaign against messages that influence the radicalism, which will have an effect on the youth to renounce the support for extremist views and violent tactics.
- Incorporation of activities for prevention of violent extremism in existing support programs and community initiatives.
- Undertake a regional initiative with the aim of increasing the cooperation between central institutions, municipalities (especially those along border lines) and other structures (e.g. women and youth network, etc.)
- Establishment of strategic plan for communication of institutions with citizens for the purpose of raising the awareness in relation to the risks of radicalism and extremism.

These specific objectives/measures shall be translated into specific activities through the strategy implementation plan, which will be approved as an additional document for implementation of this strategic document for the period 2015 – 2018, with the possibility of annual review. Within these measures, activities will be undertaken in all government sectors that have a direct role in prevention of violent extremism and radicalism, including the following activities:

1. Development of a strategic plan for communication, including public campaigns, use of media and social media, public lectures, sessions of public security in schools etc., in order to raise the awareness and to show why violent extremism is a mistake and how the recruiters recruit young people. This strategic plan will include reliable public figures, including religious leaders, famous sportsmen, singers, individuals who have left the radicalization and members of their families, representatives of civil society etc. *(These activities will be implemented in cooperation and coordination with OPM, MEST, MIA, MLSW, MCYS, Kosovo Police, Religious Communities, NGOs, field experts etc., as well as with the support of international partners and donors.)*
2. Provision of trainings for journalists and scholars that cover the violent extremism on how to treat this issue objectively and without causing sensitivity. *(This activity will be implemented in coordination with OPM, MIA, MEST, MCYS, Religious Communities, NGOs, field experts etc., as well as with the support of international partners and donors.)*
3. Preparation of a brochure/pamphlet for youth which could be handed over during training sessions, public information campaigns, etc., which clearly stresses the issue of what is the extremism and radicalism, how people are radicalised, especially young people, what are the tactics and methods for their recruitment, and how the young people can identify these tactics and protect themselves. *(This activity will be implemented in coordination with OPM, MEST, MCYS, MIA, Religious Communities, NGOs, field experts, etc., and with the support of international partners and donors.)*
4. Cooperation with religious communities, so they may include lectures/lessons or religious preaching that oppose/discourage the violence and promote inter-religious harmony; *(This activity will be implemented in coordination with the Government of the Republic of Kosovo and Religious Communities)*
5. Establishment of team/commission to review the religious content in the internet and if necessary, to engage translators to translate moderated religious content accessible in the internet in Albanian language. *(This activity will be implemented in coordination with Government of the Republic of Kosovo and Religious Communities, with participants who are field experts that will analyse the religious content in the internet, whereas it will be explored the opportunity for support from donors in implementing this activity).*
6. Provision of grants for local businesses, youth centres, NGOs, to initiate programs for increasing the opportunity of involving the young people in sports or their engagement in community, business, volunteering opportunities to give them a sense of purpose and

country to which they belong; *(This activity will be implemented in coordination with Public Institutions, including MCYS, MEST, MLSW, municipalities, NGOs etc., as well as with the support of international partners and donors.)*

7. Establishment of safe environments in schools for pupils to ask questions privately regarding the social sensitive issues or identity from the trained practitioners (pedagogue, psychologist etc.), who can help them. Continuous improvement and completion of psychology and pedagogy service in schools with needs should be part of this activity, especially by paying importance to the most targeted radicalised areas. *(This activity will be implemented in coordination with Public Institutions, including Government, MEST, Municipalities, Municipal Education Directorates, parents' community, etc.)*
8. Review of historical-educational curriculum, civic education and other respective subjects to emphasize the historical importance of religious tolerance in Kosovo, and to educate young people on what it means to be a good citizen; This activity should also include a review of textbooks and re-training of teachers, as needed; *(This activity will be implemented in coordination with Public Institutions, including Government, MEST, Municipalities, Municipal Education Departments, parents' community, Religious Communities, field experts, etc.)*
9. Enhancing the security of prisoners for activities related to extremism in order to prevent them from recruiting other prisoners. *(This activity will be implemented by the Ministry of Justice (Correctional Service), with the involvement of experts in the field of violent extremism and radicalism.)*
10. Assessment of existing and in-process legislation for the purpose of preventive addressing of violent extremism and radicalism *(This activity will be implemented by the Office of the Prime Minister, Ministry of Justice, Line Ministries, as well as with the involvement of experts in the field of violent extremism and radicalism.)*

Specific activities which will be included in the implementing plan of the strategy will enhance the cooperation between key institutions and mechanisms in identification and minimisation of factors and causes that would lead to the creation of an environment that is appropriate for presenting and disseminating radical ideas that lead to the use of violence. An inter-institutional cooperation for coordination of activities, as well as the cooperation with international partners will be crucial for successful implementation of these measures.

The cooperation with religious communities, especially with credible imams, representatives of civil society to realize an awareness raising campaign on threats deriving from violent radicalism, will be part of the measures that will be undertaken for the purpose of addressing this strategic objective. Through the support of specific activities, it will be contributed to the development of public dialogue in written and electronic media, as well as social media, including topics related to the role of the religion in secular societies, encouraging tolerance and respect on various views.

Within these measures, specific activities will be undertaken in key sectors, including: education sector and education institutions, including analysis of existing programs and projects within the primary and secondary education for the purpose of promoting the tolerance, increasing critical thinking, providing global knowledge on religion, capacity building and operationalization of inter-institutional mechanisms of schools for prevention of violent extremism and radicalism, as well as enhancing the security measures in schools. Also, part of preventive measures will be the promotion and supporting of sports, cultural, recreational activities with groups that are vulnerable to radicalization.

The increase of economic perspective, employment and social welfare for the citizens of the Republic of Kosovo will be undertaken for the purpose of addressing the driving factors affecting the radicalization of the population. The action plan of the strategy will foresee activities fostering the employment, business development, as well as activities related to the education of young people, employment and social support for affected groups. The approval of the National Strategy for Development will address some of these issues. Also, these measures will be intended to be implemented through strategies and sector policies of education, youth, and employment.

### **5.3 Intervention – for the purpose of preventing the risk from violent radicalism**

This strategic objective is aimed to address a greater cooperation with the community, law enforcement authorities and other institutions in order to address potential risks posed from radicalised individuals and groups. Activities and measures within this objective are not intended to overlap or replace measures provided for in the strategy against terrorism. The main purpose of this objective is to help individuals and groups that are vulnerable to radicalization.

#### **Specific objectives/measures in function of achieving this objective include:**

- Identification of individuals who are exposing signs of violent radicalization and the intervention before they harm themselves or others.
- Creating a partnership with local communities to establish community-based response mechanisms that could carry out interventions for individuals exposing signs of violent radicalization;
- Provision of trainings, financing and assistance for individuals participating in adequate response mechanisms at community level for intervention.
- Building trust between community members, social employees and law enforcement officers and ensuring cooperation between local practitioners and central authorities to facilitate the exchange of information and protect individuals at risk.
- Synchronization of measures for interventions with new initiatives of public security and regional attempts against violent extremism.

These measures will be transformed into specific activities through the plan for the implementation of the strategy, which will be approved as an additional document for the implementation of this strategic document for the period 2015 – 2018, with the possibility of

annual review. Within these measures, activities will be undertaken in all government sectors that have a direct role, including the following activities:

1. Establishing a referring mechanism (rapid response teams) in communities across Kosovo, composed of trained psychologists, social employees, religious clergy and law enforcement officers who can work with radicalised persons in attempts to prevent them from harming themselves and others. *(This activity will be implemented in coordination with MEST, MIA, MLSW, MCYS, MH, Kosovo Police, as well as with the involvement of respective experts and representatives of religious communities.)*
2. Creating a telephone line for the residents where they can call and report anonymously in relation to the organizations/individuals supporting extremist ideas in community (including recruiting, financing, victims, etc). *(This activity will be implemented in coordination with Public Institutions, including Government, MIA, Police, KIA and other institutions.)*
3. Supporting cooperation between youth organizations and pupils' councils with educational institutions through training sessions, workshops, seminars, conferences etc., as well as supporting cultural and sports activities through specific projects from youth organizations on the topic of combating the lectures of extremist groups. *(This activity will be implemented in coordination with MCYS, MEST and other institutions.)*

#### **5.4 De-radicalization and reintegration of radicalised persons**

De-radicalization is related to the abovementioned objectives. This stage would be a response towards the failure to identify and prevent. Thus, in this stage this relates to all the persons that are already in an advanced stage of radicalization and are willing to undertake steps within and out of Kosovo for different reasons. Religious organizations or organizations of other nature, where radicalised persons would feel closer, will have an important role at this stage. Also, depending on the age and personal profile, or preparation or tendency, alternatives that would affect the reduction and elimination of the opportunity for unlawful actions should be provided.

This stage, as other stages, should be researched more in relation to the actions that need to be undertaken for the reintegration of radicalised persons. It should be taken into account that Kosovo has laws in force, including the law on participations in wars abroad. Reintegration does not interfere at this point, but should be explored the possibilities for cooperation. This can be done especially with children who have already gone with one or both parents abroad to participate in foreign wars. However, the reintegration should be focused more in persons or groups that have been identified in Kosovo, in any abovementioned stages and did not violate the law, because afterwards they are subject to applicable laws. Reintegration of potentially radicalised persons or at the stage of radicalization should be an inclusive and specific process. In this regard, the following will have a key role such as: MLSW, MCYS, MEST, Municipalities, etc.

**Specific objectives/measures in function of achieving this objective include:**



- Provision of help for radicalized individuals to abandon radical/extremist ideology and renounce from violence.
- Assessing the risk posed from individuals who returned from foreign conflicts, including alternatives for detention where appropriate, using psychological/psychosocial support to help them reintegrate into society.
- Raising awareness within the correctional system on the risk posed from imprisoned terrorists or suspects for terrorism and building capacities of the system for rehabilitation of such prisoners.

These measures will be transformed into specific activities through the plan for implementation of the strategy, which will be adopted as an additional document for the implementation of this strategic document for the period 2015 - 2018, with the possibility of annual review. Within these specific measures/objectives, activities will be undertaken in government sectors such *MJ, MEST, MLSW, MCYS*, which have a direct role, including the following activities:

1. Provision of psychological and religious counselling for prisoners in relation to illegal activities associated with extremism, as well as social support for their families; *(This activity will be implemented in coordination with MJ, MEST, MLSW, MCYS, as well as with the involvement of respective experts (psychologists) and representative of religious communities.)*
2. Development of new employment programs or other methods for reintegration of de-radicalised individuals into society. *(This activity will be implemented with the coordination between the Government, MLSW, MCYS, as well as with the support of international partners and donors.)*

## **6. ALTERNATIVES AND THE RECOMMENDED APPROACH FOR PREVENTION OF VIOLENT EXTREMISM AND RADICALIZATION**

As stated in abovementioned analysis, violent extremism and radicalism constitutes a potential threat to national security. The Government of the Republic of Kosovo has analyzed all possible options to address this problem. Therefore, the failure to address this problem on time may increase violent extremism and radicalization. Considering that the problem of violent extremism and radicalism is not an issue only within the borders of the Republic of Kosovo but of the whole world makes it necessary to intervene in time in order to prevent risks and violent radicalization. Therefore, failure to address this issue is not an option for Kosovo.

One of the possible options to address violent extremism and radicalisation would be its treatment with existing policies and strategies, e.g. with the National Strategy of the Republic of Kosovo on Crime Prevention and Action Plan 2013 - 2017; National Strategy Against Terrorism 2012 – 2017 of Republic of Kosovo; National Strategy and Action Plan for Community Safety 2011-2016; National strategy of the Republic of Kosovo for the Prevention and combating the informal economy, money laundering, terrorist financing and financial crimes 2014-2018 and Action Plan; Kosovo Strategy for Youth 2013-2017 and Action Plan 2013-2015 (KSAPY) as well as other strategies in various sectors, however without drafting a strategic document which addresses only radicalism. Each of the options for addressing the problem has its weaknesses and advantages, therefore the weakness of this option would be that as such it would not be a strategic priority but included within the existing priorities of Kosovo, including additional measures. The Government of Kosovo is interested in covering key areas with sector strategies, however, this process is ongoing, therefore, until the key areas with sector strategies are addressed the issue of preventing violent extremism and radicalisation is not preferred to be addressed only with existing policies, due to its importance and priority.

Therefore, the Government of the Republic of Kosovo on the basis of analysis carried out, came into conclusion that the issue of violent extremism and radicalisation that leads to terrorism should be addressed through a structured approach that will include all internal institutional stakeholders, civil society, religious and ethnic communities and international partners. The drafting of the strategy for the prevention of violent extremism and radicalization that leads to terrorism itself constitutes a strategic approach which will reflect on institutional and stakeholders' commitment to address the problem adequately, by giving a significant priority in government policies.

Analysis have shown that the problem of violent extremism and radicalism requires a special approach; therefore, in addition to existing policies which are already being implemented by the Government of the Republic of Kosovo for providing quality education, increasing employment, social support, as well as educational, cultural and sport activities, additional activities should be undertaken, where religious communities, civil society, international partners and in general the community must be involved for their implementation.

Additionally, in the framework of existing policies, including measures and activities within existing strategies applicable in the Republic of Kosovo and plans for their implementation,

additional activities and measures will be incorporated in order to address prevention of violent extremism and radicalization. Taking into account existing-institutional mechanisms as well as implementing resources that will enable measures against radicalisation in existing strategic documents within the framework of which could be implemented additional activities related to prevention of violent extremism and radicalisation would be:

- Kosovo Strategy for Youth 2013-2017 and Action Plan 2013-2015 (KSAPY)
- Communication Strategy in the Education Sector;
- Kosovo Education Strategic Plan 2011-2016;
- Strategy on Diaspora and Migration, 2013-2018.;
- National strategy of the Republic of Kosovo for the Prevention and combating the informal economy, money laundering, terrorist financing and financial crimes 2014-2018 and Action Plan;
- Social Services Decentralization Strategy 2013-2017;
- Vocational Training Strategy (this document has expired in 2014 ... .in case is expected to be redrafted)
- State strategy on migration action plan 2013-2018
- National strategy of the Republic of Kosovo on crime prevention and action plan 2013 – 2017;
- Republic of Kosovo National Strategy Against Terrorism 2012 – 2017;
- National Strategy and Action Plan for Community Safety 2011-2016;
- National Strategy for Reintegration of Repatriated Persons in Kosovo 2014 – 2016;

In addition, prevention of violent extremism and radicalization could be addressed through measures within the National Strategy for Economic Development 2015 - 2018 and other strategic documents which are under development or undergoing updating process. Also the legal measures related to this field which are in the process shall be a factor which prevents violent extremism and radicalisation.

The Government of the Republic of Kosovo considers that failure to address the phenomenon of violent extremism and radicalization that leads to terrorism in a proper and structural manner presents a significant risk to the national security of the Republic of Kosovo; therefore, addressing the problem with the purpose of prevention of terrorism has no alternative. For this purpose, the Government of the Republic of Kosovo decided that the prevention of violent extremism and radicalization to be addressed with a special strategy.

## **7. DRAFTING, REVIEWING, ADOPTION, IMPLEMENTATION AND MONITORING MECHANISMS OF THE NATIONAL STRATEGY**

### **7.1 General**

Adoption of the National Strategy for the prevention of violent extremism and radicalism leading to terrorism 2015 - 2020 is the competence of the Government of the Republic of Kosovo. This strategy is drafted and revised by the Government Working Group established by a decision of the Prime Minister. It's drafting and revision is done on the basis of a preliminary analysis of potential risks in order to address the phenomenon of extremism and radicalisation. This strategic document is a policy document, therefore its drafting, revision, adoption, implementation and monitoring is a continuous process. The process of drafting and revision of the strategy is a transparent process which will be based on regular reporting of the obligated institutions and adoption of the Government of the Republic of Kosovo.

### **7.2 Action plan for implementing the strategy**

The National Strategy for Preventing Violent Extremism and Radicalism Leading to Terrorism 2015 - 2020, will be accompanied by an action plan for implementing the strategy for the period of 2015 - 2018, which contains a number of actions and activities which are based on strategic objectives established by this strategy. Activities of the action plan will be revised on regular annual basis, based on the reports of their fulfilment by institutions that are responsible for their implementation.

### **7.3 Implementation, monitoring and monitoring mechanisms for implementing the strategy and the action plan**

The Office of the Prime Minister is responsible for coordinating activities related to the drafting, reviewing, adopting, implementing and monitoring the National Strategy for Preventing Violent Extremism and Radicalism Leading to Terrorism as well as the Action Plan. The Office of the Prime Minister chairs the Government Working Group for drafting the strategy and at the same time chairs the Secretariat and Technical Working Group which will be established to oversee the implementation of the National Strategy 2015-2020 and Action Plan 2015-2018. The office of the Prime Minister, Ministry of Education, Ministry of Internal Affairs, Ministry of Culture, Youth and Sports, Ministry of Finance, Ministry of Labour and Social Welfare as well as all agencies and institutions involved in drafting and implementing the strategy and action plan will provide all necessary support, including financial support, for implementing this strategy and action plan. The Security Council Secretariat shall serve as the secretariat for monitoring implementation of the strategy and of the action plan.

## 7.4 Contributors and their roles

The Government of the Republic of Kosovo - adopts the National Strategy and Action Plan based on the proposal of the Government Working Group and will undertake all necessary actions to provide necessary resources for successful implementation of the Strategy and Action Plan, including coordination with donors for financing activities of the strategy and of the action plan.

**The Office of the Prime Minister** holds the main responsibility for coordinating activities related to the drafting, reviewing, adopting, implementing and monitoring the National Strategy and Action Plan. The Office of the Prime Minister chairs the Government Working Group and, if necessary, the Technical Working Group/Groups established for the Strategy and Action Plan. The Prime Minister in cooperation with the Ministry of Finance shall ensure that these mechanisms have the necessary support for carrying out their work.

**The National Coordinator** for the Prevention of Violent Extremism - appointed to supervise implementation of the Strategy for the Prevention of violent extremism and radicalism leading to terrorism. The national coordinator will be the security advisor to the Prime Minister, who will play a key role in coordinating the implementation of the Strategy, the Office of the Prime Minister will appoint a national coordinator who will take care of coordinating implementation of the strategy and action plan and has the following duties and responsibilities:

- ✓ Gives advice to the Prime Minister regarding violent extremism, radicalization and fight against terrorism and issues related to national security;
- ✓ Leads the Government Working Group for drafting and revising the strategy and action plan;
- ✓ Coordinates implementation of the National Strategy for the Prevention of violent extremism and radicalism leading to terrorism;
- ✓ Is the point of contact and coordination with donors regarding implementation of activities related to implementation of the strategy;
- ✓ Closely collaborates and coordinates efforts with the government, ministries, missions and international organizations, civil society, religious communities, security and intelligence institutions and other relevant stakeholders;

**Government Working Group** - is responsible for drafting, reviewing, implementing and monitoring the National Strategy and Action Plan. The group will submit proposals for approval to the Government of the Republic of Kosovo. Composition of the working group is established by decision of the Government of the Republic of Kosovo. Besides representatives of ministries and relevant agencies of the Government of the Republic of Kosovo and other institutions of Republic of Kosovo, in the government working group will be also present the representatives of religious communities, media, NGOs, and in the capacity of supervisors and experts shall be invited the representatives of international mechanisms including the US Embassy, UNDP, OSCE, ICITAP, EULEX, other embassies according to their interest and other local and international experts.

- ✓ The Government Working Group must ensure participation of relevant institutions in drafting, implementing and reviewing the National Strategy and Action Plan. This should

be done by inviting their representatives in the meetings of the Government Working Group if deemed necessary from the case perspective.

- ✓ The Government Working Group reports to the Government of the Republic of Kosovo at least two (2) times per calendar year and immediately if needed for strategic or operational needs for findings concerning implementation and monitoring of the Strategy and Action Plan.
- ✓ The Government Working Group shall hold at least two (2) meetings per calendar year. The group will be assisted by the Secretariat. The Government Working Group shall engage in its work the external experts if needed.

**Security Council Secretariat** will serve as the secretariat responsible for monitoring implementation of the Strategy and Action Plan.

- ✓ Is responsible for assisting the National Coordinator and the Government Working Group for implementing the strategy and action plan.
- ✓ Will prepare the findings and written proposals related to drafting, revision, adoption, implementation and monitoring of the National Strategy and Action Plan.
- ✓ The Secretariat will use the material gathered for the Government Working Group, which will decide on further action.
- ✓ Representatives of the institutions represented in the Government Working Group should closely cooperate with the Secretariat in monitoring the implementation of the strategy and action plan as well as their revision.
- ✓ The Secretariat shall hold at least four (4) meetings per calendar year with representatives of institutions involved in Governmental Working Group.
- ✓ The Secretariat, may engage in its work external experts when deemed necessary,

**Technical Working Group/Groups** - supports the Secretariat and the Working Group in drafting, revising and monitoring the National Strategy and Action Plan. Their responsibility is to provide expert opinion for the process.

- ✓ Members of the Technical Working Group shall serve as points of contact for institutions they represent, and must have regular contact with the Secretariat and members of the Government Working Group.
- ✓ They shall provide to the Secretariat information that are necessary for monitoring implementation of the National Strategy and Action Plan.
- ✓ Meetings of the Technical Working Group/s and documents shall be organized by the Secretariat who will present the findings to the Government Working Group
- ✓ The Technical Working Group will hold meetings when deemed necessary by the Governmental Working Group and/or the Secretariat.
- ✓ While the implementation of this strategy is complex and requires coordinated action, each of participating institutions may establish internal technical groups and involve other institutions for specific areas related to activities provided by this strategy.

**Office of Strategic Planning in OPM** - in accordance to the Administrative Instruction on the criteria and methodology for drafting strategic documents, is responsible to participate in every stage of drafting, monitoring and revision of the strategy to ensure quality, relation to strategic priorities and implementing requirements of the administrative instruction for drafting strategic documents.

**Other institutions** - Implementation of the National Strategy and Action Plan is based on a partnership between the public sector institutions, community, civil society and international partners. Their responsibilities are specified in the Action Plan.

### **7.5 Drafting, revision and adoption of the national strategy and action plan**

Responsibilities for drafting, revising and adopting the National Strategy and Action Plan are as follows:

- ✓ The ministries and institutions that are members of the Governmental Working Group have to assess their strategic and operational environment with respect to the prevention of violent extremism and radicalization that leads to terrorism. They have to take into account the activities of public sector counterparts, of community, private sector and international partners related to their area of responsibility.
- ✓ Ministries and institutions which are represented in the Governmental Working Group should report through their representatives in the Technical Working Group about their findings related to the Prevention of Violent Extremism and Radicalization that Leads to Terrorism to the Secretariat at least four (4) times per calendar year and immediately if strategic or operational needs require.
- ✓ The Secretariat, chaired by the Security Council Secretariat will analyse information provided by the member organizations of the Governmental Working Group. Results shall be taken into account while drafting or revising the National Strategy and Action Plan. The Secretariat shall prepare proposals in writing;
- ✓ The Secretariat will introduce the written proposals for the Governmental Working Group to be taken into account when drafting, revising or adapting the National Strategy and Action Plan;
- ✓ The Governmental Working Group with the support of the Secretariat shall be responsible for the drafting of proposals concerning drafting, revising or adapting the
- ✓ National Strategy and Action Plan
- ✓ The Governmental Working Group shall introduce the proposals related to the drafting, revising or adapting the National Strategy and Action Plan to the Government of the Republic of Kosovo at least two (2) times per a calendar year and immediately if strategic or operational needs require; and
- ✓ The Government of the Republic of Kosovo shall decide about adoption of the National Strategy and Action Plan based on the proposals of the Governmental Working Group.

### **7.6 Implementation and monitoring of the national strategy and action plan**

Responsibilities related to the implementation and monitoring of the Action Plan and Strategy are as follows:

- ✓ The obliged public institutions, which shall be responsible for the implementation of the strategy are defined in the Action Plan;
- ✓ The supervisory authorities shall be institutions that are obliged to implement activities of the public and private sector or third sector which are under their supervision.

- ✓ The Government of the Republic of Kosovo, ministries and relevant public institutions shall ensure that the responsibility for implementing the National Strategy and Action Plan is an integral part of official duties of the obliged public institutions. Therefore, objectives of the Strategy and Action Plan shall be integrated in their budgets and Performance Plans;
- ✓ The obliged institutions shall report four (4) times per calendar year through their representatives in the Technical Working Group/Groups regarding the outcome of the implementation of the action plan, upon the request of the Secretariat.
- ✓ The Secretariat shall draft a report on the outcomes of implementation and monitoring process four (4) times within a calendar year.
- ✓ The Secretariat shall report at least two (2) times within a calendar year about the outcomes of the implementation and monitoring process to the Government Working Group.
- ✓ The Government Working Group shall report two (2) times within a calendar year, the outcomes of the implementation and monitoring process to the Government of the Republic of Kosovo by using the report drafted by the Secretariat.
- ✓ The Government of the Republic of Kosovo shall decide in relation to the measures for implementing the National Strategy and Action Plan based on the reporting of the Governmental Working Group.
- ✓ Decisions of the Government of the Republic of Kosovo concerning implementation and possible corrective measures shall be notified to the institutions obliged by the Secretariat.
- ✓ The Government of the Republic of Kosovo shall have an overall responsibility for implementing and monitoring the National Strategy for Preventing Violent Extremism and Radicalism Leading to Terrorism and the Action Plan.